# The Reform of Apparatus Competence Development in Indonesia: Improving the Implementation System and the Implementing Actors

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**Abstract:** Competence development as the main approach to improve organizational performance and competitiveness is applied not only in the private sector, but also in the public sector. In numerous countries, this measure has been integrated with wider measures of bureaucratic reform. In Indonesia, however, the reform of competence development is also associated with the increasing awareness that the old model of competence development has insignificant effect on the achievement of organizational goals. Employing literature study, this paper attempts to describe and analyze the ongoing and prospective measures to reform the competence development of apparatus from two dimensions, namely the implementation system and the implementing actors. Observed from the implementation system, competence development has undertaken a great improvement with a great emphasis on workplace learning and online learning. Meanwhile, observed from the implementing actors, the improvement is carried out by reorienting the role of widyaiswara (trainers) and introducing a new functional position of competence development analyst. These measures are expected to allow more relevant implementation of competence development to achieve organizational goals as well as increase participant motivation and current challenges, even though the evaluation of the extent to which these reform measures are effective and successful will require time.

**Keywords:** apparatus competence development, workplace learning, online learning, widyaiswara, competence development analyst.

## 1 Introduction

In an organization, employee competence development is essential. There is a universal belief that competence development is a key factor behind the increasing productivity, innovative capacity, and competitiveness of an organization (Ellström & Kock, 2008). It is a reflection of the recognition that human resources (HR) are critical to organizational success, particularly amidst current challenges characterized by the explosion of change in technology and innovation (Skorková, 2016). The importance of competence development becomes the concern of both private and public sector organizations.

The main consideration of the importance of competence development for public organizations is not the intense competition from competitors, but rather the fact that it is a means to develop integrated HR policies (De Beeck & Hondeghem, 2010). It is also a response to the complex challenges encountered by public organizations, such as technological developments, industry 4.0, environmental crises, pandemics, and demands for higher performance and innovation. As a consequence, there is a demand for mastery of various new competencies that are increasingly complex in accordance with the needs of the times. Thus, exploration of various new ways and models of competence development is carried out. In developed countries, competence development reform is integrated into an integral part of administrative reform and broader public service reform (Horton, 2000; Hood & Lodge, 2004; Bonder, Bouchard & Bellemare, 2011; Skorková, 2016).

However, the trend of improvement and innovation in apparatus competence development has also started in public administrations in various developing countries (Vathanopas & Thai-ngam, 2007; Azmi, 2010; Wu, 203). This paper focuses on similar measures in Indonesia. Previous studies discover that apparatus competence development in

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Indonesia faces numerous challenges. The first challenge is related to low competence. As noted by Syafiq, Putra & Nugroho (2017), the result of an assessment conducted by the National Civil Service Agency (BKN) on 1024 Senior High Leadership Officials or JPT Pratama (equivalent to middle managers) and Administrative Officials (equivalent to first-line managers) shows that 34.57 percent or more than one-third of officials are recommended to improve their competence. Specifically for JPT Pratama, the percentage of officials recommended to improve their competence is even more alarming, namely 48.64 percent or nearly half of the officials (Syafiq, Putra & Nugroho, 2017).

In addition to low competence, Sumanti (2018) also reveals other weaknesses in apparatus competence development, such as the absence of standards and measurement for position competencies, the lack of competence development plan documents in each agency, limited budget allocation to finance planned competence development activities, inadequate training facilities and infrastructure, the incompatibility between the employees assigned to the training program and their duties, and low commitment of the leadership regarding the importance of competence development.

However, the biggest challenge faced by apparatus competence development is the design of the program that does not answer the actual needs of the organization. Until the present day, competence development is mostly conducted through training, particularly in the classical method of face-to-face learning or on-campus learning. Subsequently, the participants do not provide a significant contribution to the improvement of individual or organizational performance. It is the old paradigm of competence development that the new paradigm attempts to break based on the awareness that training is frequently irrelevant to performance improvement measures (King, King & Rothwell, 2000).

Contrary to previous studies, this study describes and analyzes the strategies, both ongoing and prospective, to reform apparatus competence development in Indonesia in response to the aforementioned challenges. In particular, this study focuses on the policies issued by the National Institute of Public Administration (LAN) as the government agency authorized to formulate policies on apparatus competence development. In addition to responding to the existing issues, the improvement is also adapted to global trends in competence development that place more emphasis on workplace learning and information technology use. Furthermore, the reform of apparatus competence development is also associated with broader national goals, namely achieving a world-class bureaucracy called dynamic governance by 2025 and becoming the fourth or fifth largest economic country in 2045 (Riana, 2019). To achieve these two substantial goals, high competence of the state apparatus is an absolute requirement.

It is important to select Indonesia as the focus of the study on the reform of apparatus competence development since it will be a fine lesson for other countries struggling with the similar issue. Considering the non-existence of a single route to competence development reform for public organizations (Hood & Lodge, 2004), learning from as many cases as possible is a must. To describe and analyze the extent to which the implementation of the strategies to reform apparatus competence development in Indonesia, this paper is structured as follows. The Introduction is followed by a Literature Review, discussing the changing paradigm of competence development in the public sector, and the Method of the Study. The Discussion describes and analyzes the implemented strategies for competence development of the State Civil Apparatus (ASN) in Indonesia. There are two dimensions of development reform presented in this study, namely the system and the implementing actors of competence development. The article ends with the Conclusion.

## 2 Literature Review

The importance of competence development for public organizations is a reflection of a paradigm called competency management. Competency management is related to the identification of competencies required by employees to be able to carry out their job and the creation of a competency framework used as a basis for recruitment, selection, training, reward development, and other aspects of HR management (Horton, 2002).

Competency management performs vertical and horizontal integration within the organization. Vertical integration is carried out by linking individual performance of the employees with the strategic goals of the organization, while horizontal integration is carried out by closely connecting and coordinating all instruments of HR management. To apply this integration, it is essential to create a competency framework based on the goals and mission of the organization, from which individual competencies are formulated as the basis for selection, assessment, development, and reward (Hondeghem, 2002). The advantage of implementing competency management is the consistency in identifying and measuring the quality of employees at all stages of the work cycle as well as the ability to classify competencies into various degrees (low, moderate, and excellent) (Horton, 2002).

In its implementation in various European countries, several main features of competency management in the public sector are as follows. First, greater attention is given to competencies instead of formal qualifications such as education and degrees, particularly in the selection procedure. Second, competency management is perceived as a lever for changes. Various attempts at bureaucratic reform carried out by European countries in order to change the traditional bureaucracy into a modern and flexible bureaucracy are accompanied by competency management. Third, competency management becomes a vehicle for creating cultural change and injecting the values of flexibility, adaptability, and entrepreneurship within the organization. In this regard, the emphasis is placed on the empowerment and personal responsibility of

employees in achieving excellence. Dialogue with superiors is important in this process, not for evaluating but for developing the employees. The goal is to conduct discussions to unveil the potential of employees and consider their career progression (Hondeghem, 2002). This last factor introduces the concept of competency management to the importance of workplace learning, defined by Holliday & Retallick (1995) as learning processes and outcomes performed and obtained by an employee or a group of employees in a particular workplace.

The trend of workplace learning is related to the fact that the world of work is increasingly complex, urging every employee to have the capacity to adapt, change, and innovate. Workplace learning is a tool for organizations to obtain competitive advantages such as retaining the best talent, developing innovative practices, and producing new knowledge. In this scheme, learning is the new labor because it no longer requires time outside of productive work. To implement workplace learning, there are two paths to be taken, although it will be ideal to combine both. First, focusing on individual learning to overcome the limitations of individual competence. Second, focusing on creating a learning environment in the workplace where learning is embedded in the work and organizational structure as well as creating a participatory community of practices (Vaughan, 2008). In the world of education, a similar approach emerges through the so-called professional learning communities. Instead of teaching, this approach focuses on learning, collaborative activities, and performance or capacity building (Mullen, 2009).

According to Billett (1996), the basis of effective workplace learning is the existence of authentic activities, the presence of outside experts, the presence of other employees, and involvement in tasks. Meanwhile, according to Vaughan (2008), workplace learning will progress well supposing the following conditions are met: it is connected to the culture of the workplace and organizational goals, adequate resources with the right individuals and tools are available, the organization is committed to the learning of all employees, time for meaningful learning is sufficient, encouragement for innovation and careful risk taking is provided, opportunities for learning to be part of daily work are available, formal and informal learning are integrated, learning activities are recognized, talents are identified and nurtured, the program is adapted to the pace and level of the participants, previous training history is recognized, there is an understanding from the participants regarding learning process and goals, it is built on the idea of lifelong learning, participants are involved and having ownership of the learning process and goals, learning is relevant, and there is an understanding and proper use of various pedagogical approaches (Vaughan, 2008).

Prior to being adopted by public organizations, the concept of competency management was first practiced by the private sector in response to occurring changes in the strategic environment such as increased competition and technological changes. Competency management was adopted in order to create an advantage over rivals with the assumption that the competence of the organization and employees is the key to win the competition. The public sector was eventually interested in adopting the management subsequent to experiencing the effects of several drastic changes in the fields of technology, regulation, politics, and employment (Hondeghem, 2002).

Another development that enriches competency management is the reach of digital transformation to the community. Digital transformation is the integration of digital technology into all business areas that fundamentally changes how businesses operate and provide value to consumers (The Enterprisers Project, 2016). The transformation is carried out in order to maximize the benefits of the new technology (Fenech, Baguant & Inavov, 2019). To respond to this development, current competence development is carried out online using digital technology. Online learning and training has now become a global trend. There is a 4-fold increase in the number of individuals seeking opportunities for independent online learning, a 5-fold increase in the number of online training provided by organizations for their employees, and a 9-fold increase in individuals accessing online training through government programs (World Economic Forum, 2020). The trend of competency management referring to the development of workplace learning and online learning is not contradictory supposing the workplace is broadly understood not only as a physical location, but also as shared meanings, ideas, behaviors, and attitudes that define the work environment and work relationship. Individuals may at times work from home, yet they remain perceiving themselves as an integral part of the workplace to which they are affiliated (Matthews, 1999).

Referring to the aforementioned review of the reform of apparatus competence development, the authors synthesized the main differences between the old and new paradigms of competence development schematically in Table 1.

**Table 1:** Old Competence Development Vs New Competence Development.

|  | Old Paradigm | New Paradigm |
|---|---|---|
| Method | Classic | Digital |
| Objective | Individual learning | Organizational Learning |
| Basic Motive | Driven by rules | Driven by strategies |
| Learning Organization | Fragmented in each agency | Integrated between agencies |

In terms of method, old competence development focuses on classical face-to-face learning in a classroom. The atmosphere built in this method is conventional, sterile, and apt to be boring. Furthermore, teachers also frequently deliver materials in one direction with the assumption that teachers are the sole party who best knows the materials. Meanwhile, new competence development applies a method that is more in line with technological developments, namely online digital method. In this method, the atmosphere built is innovative, interesting, and interactive. The online space provides various possibilities for interaction and delivery of materials in various formats (oral lectures, videos, pictures, etc.). Simultaneously, the teachers are no longer assumed to be the most authoritative party on the materials discussed, but rather as a facilitator and discussion partner.

Referring to the objective, old competence development is an individual learning. The participants in the competence development program receive certain materials, obtain a certificate, and then return to work in their respective agencies with the hope that the materials obtained during the program can support them when doing their work. On the other hand, the objective of new competence development is organizational learning. The emphasis of the competence development program is more focused on how to realize more capable organizations in creating, acquiring, and transferring knowledge. Each participant is expected to be able to provide maximum impact and benefits for the organizations following the completion of the competence development program.

The basic motive of old competence development is the rules. The participants participate in the competence development program because they are instructed to or the existing rules require them to. For example, an ASN who will be appointed as a middle high leadership is required to attend the Level I leadership training program or an individual who will be appointed to a certain functional position has to first attend functional training. As a consequence, the participants of the competence development program may feel less motivated and enthusiastic as they consider the program as merely the fulfillment of obligations. In new competence development, the motive is strategies. Instead of being required to, participants participate in the competence development program because they need certain competence development in accordance with the interests and needs of the organization. Therefore, the participants become more enthusiastic and motivated.

In old competence development, learning organizations are fragmented in each agency. Each agency works in a sectoral manner to develop their human resources by organizing or sending their employees to participate in competence development programs without considering its correlation with competence development activities carried out in other agencies. To exacerbate this situation, competence development is frequently fragmented within each work unit. Meanwhile, in new competence development, learning organizations are integrated between agencies. It is in accordance with the principles of a learning organization, where each competence development program is motivated by the strategic objectives of the organization and is connected to the achievement of these goals. Integrated in this regard is also interpreted as the compatibility between the needs of employees and the needs of the organization. On a macro level, such a competence development strategy will increasingly allow the realization of a whole of government approach in public services.

## 3 Method

In order to answer the question concerning the strategies on ASN competence development in Indonesia to respond to contemporary challenges, this study employed a descriptive qualitative research method. The data were obtained using literature study by collecting and analyzing various documents related to the questions of the study, such as regulations, books, journals, and articles, both print and online publications and then further analyzed using various relevant theories and concepts.

## 4 Result and Discussion

**Competence Development System**

The issuance of Law Number 5 of 2014 on State Civil Apparatus is an important momentum in regulating and structuring ASN as a profession. By basing ASN management on a merit system, a more rule-based system that is vulnerable to political influence is replaced with a more performance-based system. This principle also covers competence development. Article 69 mentions three types of competencies that must be mastered by civil servants (PNS). First, technical competence as measured by the level and specialization of education, functional technical training, and technical work experience. Second, managerial competence as measured by the level of education, structural or management training, and leadership experience. Third, socio-cultural competence as measured by work experience related to the pluralistic society in terms of religion, ethnicity, and culture, leading to national insight. Meanwhile, in terms of competence development, it is stated in Article 21 that civil servants have the right to obtain

competence development, in which the right becomes one of the basics in the appointment of positions and career development (Article 70). The Government Regulation (PP) Number 11 of 2017 on the Management of Civil Servants, a derivative of Law Number 5 of 2014, further states that competence development is carried out for at least 20 hours of lessons in one year (Article 203).

As the right of civil servants, competence development is carried out inclusively and equitably. Meanwhile, related to career development, competence development must also have a strong correlation with the transfer and promotion of employees who have participated in competence development programs. It is feared that competence development will serve merely as a formality to fulfill employee rights without any real correlation with the career advancement of the employees, particularly in regions, where the career and promotion system is highly vulnerable to political influence from the regional heads in power (Sumanti, 2018). Supposing it is the case, a competence development program will not evoke enthusiasm and motivation from the employees. Therefore, it is crucial to strictly enforce the application of the merit system in all aspects of career management, including career development, competence development, transfer, and promotion as stipulated in Article 162 of PP Number 11 of 2017.

Law Number 5 of 2014 also ensures that competence development measures are carried out in a planned manner because each agency is required to prepare an annual competence development plan as contained in the annual budget work plan of the respective agency (Article 70). In addition, to ensure that the competence development plan is based on accurate needs, two results of assessment are considered, namely a competency gap analysis (a comparison between civil servant competency profiles and position competency standards) and a performance gap analysis (a comparison between the results of the performance evaluation and position performance targets) (Article 206 PP Number 11 of 2017). Referring to this process, competence development programs designed for civil servants will be truly adapted to the actual needs of employees and organizations instead of merely becoming obligations or requirements to fulfill. It is also an improvement from the old method of competence development planning using Training Needs Analysis. In this method, the analysis is only carried out on the perceptions of the employees and superiors concerned, hence the highly subjective results (Syafiq, Putra & Nugroho, 2017).

However, the competence development process should be designed to be more adaptive and agile. Observed from the aforementioned process, the basis of competence development depends significantly on position competency standards. Position competency standards are minimum competency requirements that must be owned by ASN in carrying out their duties, consisting of technical, managerial, and socio-cultural competencies. Competence development is necessary supposing there is a gap between the actual competencies owned by current employees and position competency standards. However, the current need for competence is growing rapidly along with changing times, public demands, and technological developments. The list of competencies contained in position competency standards will soon become obsolete, hence the need for constant update. Thus, it is necessary to prepare position competency standards that are sensitive to the latest competency requirements in relation to a position. It is also necessary to consider the need for creating critical skills relevant to industry 4.0 such as data analysts and scientists, AI and machine learning specialists, big data specialists, digital marketing and strategy specialists, digital transformation specialists, internet of things specialists, etc. (World Economic Forum, 2020) as part of the position competency standards in several special positions. HR with such critical skills is not easily available in the labor market and the government must provide an attractive offer for these human resources as the government thus far has been unable to compete with the private sector in procuring talent with critical skills (Sari & Widiastuti).

PP Number 11 of 2017 is the first regulation to explicitly state the possibility of non-classical training in competence development, in addition to the classical training through the conventional method of face-to-face learning (Article 212). It is part of the global trend of competency management models.

In fact, the old competence development that focuses on classical learning has started to change in recent years. Since 2014, for example, Leadership Training I-IV have been carried out using a combination of classical and non-classical methods. The participants return to the workplace in order to design innovations in their work units, called change projects. Basic Training for Candidates for Civil Servants (CPNS) adopts a similar method as well, in which the participants return to their workplace to which they actualize the basic values of civil servants.

However, it remains not optimal. Training needs to be reformed further by providing a greater share of learning in the workplace. It is to ensure that training is truly connected with improving organizational performance. Therefore, LAN as the agency authorized to formulate policies for apparatus competence development has formulated the 10-20-70 pattern as a more effective approach to competence development (Figure 1). It is a learning design and strategy in which 10 percent is allocated for classical in-class training and self-study, 20 percent for non-classical training through feedback, coaching, or mentoring, and 70 percent for integrated workplace learning. An integrated learning system approach in the

implementation of apparatus competence development is called a corporate university. Simultaneously, every government agency also needs to develop knowledge management.
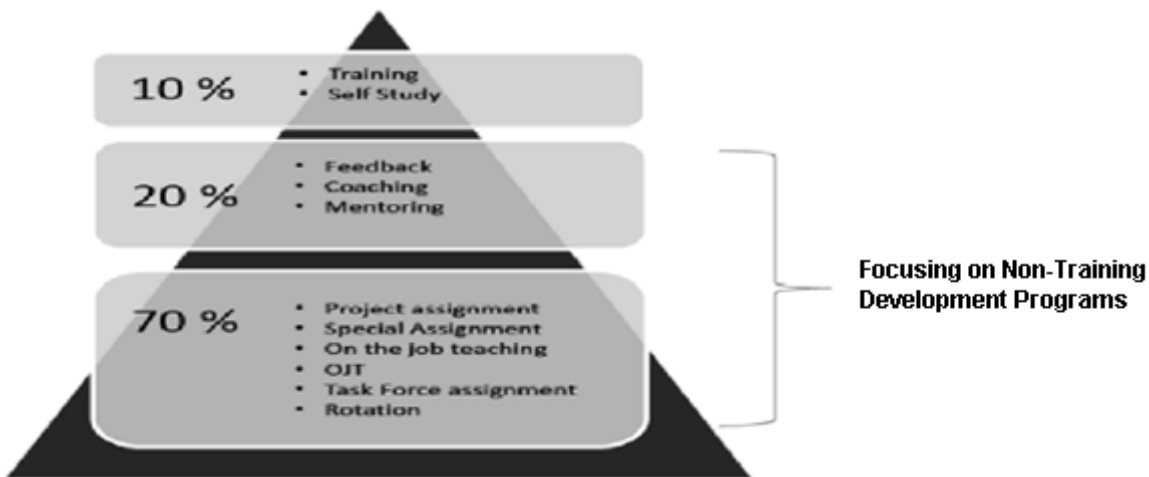


**Fig. 1:** An Effective Competence Development Approach.

LAN has provided a wide space for competence development models oriented to non-classical methods. The Regulation of the Head of LAN Number 10 of 2018 on Civil Servants Competence Development, as a guideline for developing ASN competencies for government agencies, specifies in more detail the form of non-classical competence development that is a learning process of work practices and/or learning outside the classroom that thus far has not been widely carried out. Article 29 particularly states 13 non-classical training methods to select:

a. Coaching: improving performance through the provision of problem-solving skills by optimizing individual potential.

b. Mentoring: improving performance through transfer of knowledge, experience, and skills from more experienced individuals in the similar field.

c. E-learning: optimizing the use of information and communication technology to achieve learning objectives and performance improvement.

d. Distance training: structured learning guided by distance training providers.

e. Secondment: assigning civil servants in one place for a certain period of time.

f. Outbond: learning through direct simulations to ensure that civil servants are able to: a) demonstrate potential in building a sense of unity in interpreting virtue and success for themselves and others; and b) interpret the importance of cooperation, synergy, and mutual success.

g. Benchmarking: comparing and measuring an activity of another organization with similar characteristics.

h. Exchange between civil servants and private employees/state-owned enterprises/regional-owned enterprises: opportunities for civil servants to occupy certain positions in the private sector in accordance with competency requirements.

i. Self-development: individual efforts of civil servants to develop their competence through an independent process by utilizing available learning resources.

j. Community of practice: a community of several civil servants with the aim of sharing knowledge, skills, and behavioral attitudes to encourage the learning process.

k. Internship/work practice: a learning process to acquire and master skills by involving oneself in the work process without or with the guidance of the skilled individuals (learning by doing). Internship locations are units that have duties and functions relevant to the duties of the civil servants performing internship/work practice.

l.   Competence development in other forms of non-classical training.

Various aforementioned non-classical training methods can be taken to actualize a new paradigm of competence development that emphasizes the importance of workplace learning. More specifically, the non-classical training is designed to promote experiential activity-based learning characterized by active involvement, strong independence, and high responsibility from the participants in processing knowledge, skills, and behaviors in a learning situation. In adult learning or andragogy, experiential activities have been shown to maximize learning outcomes (Isakovic, 2015).

Even though there are numerous possible non-classical training methods, the application is rare. In addition to the unfamiliarity, there are no technical regulatory guidelines on how to conduct non-classical training. Thus, guidelines for each non-classical training method are necessary to ensure a common perception on the implementation of non-classical training methods. Furthermore, Savitri & Ahmad (2020) suggest the possibility to establish several non-classical training methods such as coaching, mentoring, and independent learning as regular activities instead of merely conducted in the context of training with a limited period of time. Therefore, workplace learning activities may become sustainable.

Meanwhile, in accordance with the current trend of online-based competence development, Article 44-45 of the Regulation of the Head of LAN Number 10 of 2018 stipulates that the implementation of competence development utilizes the Apparatus Competence Development Information System. Government agencies can also develop an online learning system that must be integrated into the information system (Article 44-45). It also functions as a learning management system integrated with a personnel management information system.

The implementation of training through the Apparatus Competence Development Information System has been followed up by several agencies such as the Ministry of Finance, Ministry of Home Affairs, Ministry of Public Works and Public Housing, Ministry of Transportation, and the Financial and Development Supervisory Agency by developing virtual learning platforms. LAN as the training agency has also created a virtual learning platform called ASN Unggul, launched on August 6, 2020. In the future, it is hoped that the ASN Unggul platform can be utilized by all agencies nationally to achieve an integrated online learning management system (Savitri & Ahad, 2020).

The implementation of online learning, in addition to being driven by current development and existing regulations, has also been accelerated incidentally as a consequence of the COVID-19 pandemic since March 2020. In Indonesia, the pandemic has urged ASN to start implementing a system of working from home en masse for the first time. Subsequently, most of the implementation of training in the context of competence development is also carried out online. A survey reveals that 87 percent of 40 training institutions have carried out training using distance learning methods during the pandemic (Wahyudi, 2021).

The main benefit of online training compared to classical training, in addition to practicality, is lower cost. Thus far, it is difficult to fulfill the right of ASN employees to obtain a minimum of 20 hours of competence development in a year (Wahyudi, 2021). It is understandable since the classical training method requires more costs for consumption, transportation, and accommodation. Moreover, the number of widyaiswara (trainers) is limited compared to the number of ASN that reaches 4,168,118 in total (BKN, 2021). Using the online system, it will be easier to fulfill the rights of the employee to competence development because there are no longer budget constraints that have implications for the limited number of competence development programs. The limited number of widyaiswara will not be an issue since online training is not limited by classrooms, indicating that there are more participants who can participate.

However, there are several obstacles that may arise in the implementation of online training to consider. Savitri & Sunday (2020) identify four factors that hinder the implementation of online ASN competence development, namely environmental disturbances due to work from home, lack of facilities for participants, limited ability of widyaiswara to utilize technology, many training institutions do not have virtual learning platforms, and unstable and uneven internet network.

**Implementing Actors**

New competence development that places more emphasis on the importance of compatibility between the competencies obtained and the achievement of organizational goals also requires a reform of the human resources implementing the competence development program. In the ASN system in Indonesia, one of the most important actors in ASN competence development is officials holding a functional position called widyaiswara. Widyaiswara is a functional official whose duties, responsibilities, authorities, and rights are to educate, teach, and train (*dikjartih*) ASN as well as to evaluate and develop training.

The primary job of widyaiswara thus far is to hold face-to-face *dikjartih* in classrooms. However, this method should change in line with the development of a new paradigm of competence development. Since competence development will be carried out more in the workplace than in the classroom, it is necessary to formulate new roles for widyaiswara in the context of workplace learning. In general, the role of widyaiswara in workplace learning is divided into three. First, the role as a coach who has the functions as a mentor in the learning process, a designer of implementation design or system, a learning partner with mentors, an administrator for the targets and the focus of the participants, a guarantor to ensure that the participants carry out the agreed learning stages, and an organizer of learning contracts. Second, the role of a supervisor who has the functions as a companion accompanying participants in the learning process, a learning partner with mentors, a direct supervisor in the learning process at the workplace, and an evaluator of the learning process in the workplace. Third, the role as a supervisor who, collectively with the participants, creates an optimal and effective learning climate. The emphases are tasks determining learning methods, directing participants in learning, determining the learning targets for participants, carrying out evaluation and monitoring, and being responsible for the success of the learning.

In the practice of workplace learning, there are two types of possible patterns to note. The first pattern is attached to the training (bundling). In this pattern, learning is part of the training curriculum attended by employees to ensure that the mentoring model carried out by widyaiswara also adjusts to the training curriculum. In addition, mentoring is carried out according to individual needs and learning contracts are the result of certain training required as a condition for graduation. For example, in the current Leadership Training (Diklatpim) and Basic Training (Latsar), the learning contract as the final product of the training is a change project (Diklatpim) or the actualization of civil servant values (Latsar). These final products are designed by the participants and implemented in the workplace subsequent to obtaining the approval from the mentor (the supervisor of the participants) and direction from the coach (widyaiswara).

The second pattern is attached to individuals and organizations (unbundling), where learning is part of the strategy for achieving organizational performance and individual competence development. In this pattern, the competence development model is designed to suit the needs of work-related competencies, aligned with the needs of the employees in the context of improving organizational performance. There are various aspects to develop, including knowledge, skills, habits, behaviors, attitudes, or insights. This design of competence development program allows the organizational unit in which the employees are placed to benefit more. In addition, the participants in the first model are those required to participate, while the participants in the second model are employees who really need competence development.

Observed from an organizational perspective, the learning contract from the unbundling model of workplace learning is Key Performance Indicator (KPI). The implementation mechanism starts with identifying performance issues and mapping each individual in the organization, followed by identifying and categorizing the needs for individual competence development. A learning group then is formed and followed by the implementation of learning. Widyaiswara acts as a companion to assist the organization in achieving certain predetermined KPIs. In order to be successful, the widyaiswara should be intensely involved in the internal organization to be able to thoroughly understand the performance issues of the organization in general.

Meanwhile, observed from the perspective of individual employees, the learning contract is the Employee Performance Target (SKP) with the following implementation mechanism. First, employees identify the tasks to be developed in their daily life. Then, employees plan competence development, compile a timeline of consultations with their superior and widyaiswara, and create a learning contract consisting of learning objectives, strategies, and schedules, followed by the implementation of workplace learning. Widyaiswara plays a role in assisting employees in achieving SKP. In this regard, it is necessary to consider the compatibility between the field of the expertise of widyaiswara and the materials of competence development to be improved. For example, supposing an employee needs to increase the competence in the field of public communication through social media, the widyaiswara assigned to assist the employee should have the specific expertise in that field.

The revision of the regulation concerning widyaiswara has accommodated the features of the new paradigm of competence development. Widyaiswara is no longer focused on conducting competence development activities in the form of face-to-face meetings in the classroom, but facilitating learning activities in the workplace. Within the framework of the integrated learning of corporate university model, widyaiswara plays a role in ensuring the quality of training through the preparation of integrated learning implementation plans, providing assistance and consultation on integrated learning, and implementing expert coaching. Approximately 70 percent of the portion of competence development using workplace learning is carried out through activities such as on the job training, assignments,

projects, internships, and others. In addition, the demand for online competence development activities has also been accommodated. Widyaiswara can carry out distance learning or e-learning. Furthermore, widyaiswara is also required to develop digital-based learning media and materials.

In carrying out their new roles through workplace learning activities, there are several requirements that must be met by widyaiswara as follows: understanding the technical substance of the agency, organizational performance goals, employee performance goals, and the substance of specialization; having the experience to provide assistance; and upholding high ethics and integrity. Ideally, in order to have an authority other than scientific authority, widyaiswara should also have a higher or equal level of position as the participants. In addition, since widyaiswara are expected to assist employees and organizations in a certain area of performance and competence in workplace learning, widyaiswara also needs to continuously improve their competence, both independently and structured through a training program.

Referring to the roles in workplace learning, within a certain time frame widyaiswara will routinely be in an organization that is not their work unit, or specifically the organization carrying out workplace learning. In this regard, it is necessary to pay attention to the possibility of resistance from the leadership and employees of the organization due to the presence of outsiders. This resistance may arise from a misunderstanding regarding the position and role of widyaiswara. There may be a misperception that widyaiswara as an outsider should not interfere in the internal affairs of the organization. This misperception must be corrected by providing socialization about the new role of widyaiswara that is more in line with the current paradigm, namely as a companion to organizations and employees in their capacity as experts to improve learning performance in the workplace. Prior to the implementation of workplace learning, the widyaiswara must have a meeting with the supervisors of the participants. The determination of widyaiswara must also be coordinated with the organization holding the training. In implementing workplace learning, widyaiswara with participants and employees in the work unit are collectively expected to form a community of practice, namely a social unit where each member interacts and develops relationships over time as they construct knowledge, share expertise, and pursue mutually agreed outcomes (Richards, Bennett, & Thomas, 2009).

In addition to enriching and reorienting the role of widyaiswara as a functional position playing important roles in the implementation of training activities, the new paradigm of competence development also requires the presence of a new functional position to ensure that competence development is truly designed and carried out effectively and efficiently. In this regard, the emergence of a new functional position called competence development analysts has also been formulated. Competence development analysts are civil servants whose duties, responsibilities, authorities, and rights are to carry out analytical activities in the field of competence development in government agencies. The elements of activities included as the tasks of competence development analysts are competency mapping, implementation of competence development, and monitoring and evaluation of competence development.

The competency mapping carried out by competence development analysts includes ASN profile analysis, competency mapping studies, and an inventory of types and methods for competence development. Meanwhile, competence development involves the design of competence development, the verification of competence development plans, the development of competence development programs, and assistance, consultation, and advocacy of competence development programs. The monitoring and evaluation accommodates the monitoring of competence development programs as well as the evaluation and analysis of the level of achievement of competence development.

The emergence of a functional position of competence development analyst implies that, for the first time, Indonesia has civil servants who exclusively focus on the measures to develop competence effectively. Previously, the measures were carried out by various parties with various positions who might not quite understand the science of competence development.

Through competence development analysts, the entire process of competence development from upstream to downstream will be managed professionally by individuals devoting their careers to this interest. Therefore, it is hoped that competence development measures are based on actual needs and can provide more contribution to the improvement of organizational and individual performance, not as an annual routine activity to merely fulfill the obligations.

## 4 Conclusions

Apparatus competence development has become a concern in numerous countries as part of measures to reform bureaucracy and increase national competitiveness, including in Indonesia. In the old model, the implementation of apparatus competence development in Indonesia is characterized by its nature that is driven by rules or routines, thus its impact on achieving goals and improving organizational performance is less tangible. In response to this issue, the

paradigm of competence development is reformed in accordance with global trends, challenges faced, and long-term goals to be achieved. The new pattern of competence development is characterized by a high proportion of the implementation of workplace learning and the intensive use of internet technology. In this design, competence development measures are

expected to have a greater impact on the interests of the organization while simultaneously aligning with the actual needs of the employees. Observed from the perspective of the implementing actor, a reorientation is carried out to the functional position of widyaiswara as the most responsible actor for the implementation of apparatus competence development. Currently, they are required to play a more active role in the workplace of participants in the competence development program instead of merely conducting face-to-face learning in class. On the other hand, a new functional position called competence development analyst is also introduced. These measures are expected to lead to more professional and effective design and implementation of competence development.

Considering the new policy, how to evaluate the implementation of competence development reform remains to be seen. Within the framework of implementing the policy, it is important to note the findings of a study conducted by De Beeck & Hondeghem (2010) in four OECD countries that the main problem of reform measures related to apparatus competence development lies in the implementation rather than in the design and concept. The implementation is related to strong support from all elements of the organization. To ensure this, a continuous dialogue is needed with the individuals directly involved in the competence development (De Beeck & Hondeghem, 2010). Furthermore, Struzyna, Marzec & Bozionelos (2021) also reveal that political certainty is an important condition for the successful implementation of competence development reform. Unpredictable changes in institutions and regulations should be avoided as they will lead to the erosion of competency management. Therefore, high political support for the reform of apparatus competence development is an absolute prerequisite.

## Conflict of interest

The authors declare that there is no conflict regarding the publication of this paper.

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