



## Civil Servant Competency Development at the Human Resources Development and Personnel Agency

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### Abstract

*This study aims to determine and analyze the strategies carried out by the Head of BKPSDM and his staff in developing civil servant competencies along with supporting and inhibiting factors. The study was conducted at BKPSDM Numukan Regency. Data collection was carried out through observation, interviews and documentation. The data were analyzed using qualitative descriptive analysis. Strategies in developing civil servant competencies are very necessary, especially in increasing the achievement of competency development rights for each civil servant. Based on the results of this study, it is known that there are still several deficiencies in the competency development planning process, including the absence of a competency development plan in accordance with the provisions, as well as an evaluation of the implementation of competency development. However, there are several steps taken in implementing competencies that have a significant impact on the achievement of fulfilling the right to develop competencies of 20 teaching hours each year.*

## Introduction

In the era of globalization and increasingly tight competition, the quality of the State Civil Apparatus (ASN) is a key factor in increasing the efficiency and effectiveness of government administration. ASN competencies not only reflect individual capabilities, but also determine the quality of public services provided to the community. However, challenges in developing ASN competencies often arise, ranging from inconsistent policies, lack of resources, to resistance to change. This raises critical questions about how ASN competency development can be carried out effectively amidst rapidly changing dynamics.

According to Werdiastutie et al. (2017) Development is an effort to improve the technical, theoretical, conceptual, moral abilities of employees according to job needs. Ishaq (2019) stated that Development is an effort to improve technical, theoretical, conceptual, and moral abilities according to needs through education and training. Development is a process of designing learning logically and systematically in order to determine everything that will be implemented in the learning process by considering potential and competence (González-Salamancabte al., 2020; Irviana, 2020; González-Pérez & Ramírez-Montoya, 2022).

According to Boytatzis 1982 (in Drucker, 2018) competence is defined as the capacity that exists in a person that can make the person able to fulfill what is required by the work in an organization so that the organization is able to achieve the expected results Argyris (1957). Competence is an ability to carry out or do a job or task that is based on skills and knowledge and supported by the work attitude required by the job. Thus, competence indicates skills or knowledge that are characterized by professionalism in a particular field as something that is most important, as superior in that field (Eraut, 2002; Antera, 2021; Kosimov et al., 2021; Nguyen, 2023).

Furthermore, speaking regarding ASN competency development, it should be noted that this is also a mandate from the laws and regulations regarding ASN Management (Pratiwi & Kusriyah, 2023), including through Government Regulation Number 11 of 2017 concerning Civil Servant Management Article 203 paragraph (4) that (Nasution, 2022; Yuswanto, 2022): "Competency development for each PNS as referred to in paragraph (3) is carried out for at least 20 (twenty) hours of lessons in 1 (one) year." and Government Regulation Number 49 of 2018 concerning Government Employee Management with Work Agreements in Article 39 paragraph (40) which states that "Implementation of competency development for PPPK is carried out for a maximum of 24 (twenty four) hours of lessons in 1 (one) year of work agreement period".

In addition, a history of competency development for a civil servant is very important to support the profile of the civil servant concerned, including being the basis for career development and being one of the bases for appointment to a position (Pasiak, 2020; Devi & Tarigan, 2022; Fitrianingrum et al., 2020).

Nunukan Regency, as one of the regions in Indonesia, requires an effective strategy in developing the competence of its ASN to support the efficiency and effectiveness of public services. Nunukan Regency, located in North Kalimantan Province, has its own dynamics in ASN management. With geographical and demographic uniqueness, there are special challenges in managing human resources, especially in terms of competence and professionalism (Gowan et al., 2022; Mazur & Walczyna, 2020; Svetozarovová et al., 2021).

Currently, ASN competency development faces several major challenges, including the lack of alignment between competency needs and existing training programs (Mendrofa et al., 2023; Sidabutar, 2020). In addition, rapid changes in technology and community needs also require rapid adaptation from ASN in updating their skills and knowledge. There is also the issue of unequal distribution and access to competency development opportunities, which often benefit ASN in urban areas more than those in remote areas.

Nunukan Regency itself makes increasing ASN professionalism, which includes the dimension of ASN competency development, one of the targets stated in the Regional Medium-Term Development Plan (RPJMD) with the achievement indicator, namely increasing the ASN Professionalism Index value which is also the Main Performance Indicator of the Nunukan Regency BKPSDM Organization. It is known that competency development for individual ASN is very important, especially in supporting their careers and the quality of their performance in providing services in an era of rapid development like today. However, on the other hand, BKPSDM itself, which should be a role model for ASN in Nunukan Regency, has not shown a competency development achievement figure that can be categorized as good.

## **Methods**

The type of research used by the researcher is descriptive with qualitative analysis. This research has a problem-solving flow that is studied by presenting data obtained from literature observations then processed and interpreted by providing conclusions. The presence of researchers in the field for qualitative research is absolutely necessary. The role of the researcher in this study is as a participant observer. The presence of the researcher is also known by the informant or the institution being studied, considering that the researcher is part of the Human Resources Development and Personnel Agency and is the Head of the Human Resources Development Division. In qualitative research, the researcher himself or with the help of others is the main data collection tool. Furthermore, the researcher conducts research according to the title that has been prepared, and of course first coordinates and reports the

implementation of the research to the Head of BKPSDM as the leader of the organization. Research related to ASN competency development was conducted at the Civil Service and Human Resources Development Agency of Nunukan Regency, which is one of the regional apparatuses that oversees and assists regional heads in ASN management, including the function of developing Human Resources for Civil Servants. The researcher chose BKPSDM as the research location because the duties and functions of BKPSDM include the Development of Human Resources for Civil Servants, BKPSDM is also the leading sector for ASN competency development for the Nunukan Regency Government, which should be able to provide examples of competency development for all ASN. In addition, the researcher himself is the Head of the Human Resources Development Division.

## Result and Discussion

### Competency Development Planning

The strategy for developing civil servant competency in the Nunukan Regency Government Environment, especially in BKPSDM, begins with Civil Servant Competency Development Planning in order to improve the quality and effectiveness of public services, Civil Servant (PNS) competency development planning plays a very important role. This process includes two main aspects, namely the preparation of a competency development needs plan and the preparation of a competency development program that is integrated into the Regional Apparatus Work Budget Plan (RKA) document. Both are foundations that support the achievement of government organizational goals and improving the quality of service to the community. This is in line with the results of the researcher's interview with the Head of BKPSDM H. Sura'i, S.Sos., MAP who stated that:

*"Of course, if we talk about the civil servant competency development strategy that we have implemented at this time, the first thing that must be done is to prepare a Regent's decision regarding the competency development needs plan based on proposals from all regional apparatuses including the BKPSDM itself, then based on the needs that have been prepared, we then pour them into our Work Budget Plan so that they can be implemented."*

In line with this statement, Secretary of BKPSDM Yuliana, S.Kom., MAP said the following:

*" We then determine the competency development plan that has been set together with the relevant regional apparatus to determine the priority scale to be budgeted each year in our budget document as the leading sector for the development of the Agency's competencies."*

Next, Design a training program that includes various methods such as formal training, workshops, seminars, e-learning, and mentoring. This program must be adjusted to the type of competency developed and the needs of civil servants. in line with the statement of H. Sura'i as Head of BKPSDM that:

*" The programs that we include in our RKA must pay attention to budget availability so that the determination of the type or form of training, because each form of training scheme has different budget requirements, is attempted to be as efficient as possible."*

### Implementation of Competency Development

Next, the stage of implementing competency development, then the researcher digs up information related to the types of training focused on by the Nunukan Regency BKPSDM as expressed by the head of BKPSDM as follows:

*"If we talk about the form of training that we are currently focusing on, it includes PIM training (structural leadership training), technical training, technical guidance and functional training, especially for ASN colleagues who are affected by bureaucratic equalization."*

In line with the Head of BKPSDM, Yuliana, S.Kom, MAP as the secretary of BKPSDM also stated something similar:

*"Currently, we are focusing on functional training, of course, because until now we are still paying installments for basic training for civil servants who are equated to certain functional positions, besides that, we are also paying attention to technical and structural training."*

Based on the data above, it can be seen that the achievement of structural leadership training is quite good, only supervisory leadership training has not received much attention considering that in BKPSDM itself there are 2 (two) supervisory officials who have not attended the supervisory leadership training and there is an administrator official who has not attended the administrator leadership training. Furthermore, the researcher tried to explore the method of determining the type of training that is suitable for civil servants in the BKPSDM environment, the Secretary of BKPSDM said that:

*"To determine the type of training to be followed, we pay attention to the suitability between the tasks and functions carried out by the civil servant concerned on a daily basis as well as input from the results of observations by the direct superior of the civil servant concerned."*

In this regard, the Head of BKPSDM also provided information:

*"Actually, if we talk about the ideal concept, we should implement competency mapping first, as is currently being encouraged by BKN, but for now we have not implemented it because we still need to prepare the budget and facilities for implementing the competency mapping, so currently we are still limited to providing training to our civil servants based on their daily duties and functions."*

Based on the statement from the head and Secretary of BKPSDM above, currently the determination of the type of training provided to civil servants still refers to their daily main tasks and functions considering the unavailability of budget and facilities for implementing competency mapping through the Computer Assisted Competency Test (CACT) method of the State Civil Service Agency. In implementing the development of civil servant competencies, the role of related agencies is very important, both from vertical agencies and the Human Resources Development Agency of North Kalimantan Province as mentioned in the previous discussion, specifically conveyed by the Head of BKPSDM Nunukan Regency Sura'i, S.Sos., MAP as follows:

*"We really need the role of related agencies, especially in overcoming budget availability by maximizing free training programs from these agencies and obtaining information on training from functional position development agencies."*

Based on the statement from the Head of BKPSDM above, we can describe that the role of vertical agencies and the Provincial BPSDM is very important in supporting the implementation of training at the BKPSDM Kab. Nunukan, for example, vertical agencies routinely implement free training programs that are implemented online so that they help boost the achievement of the target of 20 (twenty) Lesson Hours, in addition, the role of vertical agencies as functional position development agencies is also very much needed by BKPSDM,

especially in providing training programs. Meanwhile, for BPSDM of North Kalimantan Province, its main role is as a facilitator in every training implementation at BKPSDM such as Structural training and technical training because BPSDM of North Kalimantan Province has been accredited to carry out several types of training.

Furthermore, related to the implementation of competency development, it is important to know the perspective related to the implementation of this competency development from civil servants in level 3 management as well as the implementing and functional staff in BKPSDM who carry out the technical implementation of civil servant competency development. First, the Head of the General and Personnel Sub-Division, Sri Utami, SE., MAP, said that:

*"For the development of competencies for our civil servants (BKPSDM), we maximize the development of technical competencies for staff elements from online training and focus on achieving the target of 20 hours of lessons so that sometimes even though the training theme does not match our duties and functions, we still direct them to follow it to meet the target for each civil servant."*

This was confirmed by the Young Expert Human Resources Analyst in charge of functional technical competencies, Nasrudin, SE, who stated that:

*"Of course, in achieving the competency development target with the budget availability, we are maximizing online training programs that do not require costs so that the absorption target is broad in the sense that many civil servants can obtain competency development in one training program."*

From the two statements above, it can be seen that optimizing free training programs is very helpful in achieving the target of developing civil servant competencies per year and one of the efforts observed by researchers and also implemented directly by researchers is to maximize the updating of competency data that has been implemented by civil servants into the BKN ASN Information System so that the achievements obtained are recorded systematically in the personal data of each civil servant and also have an impact on organizational achievements. Reflecting on this phenomenon, of course, the question we all have is how is the quality or results obtained by the civil servants concerned after participating in competency development, this was answered by another Human Resources Analyst, namely Samsi, S.Sos:

*"I think the problem of results or impacts after we take part in training, especially those conducted online, is less effective in improving the competence of each civil servant because while taking part in the training, the person concerned is also completing their work so they are not too focused on implementing the training."*

In line with Brother Samsi, S.Sos, Executive Staff Brother Sulaiman, S.IP stated the following:

*"For me personally, the online training that I attended was very helpful in increasing my insight and skills in working, but the problem of focus is very different if the training is carried out in a classical face-to-face manner, in general, the friends that I noticed attended the training only to get a certificate without paying attention to the delivery of the training instructor on zoom"*

The statement above illustrates that in terms of quantity, the training that is encouraged does have an impact on achieving targets, but this is not the case with increasing the quality of the abilities of the civil servants concerned because they are divided into focus with work and are very dependent on the individual motivation of each civil servant in receiving the material. However, as is commonly known, the implementation of face-to-face competency development on a large scale will certainly be constrained by the availability of the budget.

## Competency Development Evaluation

After the implementation of the training program is carried out, an evaluation needs to be carried out to measure the level of success and impact of the program on the organization and other aspects including to assess the suitability between Competency needs and job competency standards and career development. The following are comments from the Head of BKPSDM regarding the implementation of competency development evaluation:

*" The implementation of our competency development evaluation received a budget allocation of Rp. 8,027,380.00, but it is still divided again with job certification activities. We are still optimizing this budget limitation. It's just that so far the evaluation we have carried out is only limited to direct visits to regional apparatus whose officials have participated in structural training and monitoring the sustainability of the change actions that they have pioneered during the structural training."*

From the statement of the Head of BKPSDM above, it is clear that the evaluation of the training carried out is still very minimal if referring to the Regulation of the State Administration Agency Number 10 of 2018 concerning the Development of Civil Servant Competencies carried out by the Regional Secretary as an authorized official through an assessment mechanism for: the suitability between the competency development plan and the implementation of competency development; the benefits between the implementation of competency development towards improving competency and improving employee performance.

The above shows that there is a fairly large gap between how evaluation should be carried out and how it is currently being carried out, where currently evaluation is only carried out on structural training and with unclear instruments. Moreover, the absence of Competency Standards for all positions means that evaluation measurement indicators are limited to needs evaluations, the preparation of which is also less than optimal, as discussed previously.

## Supporting and Inhibiting Factors in the Development of Civil Servant Competence

In the process of developing civil servant competencies from planning to evaluation, of course, it cannot be separated from various influencing factors, both those that support and those that hinder the implementation of the program. The following researchers describe the supporting and inhibiting factors for developing civil servant competencies at the BKPSDM of Nunukan Regency.

### **Supporting Factors**

Regarding the factors that support competency development in Nunukan Regency, especially in BKPSDM, as conveyed by the Head of BKPSDM as follows:

*"If we talk about supporting factors that are very helpful, they include online training that is available for free, the active role of the agencies that are our partners, our internal work system appreciates and provides space for civil servants who want to develop themselves, and we have adequate mess facilities and classrooms to support the implementation of training."*

### **Inhibiting Factors**

In the process of developing the competency of Civil Servants (PNS), there are several inhibiting factors that can affect the effectiveness and efficiency of the development. These

factors can be internal or external and often interact with each other. Regarding the inhibiting factors in BPKSDM as conveyed by the Head of BKPSDM H.Sura'i, S.Sos., MAP as follows:

*" For inhibiting factors in the competency development process, especially budget issues, then we have not implemented CACT, and what I think is also important is the issue of the enthusiasm of civil servants themselves who tend to always have to be encouraged, there is no awareness of themselves to develop themselves"*

Based on the results of interviews conducted by researchers supported by observations and analysis of the Competency Development Needs Plan Decree document, it is known that the preparation of the competency development needs plan that has been implemented based on proposals from regional apparatuses has not fully referred to the Regulation of the State Administration Agency Number 10 of 2018 concerning Civil Servant Competency Development, including materials for preparing the competency development needs plan only sourced from proposals from regional apparatuses which of course have a high level of subjectivity, while at the stage of preparing competency development needs and plans if referring to the Regulation of the State Administration Agency Number 10 of 2018, there are several stages of preparation as follows:

Inventory of types of competencies that need to be developed from each civil servant, this stage is an activity to identify the need for competency development for each civil servant in the organization that requires at least the following data: Civil servant profile consisting of: personal data, qualifications, job track record, competency, competency development history, performance assessment result history, and other personnel information; Competency Gap Analysis Result Data; and Performance Gap Analysis Result Data and by considering the Agency's 5 (five) year planning documents and Job Competency Standards. Verification of the Competency Development plan carried out by the authorized official in this case the regional secretary, verification is carried out including the following points:

suitability of the type of competency to be developed; suitability of the Competency Development path; fulfillment of 20 (twenty) Competency Development JP Per Year; budget availability; and the competency development implementation plan in carrying out verification must pay attention to the agency's 5 (five) year planning document, Job Competency Standards, and Talent Management. Validation of competency development needs and plans, this activity is an activity to validate the needs and plans carried out by the Personnel Development Officer upon the proposal of the authorized Officer.

Furthermore, based on the needs that have been prepared for the competency development program, this program must be integrated into the Regional Apparatus Work Budget Plan (RKA) document so that budget and resource allocation can be carried out effectively. The preparation process includes starting with determining the specific objectives of the competency development program that are in accordance with the needs plan. These objectives must be clear, measurable, and directly related to the expected results and refer to the priority scale as stated by the Head and Secretary of BKPSDM in the interviews that have been conducted.

After the program has been integrated with the RKA and taking into account the priority scale, it is continued by preparing a schedule for implementing the training and development program, including the time and location of the activity, as well as determining qualified organizers and instructors, only according to observations by researchers at the BKPSDM Kab. Nunukan has not yet prepared a competency development calendar that can be used as a

reference for the implementation schedule. Currently, scheduling is still limited to preparing action plans for activities within a quarterly period and is tentative.

Meanwhile, at this planning stage, evaluation and monitoring mechanisms are also determined to assess the effectiveness of the training program as depicted in the table above. This evaluation includes an assessment of participants' competency improvements and their impact on their performance. Regular monitoring is needed to ensure the program is running according to plan and make adjustments if necessary. The stages of competency development planning as described by researchers are expected to be carried out with a systematic approach so that a more professional, adaptive state apparatus will be realized, and able to provide quality public services. This process not only improves the performance of individual civil servants but also strengthens the capacity of government organizations in facing future challenges.

**Implementation of Competency Development** The implementation of competency development has two forms, namely education and training, only in this study the researcher focused on competency development through training because it is an indicator of competency dimension assessment with a weighting of 40% (forty percent) in the assessment of the ASN professionalism index. The form of competency development through this training path is divided into two, namely classical training and non-classical training which are divided into:

Classical training, including: structural leadership training; managerial training; technical training; functional training; socio-cultural training; seminars/conferences/discussions; workshops; courses; briefings; technical guidance; 11) socialization; and/or competency development pathways in other classical forms. Non-classical training includes: coaching; mentoring; e-learning; distance training; detasering (secondment); open nature learning (outbound); benchmarking; exchanges between civil servants and private employees/state-owned enterprises/regional-owned enterprises; independent learning (self-development) 10) learning communities (community of practices); 11) guidance in the workplace; internships/work practices; and competency development pathways in other non-classical training forms.

Based on the data and interview results that have been obtained, it should be noted that Supervisory Leadership Training is not a priority considering the urgency of the training is not mandatory or is not a specific requirement in supporting the career of civil servants and also considering the availability of the budget.

Furthermore, related to the implementation of Competency Development for Civil Servants who hold Certain Functional Positions, it is gradually implemented with the existing budget allocation, this is reflected in the BKPSDM RKA budgeted for Basic Training for Agricultural Extension Workers, and what has been implemented such as Training for Functional Officials for Policy Analysts and Regional Tax Auditors. Meanwhile, for Functional Officials within the BKPSDM, namely Human Resources Analysts, training has been provided in 2023 in collaboration with the State Civil Service Agency as the Supervisory Agency. However, considering the many types of Certain Functional Positions in Nunukan Regency and with different curricula adjusted to their respective supervisory agencies, it is certainly a challenge in itself so that the role of the Civil Servants concerned is very much needed to be proactive in obtaining competency development information from the Supervisory Agency, besides that the training costs are also quite high so that the progress of training for certain functional officials is not significant.

Meanwhile, technical implementation for civil servants (PNS) which aims to improve skills and competence in carrying out their duties and functions more effectively and efficiently has

not escaped attention because technical training, workshops and technical guidance are prioritized.

for non-structural civil servants or those who carry out the function of executive staff. In addition to the training programs that have been prepared, training like this is also widely facilitated for free with online methods by related agencies, thus expanding the scope of civil servant targets who receive competency development so that they can meet the minimum requirement of 20 Lesson Hours each year for civil servant competency development.

The Head of BKPSDM explained that one of the strategies in optimizing the achievement of the competency development target of 20 Lesson Hours per year is by optimizing coordination with vertical agencies and the North Kalimantan Province so that information on the implementation of training, especially online training, can be received and then followed by civil servants, for example, the North Kalimantan Province has an online training program called "AKU KEJAR" which is an acronym for ASN North Kalimantan Belajar where this program is routinely carried out every 2 (two) times in 1 month and carries current and interesting themes.

However, money needs to be noted, namely related to the determination of the type of training provided to civil servants still refers to their main duties and daily functions considering the unavailability of the budget and facilities for implementing competency mapping through the Computer Assisted Competency Test (CACT) method of the State Civil Service Agency, in addition to that, the Job Competency Standards for all positions in Nunukan Regency are not yet available so that the competency gap analysis of each civil servant cannot be mapped properly.

Furthermore, the role of vertical agencies and the Provincial BPSDM is very important in supporting the implementation of training at the Regency BKPSDM. Nunukan, for example, vertical agencies routinely implement free training programs that are implemented online so that they help boost the achievement of the target of 20 (twenty) Lesson Hours, in addition, the role of vertical agencies as functional position development agencies is also very much needed by BKPSDM, especially in providing training programs. Meanwhile, for BPSDM of North Kalimantan Province, its main role is as a facilitator in every training implementation at BKPSDM such as Structural training and technical training because BPSDM of North Kalimantan Province has been accredited to carry out several types of training.

In the implementation of the evaluation of the development of civil servant competencies carried out by BKPSDM under the command of the regional secretary as the authorized official, it should be based on the Regulation of the State Administration Agency number 10 of 2018 through an assessment mechanism for: the suitability between the competency development plan and the implementation of competency development; the benefits between the implementation of competency development towards improving competency and improving employee performance.

However, the facts in the field show that there is a fairly large gap between how the evaluation should be carried out and what is currently being carried out, where currently the evaluation is only carried out on structural training and with unclear instruments. Moreover, the absence of Competency Standards for all positions makes the evaluation measurement indicators limited to the evaluation of needs, the preparation of which is also less than optimal as discussed previously.

Based on the results of interviews and observations conducted, the researcher tried to describe the supporting factors for competency development as follows: Organizational culture, work culture and leadership at BKPSDM strongly support civil servants to develop competencies and actualize the results obtained in carrying out their duties. Adequate facilities, as described above, supporting facilities such as adequate participant dormitories and classrooms strongly support the implementation of competency development properly. Each civil servant has adequate computer equipment and internet network access so that it can facilitate civil servants in carrying out competency development through e-learning and online training. Collaboration with related agencies is well established and also very supportive because it provides sharing of training programs that can improve civil servant competence without cost and with broad targets.

Based on the results of the research conducted and the researcher's observations during the research and being directly involved in the technical process of developing civil servant competencies, the inhibiting factors can be described as follows: Budget constraints, this is a classic issue and almost all regions experience it. Because civil servant competency development is often considered not to be a priority. The unavailability of Job Competency Standards for all Positions which should be used as one of the main indicators certainly hampers the planning process, determining the priority scale to evaluating civil servant competency development.

The Computer Assisted Competency Test (CACT) has not been implemented to map competency gaps. Heavy workloads can make it difficult for civil servants to set aside time for their main competency development by participating in online competency development. Different Supervisory Agencies for each functional position with different curricula make it difficult during the process of preparing training programs, lack of motivation and awareness of civil servants to participate in competency development.

## Conclusion

Prepare a competency development needs plan for civil servants, although it is not yet optimal because it does not refer to the Regulation of the State Administration Agency Number 10 of 2018 concerning the Development of Civil Servant Competencies; Optimize budget allocation for priority competency development types such as training for functional officials affected by the equalization; Optimize free training programs obtained from collaboration with related agencies to encourage the achievement of competency development targets for individual civil servants and organizations; Maximize the implementation of non-classical competency development such as e-learning, coaching and mentoring. Encourage the acceleration of the preparation of Job Competency Standards for all Civil Servant Positions in collaboration with the Organization and Governance Section of the Nunukan Regency Regional Secretariat; Optimize the preparation of needs plans referring to applicable provisions and procedures; Allocate the budget in stages for the implementation of competency mapping through the BKN CACT; Prepare internal regulations that make competency development one of the supporting elements in the development of civil servant careers; Prepare a reward or award formulation for civil servants who achieve competency development targets; Optimizing the implementation of evaluation of competency development implementation by utilizing technology, for example by creating questionnaires or simple measurement instruments so that they can be used as a reference for planning in the following year.

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