

Research Article

Effectiveness of Competence Development of State Civil Apparatus on Civil Servant Performance of Witness and Victim Protection Agency

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ORCIDRoery Ayu Mayangsari Riyadi: <https://orcid.org/0000-0001-5437-6861>**Abstract.**

Human resource development is the main priority of the work of the President of the Republic of Indonesia for the period 2019–2024. Inside the government, human resource development is conducted by building superior, skilled, and adaptive of the State Civil Apparatus. In order to understand a superior State Civil Apparatus is through the development of a competent State Civil Apparatus. In order to support organizational performance and individual performance achievement based on applicable laws and regulations, competency development of the State Civil Apparatus is given at least 20 hours of lessons per year. This study aims to determine the effectiveness of developing the competence of the State Civil Apparatus on the performance of Civil Servant on the Witness and Victim Protection Agency. This research is a qualitative descriptive study using data collection techniques such as direct observation of the object of research, interviews, and analyzing documents. This research shows that organizational performances need support from all stakeholders. Civil Servant as one element in the organization must have adequate competence based on standard of position competency and training needs analysis in order to carry out the duties and functions in individual performance. The result shows that competency development of the State Civil Apparatus was quite effective in supporting the performance of Civil Servant on the Witness and Victim Protection Agency and also suggests the need for continuous improvement in competency development in line with organizational needs.

Keywords: effectiveness, competence development, performance

1. Introduction

The VUCA (Volatility, Uncertainty, Complexity and Ambiguity) era in the midst of the 4.0 industrial revolution caused various problems for the government. The government bureaucracy is facing disruption on all fronts, so the government needs to implement a strategy of steps with innovation to maintain and improve performance. According to Asropi (1) Innovation is important, because people who support work are very dynamic and make improvements. Taking into account these rapid changes, human resources

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Published 21 June 2023

Publishing services provided by Knowledge E

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Selection and Peer-review under the responsibility of the ICoGPASS Conference Committee.



are an important factor in determining the successful performance of government employees. With regard to these problems, the President of the Republic of Indonesia has set several main priorities for the government's work in the 2019-2024 period, which is the development of human resources. One of the efforts made by the government is to increase the competence development of the State Civil Apparatus.

Based on Law Number 5 of 2014 concerning State Civil Apparatus, State Civil Apparatus consists of Civil Servants and Government Employees with Work Agreements. A Civil Servant is an Indonesian citizen who meets certain requirements, is appointed as a permanent employee by a staffing officer to occupy a government position. As state servants, Civil Servants have rights and opportunities for competency development. Competence is a characteristic that underlies a person and is related to the effectiveness of an individual's performance in his work (2). Meanwhile, in government organizations, the competence of the State Civil Apparatus plays an important role in achieving organizational performance. Within the organizational framework, the achievement of employee performance must be supported by adequate competence. In the performance tree, the achievement of employee performance supports the achievement of the organizational unit to the top of the organization.

Competency development is an effort to fulfill the competency needs of Civil Servants with position competency standards and career development plans. In addition, competency development is carried out by taking into account the results of the performance assessment and competency assessment of Civil Servants. The development of the competence of Civil Servants is an effort to improve the characteristics and work abilities of Civil Servants through education and training that includes aspects of knowledge, skills, and attitudes according to the duties and/or functions of the position. Competency development for Civil Servants also aims to improve organizational performance. Civil Servants who have been given competency development are expected to be able to carry out their duties and functions well, and produce good performance for the organization.

Based on Government Regulation Number 11 of 2017 concerning Management of Civil Servants as amended by Government Regulation Number 17 of 2020 concerning Amendments to Government Regulation Number 11 of 2017 concerning Management of Civil Servants, competency development for every Civil Servant is carried out at least 20 (twenty) hours of lessons in 1 (one) year. Competency development is carried out, among others, through education and training, seminars, courses, and upgrading. Competency development must be evaluated by the Authorized Official and used as one of the bases for appointment and career development. In addition, competency

development can also be used as an award for Civil Servants who have shown loyalty, dedication, skills, honesty, discipline, and work performance in carrying out their duties. For example, it is done by providing priority opportunities for employees who excel to get competency development.

The Witness and Victim Protection Agency (LPSK) was established on August 8, 2008 based on Law Number 13 of 2006 concerning the Protection of Witnesses and Victims as amended by Law Number 31 of 2014 concerning Amendments to Law Number 13 of 2006 concerning Protection Witnesses and Victims are institutions that have the duty and authority to provide protection and other rights to Witnesses and/or Victims as regulated in the Law. LPSK has a vision: the realization of justice through the protection of witnesses and victims in the criminal justice system in harmony with the vision of the president and vice president to realize "advanced Indonesia which is sovereign, independent and has a personality based on mutual cooperation". With Mission:

1. To realize the protection and fulfillment of the rights of witnesses, perpetrator witnesses, reporters, experts and victims in the criminal justice process.
2. Strengthening the application of restorative justice in realizing the fulfillment of the rights of victims of crime.
3. Realizing a modern and professional LPSK.

In order to carry out its duties and functions, LPSK needs to be supported by Civil Servants who have superior, skilled and adaptive competencies. Therefore, increasing the competence of Civil Servants must always be done in order to improve the performance of LPSK in providing witness and victim protection services. LPSK has made efforts to increase the competence of Civil Servants through a series of education and training in accordance with the Human Capital Development Plan (HCDP) and job competency standards. In addition, a government agency is considered to meet the merit system if it has implemented several criteria in the merit system, one of which must plan and provide opportunities for competency development according to the results of the performance assessment (3).

Employee performance is closely related to the competencies possessed by employees. Yusuf Ardiansyah said that competence is an important part that must be possessed by employees in order to carry out their work well (4). In the process of achieving the strategic plan, LPSK requires Civil Servants who are able to achieve the performance targets that have been set for each Civil Servant. In this regard, according to Ataunur and Ariyanto, every employee must work well so that the targets that have been set can be achieved optimally and support the sustainability of the organization (5).

Relevant to this, at the current level of government organization there is a State Civil Apparatus Professionalism Index which is a statistical measure that describes the quality of State Civil Apparatus based on educational qualifications, competence, performance, and discipline of State Civil Apparatus employees in carrying out their duties. The LPSK State Civil Apparatus Professionalism Index value has touched more than 83% in 2019 and experienced a sharp decline by half during the Covid-19 pandemic to 53.86% in 2020, while the index value in 2021 has not been issued by the State Civil Service Agency (BKN). Therefore, aspects of competence and performance are priorities of government organizations in order to form professional and superior-performing Civil Servants.

Based on the observations of researchers, several phenomena were found related to the performance of Civil Servants in LPSK. Some Civil Servants who have been given increased competence development through education and training, have not been able to apply the knowledge gained in carrying out their duties and functions to the fullest. In addition, there is also a reluctance and lack of interest in Civil Servants to participate in the development of these competencies. Work is carried out only as a daily routine and as is. Achievement of performance targets is less associated with the approach of Civil Servant competency gap analysis and performance gap analysis. The focus of developing Civil Servant competence is only on fulfilling 20 (twenty) hours of lessons in a year, but it has not been too focused on the effectiveness of increasing the State Civil Apparatus competence on the performance of Civil Servants in LPSK.

2. THEORETICAL STUDY

1. Human Resource Management

Human Resource Management is an effort to manage the available Human Resources in a structured and comprehensive manner in order to achieve organizational goals. This is in line with Priyono's opinion that the size of the effectiveness of HRM policies made in various forms can be measured by how far the organization achieves the unity of motion of all organizational units, how much workers are committed to their work and organization, to what extent the organization is tolerant of change so that it is able to make decisions effectively, quickly and take appropriate steps and how high the quality level of 'output' produced by the organization (6).

Human Resource Management has an important role in the implementation of public service delivery. Human Resource Competence has a major influence in carrying out

the duties of government organizations, the use of available tools, to the mobilization and utilization of other resources in the context of public services.

1. Competence

Competence is an ability that has or must be possessed by Civil Servants based on certain components so that they can carry out their duties and functions optimally. Government Regulation Number 11 of 2017 concerning Management of Civil Servants as amended by Government Regulation Number 17 of 2020 concerning Amendments to Government Regulation Number 11 of 2017 concerning Management of Civil Servants divides the competence of Civil Servants into 3 (three) parts as follows:

1. (a) Technical Competence. Knowledge, skills, and attitudes/behaviors that can be observed, measured, and developed that are specific to the technical field of the position.
- (b) Managerial Competence. Knowledge, skills, and attitudes/behaviors that can be observed, measured, developed to lead and/or manage organizational units.
- (c) Cultural Social Competence. Knowledge, skills, and attitudes/behaviors that can be observed, measured, and developed related to the experience of interacting with a pluralistic society in terms of religion, ethnicity and culture, behavior, national insight, ethics, values, morals, emotions and principles, which must be fulfilled by each position holder to obtain work results in accordance with the role, function and position.

The fulfillment of the Technical, Managerial, and Cultural Social Competencies is carried out based on the Position Competency Standards set by the Civil Service Supervisory Officer of government agencies in accordance with the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 38 of 2017 concerning Competency Standards for State Civil Apparatus Positions. The State Civil Apparatus Position Competency Standards are a description of the knowledge, skills and behaviors required by an State Civil Apparatus in carrying out the duties of the position. The regulation strongly links the competence of employees with the position of employees. On the other hand, the contradictions and debates in the competency-based literature are much more general, and concern the casual relationship between competence and its development on the one hand and managerial and/or organizational performance on the other (7).

1. Competency Development

Competency development is carried out in the form of education and training to meet the competency needs of Civil Servants in accordance with the Position Competency Standards and Career Development Plan Documents. This competency development is carried out both at the agency and national level for Civil Servants in accordance with the results of the performance assessment and competency assessment. This then makes competency development the basis for career development and becomes one of the bases for the appointment of Civil Servants. Furthermore, Eliana Sari revealed that within the framework of career development, competency needs for development and career paths will determine the basis for employee development. Employees who are considered weak in certain competency aspects can be directed to certain competency development activities so that they are expected to improve their performance (2). Currently, the implementation of competency development for the State Civil Apparatus can be carried out in various ways, including through education and training, coaching, mentoring, competency mapping, using the 360-degree method for feedback, and performance dialogue.

1. Performance Management

Performance Management is a process of managing employee performance in a systematic, directed, and measurable manner in order to achieve the organization's vision and mission. Performance Management includes performance planning, performance implementation, performance monitoring, performance coaching, performance appraisal and follow-up. Performance appraisals are often used as the basis for compensation, management work improvement, feedback, documentation, employee decisions (e.g., promotions, transfers, dismissals, layoffs), training needs analysis, employee development, research and evaluation (8). In addition, employee competencies can also be used as the basis for performance development and other compensation, for example in the form of awards. Furthermore, there is a direct relationship between employee competency development and employee performance. For example, when employees are more developed, employees will be more satisfied with work, more committed to work and performance will increase (9).

1. Talent Management

Based on the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 3 of 2020 concerning Talent Management of the State Civil Apparatus, what is meant by Talent are State Civil Apparatus Employees who meet certain requirements to be included in the success plan group. Furthermore, the

Talent Management of the State Civil Apparatus consists of the Talent Management of the National Civil Apparatus and the Talent Management of the State Civil Apparatus of Agencies. The regulation describes that the National Civil Apparatus Talent is a career management system for the State Civil Apparatus which includes the acquisition, development, retention, and placement of talents that are prioritized to occupy position targets based on the highest potential and performance levels through certain mechanisms that are implemented effectively and sustainably to fulfill the needs of Government Agencies nationally in the context of accelerating national development. Meanwhile, Talent Management for State Civil Apparatus Agencies is a career management system for State Civil Apparatus which includes the acquisition, development, retention, and placement of prioritized talents to occupy target positions based on the highest level of potential and performance through certain mechanisms that are implemented effectively and sustainably to meet the needs of Central Agencies and District Agencies.

Talent Management is one of the efforts to manage the state civil apparatus to obtain prioritized talents to occupy certain positions that are part of the HR management system consisting of the stages of acquisition, development, retention, and placement of employees that are prioritized based on the highest potential and performance (high potential and high performance) through an assessment mechanism (10). There are previous studies that discuss Talent Management that actually since the late 1990s, in Europe the concept of Talent Management has become increasingly popular in the debate around the strategic contribution of employees to organizational success (11).

3. METHODS

This study uses a qualitative descriptive research method with data collection techniques direct observation of the object of research, direct interviews with sources, and analyzing documents. The use of qualitative descriptive research methods is due to the need for a comprehensive understanding related to the effectiveness of State Civil Apparatus competency development on the performance of Civil Servants in LPSK which is also reviewed based on the provisions of the legislation. All data obtained will be analyzed descriptively in order to describe the problems faced in the application of competency development results to employee performance along with the challenges and opportunities faced.

4. RESULTS

Law Number 5 of 2014 concerning the State Civil Apparatus explains that competency development is one of the rights of the State Civil Apparatus that must be fulfilled. Therefore, every government agency is obliged to carry out this mandate by providing competency development for all State Civil Apparatuses within their agency environment. LPSK carries out competency development for Civil Servants based on the Position Competency Standards set by the Secretary General of the LPSK. The Job Competency Standards provide information on the competencies that Civil Servants must have along with information on the gaps between the competencies of Civil Servants and the job competency requirements.

Competency development carried out for LPSK Civil Servants is organized in the framework of increasing the skills, knowledge and behavior of Civil Servants so that they can support the implementation of the duties and functions of the position. The form of competency development for Civil Servants in LPSK is as follows:

1. Education is carried out to increase the knowledge and expertise of Civil Servants through formal education, namely the provision of study assignments in order to meet the needs of job competency standards and career development.

2. The classical method is a face-to-face learning process in the classroom with reference to the curriculum and is carried out through:

- 1) Leadership/structural/managerial training;
- 2) Technical training;
- 3) Training related to socio-cultural competence;
- 4) Seminars or conferences;
- 5) Workshop;
- 6) Gathering;
- 7) Technical guidance; and
- 8) Socialization.

- c. Non-Classical Methods, work practice processes and/or learning outside the classroom and implemented through:

- 1) Coaching;
- 2) Mentoring;
- 3) Apprenticeship;
- 4) Work assignment; and

5) E-Learning.

d. Learning inside and outside the office.

The recapitulation of competency development that has been carried out by LPSK in 2022 is as follows:

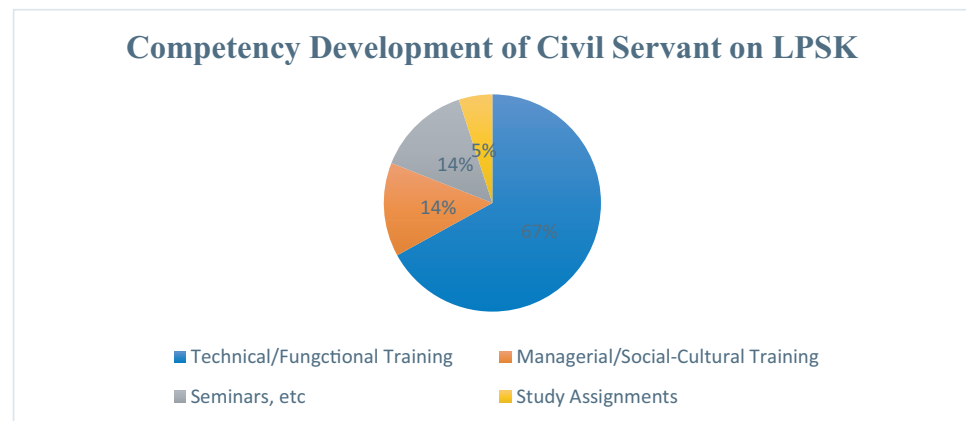


Figure 1: Recapitulation of Competency Development for Civil Servant on LPSK in 2022.

Based on the diagram above, competency development from the aspect of technical competence can be seen that the majority of competency development for LPSK Civil Servants focuses on technical and/or functional education and training (training) as much as 67%. Besides that, LPSK in 2022 will provide competency development through educational channels for Civil Servants through the assignment of Study Tasks. Study assignments are given to Civil Servants who are considered capable and competent as a form of appreciation for the resulting performance. Then competency development from the managerial and socio-cultural competency aspects can be seen from the results of the mapping and assessment of potential and competence for 83 (eighty three) LPSK Civil Servants in 2022 as follows:

Based on this diagram, it can be concluded that in terms of managerial and socio-cultural competence, the majority of LPSK Civil Servants are considered optimal in carrying out their duties and functions. Even so, there are still Civil Servants who are less than optimal and quite optimal in terms of managerial and social competence, so they need to be enriched and develop relevant competencies. This is done to minimize the gap between competencies and job competency requirements.

With regard to the effectiveness of ASN competency development on the performance of Civil Servants in LPSK, there are several aspects of the assessment, including the following:

1. Position Competency Standards

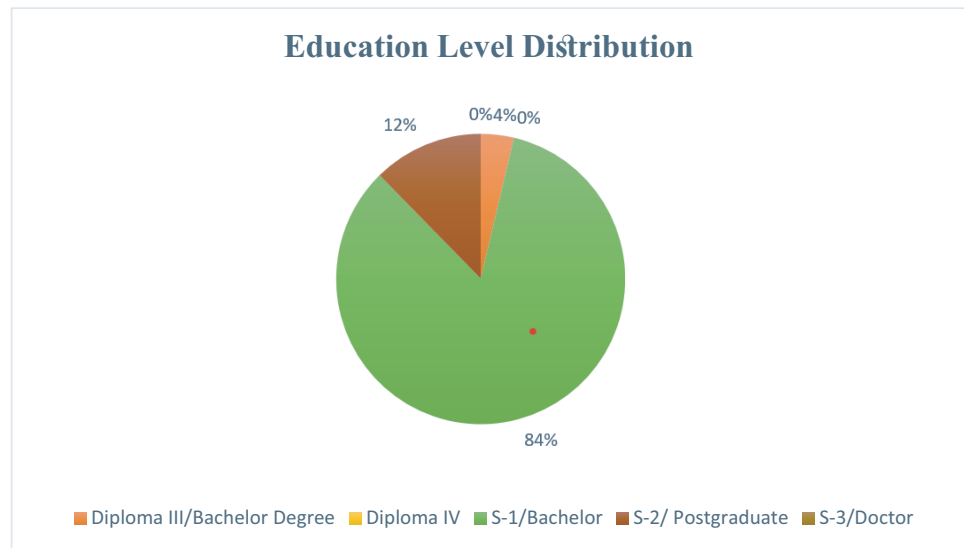


Figure 2: Education Level Distribution.

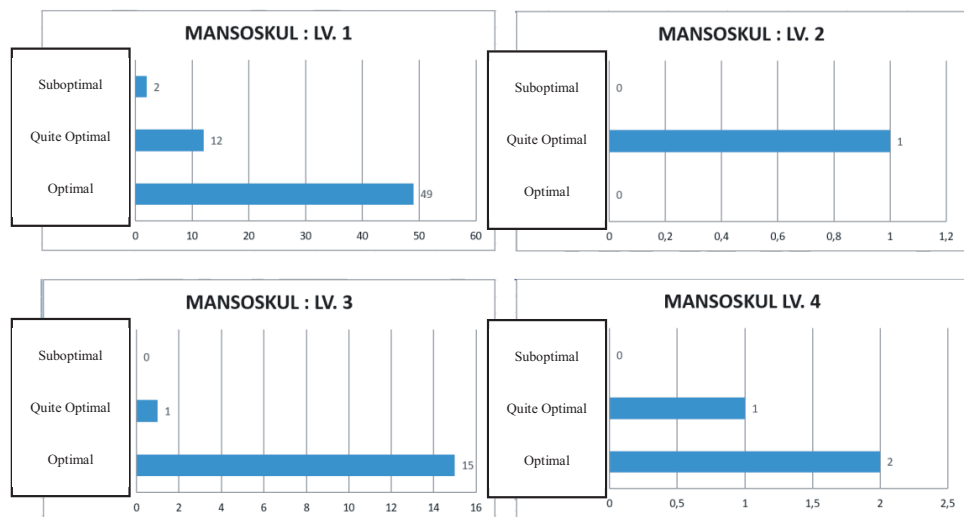


Figure 3: Results of Managerial and Socio-Cultural Competency Mapping.

Position Competency Standards are implemented through a merit system based on qualifications, competence and performance. State Civil Apparatus job competencies include technical competence, managerial competence and socio-cultural. In this regard, Government Regulation Number 11 of 2017 concerning Management of Civil Servants as amended by Government Regulation Number 17 of 2020 concerning Amendments to Government Regulation Number 11 of 2017 concerning Management of Civil Servants explains the measurement of competence for positions of State Civil Servants as follows:

1. (a) Competency for administrator positions, supervisory positions, and executive positions include Technical Competence, Managerial Competence, and Socio-Cultural Competence.
- (b) Technical Competence is measured by the level and specialization of education, functional technical training, and technical work experience.
- (c) Managerial competence is measured by the level of education, structural or management training, and leadership experience.
- (d) Socio-Cultural Competence is measured from work experience related to a pluralistic society in terms of religion, ethnicity and culture so that they have a national insight.

The differences in duties, roles, elements of competence and activities between High Leadership Positions (JPT), Functional Positions (JF), and Administrative Positions (JA) are as follows:

TABLE 1

No.	Postion	Duty	Scope	Role	Structure of Competency	Activity
1.	JPT	Leading and motivating every ASN employee by starting, developing cooperation; and exemplary	Managerial (Administrative and Functional)	Policy Maker (Strategic Apex) Liaison (Middle Line)	Core Skills	Administration, Technical and Policy
2.	JA	Public services as well as government administration and development	Administration	Liaison (Middle Line) –according to the position in the organization Support (Support staff)	Basic and Core (Skill-optional according to the position in the organization)	Administrative (Technical-optional according to the position in the organization)
3.	JF	Functional services based on expertise and skills	Functional	Technical Assistance (Techno-Structure) Technical Implementation (Core)	Skill	Technical

There are several things that must be considered with regard to the Competency Standards for LPSK Positions, including the following:

1. (a) LPSK has compiled and determined competency standards for each position, but there is no adequate validation and standardization mechanism yet.

- (b) Preparation of Position Competency Standards requires a very large cost. LPSK has prepared Competency Standards for each Position, although several similar positions were found with other agencies.
- (c) Most of the Occupational Competency Standards focus on managerial competence, while the portion for technical competence and socio-cultural competence still needs improvement.

In the aspect of Occupational Competency Standards, LPSK has implemented competency development in accordance with the established Occupational Competency Standards. Competency development has been given to LPSK Civil Servants for 20 (twenty) hours of study each year. However, based on the data collected by the author, there are Civil Servants who are reluctant or less interested in participating in competency development on the grounds that there is a lot of work to be completed.

b. Civil Servant Career Development Plan

Based on Government Regulation Number 11 of 2017 concerning Management of Civil Servants as amended by Government Regulation Number 17 of 2020 concerning Amendments to Government Regulation Number 11 of 2017 concerning Management of Civil Servants explains that career development is one of the career management of Civil Servants that must be carried out by applying the principle of a merit system. In this regard, the National Civil Service Agency (BKN) as the agency authorized to regulate national career development for Civil Servants has issued Regulation of State Civil Service Agency Number 28 of 2020 concerning Preparation of Civil Servants Career Development Plans. These regulations are stipulated in order to ensure the smooth running and implementation of the preparation of career development plans for Civil Servants in all agencies, both central and regional. Civil Servant career development plans are useful for:

1. Encouraging the work spirit of Civil Servants, to grow and develop in pursuing a career.
2. Utilizing the professional capabilities of Civil Servants, adapted to the position required by each work agency.
3. Fostering abilities, skills or skills effectively, efficiently and rationally.
4. Ensure the alignment of the potential of its employees with the needs of carrying out government tasks.

5. Guarantee the certainty of the direction of career development, employees ranging from Civil Servants to dismissal and/or retirement in accordance with the required elements.
6. Ensure career clarity for each employee.
7. Motivating employees in order to improve performance.

In the aspect of Civil Servant career development plans, the LPSK has stipulated a Decree of the Secretary General of LPSK concerning Career Patterns for LPSK Civil Servants and a Decree of the Secretary General of LPSK regarding the Preparation Team for LPSK Civil Servant Career Development Plans within the LPSK environment. In addition, LPSK has also begun to implement Talent Management as a HR management method to find, manage, develop and retain the best talented employees in order to support the achievement of a sustainable vision, mission and organizational strategy. Employee Talent Management is intended to realize organizational continuity by preparing the best Talents to fill High Leadership Positions, Structural Positions, Functional Positions, or other positions considered strategic by the LPSK General Secretariat. It is hoped that through the implementation of Talent Management, employee career development efforts can be carried out in a systematic and transparent manner.

c. Performance of LPSK Civil Servants

The performance management of LPSK Civil Servants has been carried out based on the Regulation of the Minister of Administrative Reform and Bureaucratic Reform Number 6 of 2022 concerning Management of State Civil Apparatus Performance which is oriented towards:

1. (a) Employee performance development;
- (b) Fulfillment of Leaders' expectations;
- (c) Intense performance dialogue between Leaders and Employees;
- (d) Achievement of organizational performance; and
- (e) Work results and work behavior of employees.

Civil Servant performance management consists of:

1. (a) i. performance planning which includes setting and clarifying Expectations;
- ii. implementing, monitoring, and fostering Employee performance which includes performance documentation, providing Continuous Feedback, and developing Employee performance;

- iii. employee performance evaluation which includes employee performance evaluation; and
- iv. follow-up on the results of employee performance evaluation which includes awarding and sanctions.

Based on data collected by the author, all results of the performance evaluation of LPSK Civil Servants for the period 2019 to.d. 2021 has a "Good" performance rating. The measure of the success of the performance of Civil Servants still relies on aspects of quantity, quality, time or speed of completion of work results, and/or costs. The measure of the success of the performance can be expressed by a qualitative or quantitative approach. From here the authors conclude that the achievement of performance targets is still oriented towards the resulting output. All results of the performance evaluation of LPSK Civil Servants are "Good", so that the achievement of performance targets has not been too focused on aspects of the gap between the competence of Civil Servants and the performance of Civil Servants. Nonetheless, LPSK won the "First Rank" BKN Award for the Implementation of Implementation of Performance Management for Small Type Non-Ministerial Groups in 2022 from the State Civil Service Agency. This is enough to show that LPSK has implemented performance management quite well. Based on these matters, the authors conclude that the competency development of Civil Servants has a positive and significant influence on the performance of Civil Servants in LPSK. The higher the competence of Civil Servants, the better the achievement of the performance of the Civil Servants. Competency development for LPSK Civil Servants is an important part of implementing performance management within the LPSK environment.

5. CONCLUSION

Competency development for the State Civil Apparatus is something that must be carried out by every agency in order to guarantee the professionalism and competence of the State Civil Apparatus. The implementation of competency development for the State Civil Apparatus must be carried out based on data on competency gaps for the State Civil Apparatus, so that the competency development provided can be targeted and measurable in accordance with the needs of the position and the needs of the organization. This study answers that the competency development of State Civil Servants is quite effective in improving the performance of Civil Servants in LPSK. Every competency development provided by LPSK to Civil Servants has proven to support the achievement of the organization's vision and mission and organizational performance. The current performance of the LPSK agency includes individual performance indicators

and organizational unit performance indicators. Every LPSK Civil Servant is required to provide work output in accordance with predetermined targets. Therefore, every LPSK Civil Servant must have good expertise, skills, and analytical skills to produce the best performance. LPSK Civil Servants who have been declared competent can be recommended to receive awards so as to be able to attract the interest of other Civil Servants to be able to fulfill the competencies as required.

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