

Research Article

Analysis of Competency Gap in the Civil Servants of Southwest Papua Province and Competency Development Strategies

Dewiyanti Rengen*, Hasniati, Akmal Ibrahim, and Zarni Adia Purna

Department of Public Administration, Faculty of Social and Political Sciences, Gadjah Mada University, Indonesia

Abstract.

This study analyzes the competency gap of civil servants (ASN) in Southwest Papua using a thematic analysis approach to qualitative data. It studies interviews from 20 informants consisting of 13 indigenous Papuans and 7 non-indigenous Papuans, selected through purposive sampling. Data were collected through in-depth interviews, focus group discussions, and document analysis. Data processing was conducted using NVivo software through systematic stages of open coding, axial coding, and theme development. The research findings identified three primary themes explaining the competency gap phenomenon: structural incongruence, adaptive capacity disparities, and professional identity dualism. Findings reveal that the competency gap among civil servants in Southwest Papua is multidimensional and requires a comprehensive approach considering the unique geographical, socio-cultural, and institutional contexts. The study proposes the concept of “adaptive contextualization” as an integrated framework for civil servant competency development in Southwest Papua, encompassing three key elements: structural flexibility, adaptive capacity enhancement, and identity integration. Recommended competency development strategies include decentralization of development programs, adaptive learning approaches, incorporation of local wisdom into competency standards, and evidence-based implementation. This study contributes to understanding the competency gap attributes of civil servants in regions with unique geographical and socio-cultural characteristics and provides a concept for developing effective strategies.

Keywords: civil servant competency gap, adaptive contextualization, special autonomy of Papua

Corresponding Author:

Dewiyanti Rengen; email:

dewiyanti.rengen85@gmail.com

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1. Introduction

Developing the competencies of Civil Servants (ASN) is not merely an administrative matter. It is part of the long struggle to build quality public services and better governance. In developing countries, the role of civil servants is vital, serving as the link between state policies and community needs [1], [2], [3]. However, the question remains: can this concept of competency be applied uniformly across all regions? Indonesia, as a nation inhabited by hundreds of ethnicities and cultures, faces a major dilemma in this regard. Approaches that are too uniform often fail to capture on-the-ground realities [4],



[5]. In Southwest Papua, this problem is more evident. Challenging geography, isolated areas, lagging infrastructure, and wide development gaps between regions create structural barriers that cannot be ignored [6], [7], [8]. Moreover, there are demographic and socio-cultural aspects that play a determining role. Papua isn't just about numbers in development reports, but also about people living in systems that remain foreign to them. Civil servant management here cannot simply follow national standards alone. It needs a more contextual approach that understands how local values, work culture, and patterns of social relationships in Papuan society influence how they work and serve [9], [10], [11], [12], [13]. Therefore, the question is not just how to improve civil servant competencies in Southwest Papua, but how to build a system that sides with their reality. A system that speaks not only in the language of policy but also in the language of their daily experiences.

On paper, the rules have been made. Civil servant competency standards have been established in Government Regulation No. 17 of 2020 concerning Civil Service Management. However, in Southwest Papua, reality tells a different story. Data from the National Civil Service Agency (2022) shows that 68% of civil servants in this province still do not meet the minimum standards set. This figure is not just a statistic, but a reflection of systemic gaps that have widespread impact. It's no surprise that Southwest Papua's bureaucratic reform index only reaches 65.2, far behind the national average of 73.8, as reported by the Ministry of Administrative and Bureaucratic Reform in the same year. Even more ironic, competency development programs that have been implemented have not been able to address these problems. The learning transfer rate, which measures how effectively knowledge obtained in training can be applied in the workplace, only reaches 42%. Compare this with the national average of 61%. This isn't just about how civil servants are trained, but also how they're supported to develop in environments that are often unfriendly to change.

The ASN competency gap in Southwest Papua is a complex problem that cannot be explained sufficiently through a single approach, given the challenging geographical conditions, limited infrastructure, and unique socio-cultural value systems. This study asks a crucial question: "How do the interactions between structural misalignment, adaptive capacity gaps, and dualism of professional identity affect the formation of ASN competencies in Southwest Papua, and what kind of Adaptive Contextualization model can address these gaps?" Focusing on the dualism aspect of professional identity is important because ASN in Southwest Papua not only work as state apparatus, but also as part of the indigenous community with a value system that is often different from

the demands of modern bureaucracy; however, this study also needs to consider the dimensions of bureaucratic ethics and accountability in the integration of local-national values, where local customary principles in decision-making and public accountability can enrich the understanding of how ASN competencies should be developed in the context of special autonomy that demands a balance between national standards and local wisdom.

Previous research has indeed discussed civil servant competency development in various regions with unique socio-cultural characteristics. However, most only highlight one particular aspect—whether institutional structure [14], [15], [16], [17], [18], individual capacity [19], [20], [21], [22], [23], or socio-cultural context [24], [25], [26], [27], [28], [29]. Such approaches fail to capture the complexity of problems faced by civil servants in Southwest Papua.

More recent literature has begun to discuss more comprehensive concepts, such as developing adaptive capacity in bureaucracy [30], [31], [32], [33] and public administration based on local wisdom [34], [35], [36], [37]. However, these concepts are still scattered, not yet truly stitched together into a model that can be applied in practice for civil servant competency development in special autonomy regions like Southwest Papua. This is where the challenge lies: how to bridge theory and reality, so that policies don't just become beautiful documents on the desk, but can be applied in the field with real impact.

On the desks of academics and policy designers, theories about civil servant competency development in multicultural regions continue to evolve. [38] emphasize the importance of contextualization in public sector competency development, especially in highly diverse regions. Meanwhile, Antosz, (2018) highlights the unending tension between the necessity to follow national standards and specific regional needs. Southwest Papua, with its complex social landscape and history, is a reflection of that tension. Latief et al., 2022 & Sergaliyeva et al., (2021) remind us that the effectiveness of civil servant capacity development isn't just about curriculum or training, but about how that approach aligns with individual character and institutional context. Unfortunately, many policies still tend to view civil servants as a homogeneous group, when the reality is far more diverse. Several conceptual models have been offered. Contextually Responsive Human Resource Development [40], [41] and Gupta's Adaptive Capacity Framework [42], [43] are quite interesting as references. Both emphasize that capacity development must adapt to social and institutional dynamics in each region. However, there is one gap that hasn't been fully addressed: how professional identity dimensions are considered

in the context of multicultural societies that carry a long history and sometimes tension. In Southwest Papua, identity isn't just a social background, but something inherent in how one views their profession and responsibilities. Without understanding this, any approach to civil servant competency development will only end as policy on paper—neatly written, sounding ideal, but difficult to implement in the field.

Literature on civil servant competencies often speaks in a uniform tone: about standard policies, training curricula, and achieving numbers on paper. But in Southwest Papua, reality isn't that simple. There's a vast social landscape, isolation that creates boundaries, and identities continuously negotiated within modern bureaucracy. This research exists to fill that void—using a more honest multidimensional lens to read civil servant competency gaps in Southwest Papua.

The approach championed isn't just a long list of administrative theories, but a more grounded “Adaptive Contextualization” framework. Four main objectives serve as its foundation. First, this research rejects singular views and chooses a richer method: combining structural perspectives, adaptive capacity, and professional identity. Through thematic analysis, the experiences of civil servants and stakeholders are recorded in narratives closer to reality. Second, this research explores factors that have been barriers to competency development—from geographical, institutional, to social dynamics that shape Papua's bureaucratic face. Third, the conceptual model is designed not only to explain existing gaps, but also to map potential interventions. Fourth, strategic recommendations are formulated with principles of structural flexibility, strengthening adaptive capacity, and identity integration.

More than just an academic study, this research offers three main contributions. From a theoretical perspective, it expands discourse on civil servant management by highlighting how professional identity is negotiated in bureaucracy running on strong traditional foundations. The “Adaptive Contextualization” model developed not only adds identity elements to debates about civil servant capacity development, but also brings indigenous public administration perspectives into broader spotlight. From a practical standpoint, this research presents a roadmap for more contextual policies and programs that don't just chase numbers, but also appreciate local wisdom without sacrificing professional standards. Methodologically, the thematic analysis approach used presents a sharper technique in reading the complexities of human resource management in special autonomy regions.

Amidst globalization pressures and bureaucratic reform imperatives, Southwest Papua poses a larger question: how can a system remain professional without losing its identity? This research attempts to answer it. The “Adaptive Contextualization” framework proposed isn’t only relevant for Southwest Papua, but also for other regions facing similar challenges. This isn’t just an academic study—it’s an effort to understand and change how we view civil servant development in places that often become mere footnotes in national policy.

1.1. Exploring Competencies and Gaps in Public Sector Human Resource Management

The world of public administration continues to change, and so does the concept of competency in government HR management. If previously competency was only viewed as a set of technical skills to be mastered, now that understanding has evolved.[44] describes competency as individual characteristics that contribute to superior performance. However, in the public sector, competency is not merely about expertise, but also the ability to adapt to the dynamics of public service [45]. [46], [47]add that contemporary public administration challenges demand civil servants who are not only technically competent, but also flexible in facing bureaucratic complexity, policy changes, and social diversity.

[48] developed the Integrated Competency Framework Model that summarizes five main aspects of civil servant competencies: technical, functional, leadership, personal, and socio-cultural. This model emphasizes the importance of harmonization between national competency standards and local realities. As a comparison, [49] affirms that the effectiveness of civil servant competency development depends not only on training curriculum, but also on the extent to which those competency standards can be applied in the social and institutional contexts where they work.

In peripheral regions like Southwest Papua, civil servant competency gaps are not just individual problems, but also consequences of social and geographical structures [39] identify three main factors creating these gaps. First, structural-geographical factors, which include limited access to training and development resources. Second, institutional-administrative factors, where rigid bureaucratic systems actually hinder innovation in competency development. Third, socio-cultural factors, which describe tensions between modern bureaucratic values and still-strong local wisdom.

Uniform approaches to civil servant competency development often fail to respond to these realities. [50]in their Southeast Asian study show that standard civil servant development models are often ineffective because they don't consider local communities' cognitive and social aspects. [51] emphasize the importance of diversification strategies in civil servant training, especially in highly heterogeneous regions like Southwest Papua. These findings are reinforced by [52], who reveal that in Indonesia there is a deep chasm in civil servant competency development between center and regions, particularly in areas with special status like Papua and Aceh. Limited infrastructure, low access to technology, and overly coercive policies are the main factors keeping this gap persistent.

1.2. Structural Approach in Civil Servant Competency Development

In efforts to bridge civil servant competency gaps, the structural approach becomes one strategy used. This approach's main focus is change in systems, policies, and infrastructure supporting competency development. [53]identify eight key elements in transforming public sector HR development systems. Some include decentralizing training program design, adjusting standards to regional contexts, and building responsive learning infrastructure.

[25] shows that decentralization in civil servant competency development can improve training program effectiveness and ensure sustainability. However, they also underline the importance of good coordination between central and regional governments to maintain quality standards. On the other hand, Tan et al., (2024) & Uddin et al., (2017)the concept of adaptable learning infrastructure—an approach combining conventional training with technology solutions based on remote area needs. This model has been applied in several countries with geographical challenges similar to Southwest Papua and proven to increase access and training effectiveness for civil servants.

In Southwest Papua's context, this structural approach certainly cannot be applied as is. Geographical challenges, digital infrastructure limitations, and unique social dynamics require more flexible strategies. Solutions based on local realities, while maintaining civil servant professional standards, become the key in developing effective competency development models.

1.3. Adaptive Capacity in Civil Servant Dynamics

In dynamic modern bureaucracy, civil servants' ability to adapt to change is the key to ensuring public service effectiveness. [56] explain adaptive capacity as the ability of systems and individuals to adapt to change, face uncertainty, and manage complexity [57] developed the concept of adaptive public administration, highlighting the importance of learning agility, digital literacy, and learning networks in forming resilient civil servants ready to face challenges.

In developing countries, [58] found that civil servants with high adaptive capacity are better able to provide public services effectively despite limited resources. Three main factors determining this adaptive capacity are exposure to diverse experiences, systematic reflection, and involvement in learning networks. These findings are reinforced by [54], [55], who researched how blended learning—combining direct experience, mentoring, and simple technology-based learning—proved to enhance civil servants' adaptive capacity in regions with limited digital infrastructure. This approach is highly relevant for implementation in Southwest Papua, where access to training resources remains a major challenge.

1.4. Professional Identity in Multicultural Spaces

In Southwest Papua's context, civil servant competency development cannot be separated from professional identity aspects. Unfortunately, this dimension still rarely receives attention in public administration studies. [59] concept of indigenous public administration, highlighting the importance of harmonizing modern public administration values with local wisdom. In their study of Aboriginal civil servants in Australia, [60], [61] found that many employees face biculturalism stress, psychological pressure resulting from clashes between bureaucratic professional expectations and cultural identities they carry. Civil servants able to develop identity integration strategies, where they don't need to choose between professional and cultural identities, prove to have better performance and psychological well-being.

[62], [63] had research of cultural brokerage—a key competency for civil servants in multicultural societies. Civil servants capable of becoming cultural brokers not only understand bureaucratic rules but can also bridge bureaucratic values with social norms

prevailing in local communities. In Southwest Papua's context, this ability can be a determining factor in public policy success and service effectiveness.

1.5. Building an Adaptive Contextualization Framework

Referring to gaps in existing literature, this research proposes the Adaptive Contextualization framework as an alternative approach to closing civil servant competency gaps in regions with special characteristics. This approach integrates three main aspects: structural flexibility, strengthening adaptive capacity, and identity integration.

study on public sector capacity development affirm that civil servant competency effectiveness increases when there's balance between flexible bureaucratic structures, individual ability to adapt, and recognition of diverse professional identities [64], [65], [66]. This is reinforced findings, showing that competency development program success heavily depends on how structural factors and individual capacity interact [67], [68], [69].

Although various studies have discussed competency development elements, there remains a large gap in understanding how interactions between structural factors, adaptive capacity, and professional identity occur, especially in regions with special autonomy status like Southwest Papua. Therefore, this research aims to fill that gap by formulating an integrative model that not only explains the dynamics of civil servant competency gaps in Southwest Papua but also offers concrete strategies based on Adaptive Contextualization as a more relevant and applicable solution.

2. Methods

This study used a qualitative approach with thematic analysis to explore the ASN competency gap in Southwest Papua, involving 20 purposively selected informants (13 Indigenous Papuans and 7 non-Indigenous Papuans) with clear inclusion criteria: (1) minimum 5 years of work experience in the Southwest Papua government, (2) direct involvement in ASN competency development or related policy implementation, and (3) representation from various levels of education (minimum S1 for staff level, S2 for echelon positions). Data collection was conducted through semi-structured in-depth interviews (60-90 minutes per informant), focus group discussions (3 sessions with 6-7 participants each), field observations in 5 different government offices, and policy document analysis. Data analysis using NVivo went through systematic stages:

open-coding produced 12 initial codes carried out by 3 researchers independently, followed by a consensus meeting; axial coding that identified three core categories (structural misalignment, adaptive capacity gap, and dualism of professional identity); theme development using various NVivo queries. Inter-coder reliability was measured quantitatively using Cohen’s Kappa coefficient with three rounds of experimental coding until a minimum agreement level of 0.75 was achieved before proceeding to full coding. Member checking was conducted through a verification workshop with 12 key informants (7 OAP, 5 non-OAP) who were specifically asked to evaluate the summary of findings and initial interpretations (Table 1). An audit trail was created by documenting all methodological decisions in a reflective journal that recorded the evolution of codes and themes, and retaining all original transcripts, field notes, and analysis iterations to ensure transparency of the research process.

TABLE 1: Research Informants.

Category	Indigenous Papuan	Non-Indigenous Papuan	Total
Policy Makers	3	2	5
Civil Servants Echelon III-IV	2	2	4
Staff	1	1	2
Programme Implementers	2	1	3
External Stakeholders	2	1	3
Civil Servants from Special Institutions	3	0	3
Total	13	7	20

Source; Author (2025)

3. Results and Discussion

3.1. Identity and characteristics of informants

Figure 1 above shows the distribution of sources based on various aspects. In terms of status, 65% of sources are from OAP (Indigenous Papuans) and 35% from Non-OAP. Based on job category, the most sources are from policy makers (25%), followed by ASN Echelon III-IV (20%), program organizers (15%), external stakeholders (15%), ASN special agencies (15%), and staff (10%). Based on region, the majority of sources are from urban Jayapura (50%), followed by non-urban Jayapura (20%), and 10% each from the mountains and coast, while the interior and new districts each only contribute 5%. In

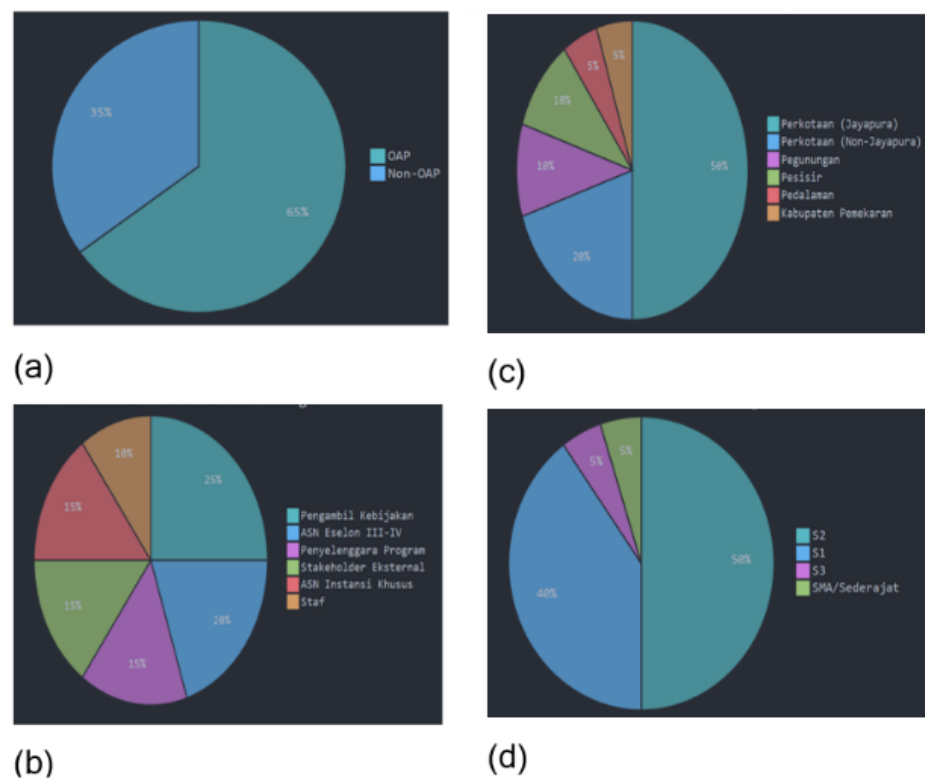


Figure 1: (a) Informants By Status (b) Informants by Category (c) Informants by Area (d) Informants By Education.

terms of education level, most sources have Masters (50%) and Bachelor's (40%), while S3 and SMA/equivalent graduates are only 5% each.

3.2. Thematic Analysis

Hierarchical Structure of Themes

Thematic analysis produced three main themes that are interrelated and explain the phenomenon of ASN competency gaps in southwest papua

Figure 2 above comprehensively illustrates the structure of the ASN (State Civil Apparatus) competency gap in Southwest Papua which is divided into three main dimensions. The first dimension, Structural Inconsistency, includes geographic-institutional disparities (geographic challenges, infrastructure limitations, disparities between regions), failure of policy contextualization (inconsistency of central policies with local needs), and asymmetry of development resources (limited budget, variation in access). The second dimension, Adaptive Capacity Gap, includes digital and generational gaps, variation in learning modalities, and limited learning ecology that affect ASN competency

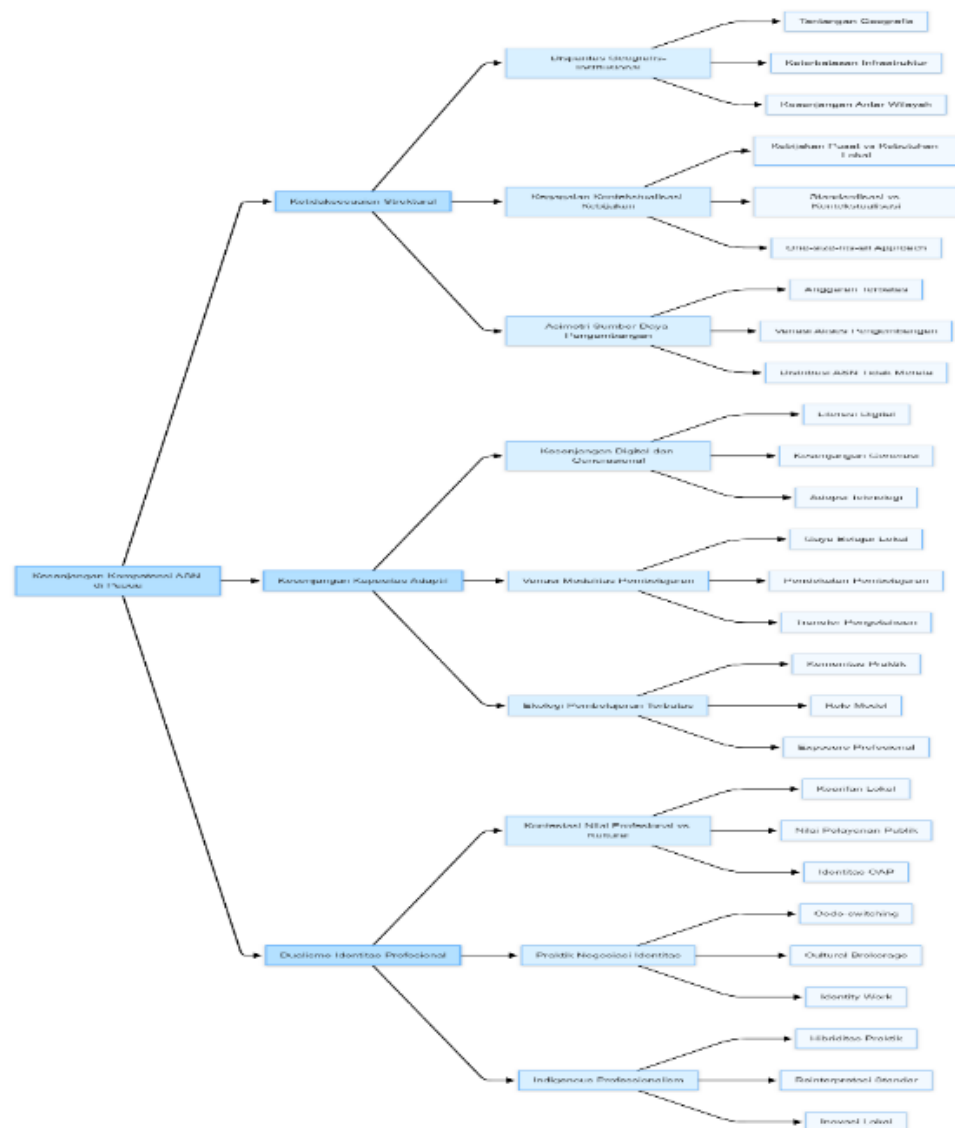


Figure 2: hierarchical structure of thematic nodes.

development. The third dimension, Dualism of Professional Identity, describes the complexity of the encounter between professional and cultural values, identity negotiation practices, and indigenous professionalism. The following Table 2 synthesizes these three dimensions into a structured framework, providing a clearer overview of the specific aspects that constitute the competency gaps among civil servants in Southwest Papua.

TABLE 2: Dimensional Framework of Civil Servant Competency Gaps.

Dimension	Nodes	Sub-Nodes	Specific Manifestation	interview quotes
Structural Misalignment	Geographical-Institutional Disparities	<ul style="list-style-type: none"> • Geographical Challenges • Infrastructure Limitations • Inter-Regional Disparities 	Differences in access, conditions, and infrastructure capacity between regions that affect civil servant performance and development	We face the same problem every year. Training modules are sent from Jakarta, but the internet here is unstable. How can we attend webinars if the electricity is problematic. Not to mention the travel time to the office can be 3-4 hours due to damaged road conditions during the rainy season. Meanwhile, performance evaluations still use the same standards as ASN in big cities
		<ul style="list-style-type: none"> • Central Policy vs Local Needs • Standardisation vs Contextualisation • One-size-fits-all Approach 	Incongruity between national policies and the specific realities and needs of the Southwest Papua region	
		<ul style="list-style-type: none"> • Limited Budget • Variation in Development Access • Uneven Civil Servant Distribution 	Inequality in the allocation and utilisation of resources for civil servant competency development	
Adaptive Capacity Gaps	Digital and Generational Gaps	<ul style="list-style-type: none"> • Digital Literacy • Generational Divide • Technology Adoption 	Differences in adaptation capabilities towards technology and change among various civil servant groups	“Not all ASN have the same adaptability. There is a very pronounced digital divide, especially between the senior and junior generations. We see ASN in their 50s who still have difficulty operating basic e-office applications, while there are also those who are very quick learners. Interestingly, some OAP ASN who do not have a technology background are actually able to create creative solutions with existing limitations.
		<ul style="list-style-type: none"> • Local Learning Styles • Learning Approaches • Knowledge Transfer 	Diversity in preferences and effectiveness of learning methods that influence capacity development	

TABLE 2: Continued.

Dimension	Nodes	Sub-Nodes	Specific Manifestation	interview quotes
	Limited Learning Ecology	<ul style="list-style-type: none">Communities of PracticeRole ModelsProfessional Exposure	Limitations in the learning environment that supports continuous professional development	
Professional Identity Dualism	Professional vs Cultural Value Contestation	<ul style="list-style-type: none">Local WisdomPublic Service ValuesIndigenous Papuan Identity	Tension between bureaucratic professionalism demands and Papuan cultural values and identity	"As an indigenous Papuan civil servant, I'm torn between two worlds. At the office, I follow bureaucratic systems, but in my village, I must fulfill customary obligations. When traditional ceremonies conflict with official meetings, I face impossible choices. Skip the ceremony? My performance rating suffers. We need a system that recognizes being an ASN in Papua carries
	Identity Negotiation Practices	<ul style="list-style-type: none">Code-switchingCultural BrokerageIdentity Work	Civil servants' adaptation strategies in bridging differences between professional demands and cultural context	
	Indigenous Professionalism	<ul style="list-style-type: none">Practice HybridityStandard ReinterpretationLocal Innovation	Development of professionalism models that integrate local values and practices with national standards	

Source (Author,2025)

Analysis Word Frequency

Word frequency analysis in the dataset identified dominant keywords in discussions about ASN competency gaps in Southwest Papua as presented in Figure 3.

From the analyzed data stack, three words emerge most prominently: *Competency* mentioned 67 times, *Papua* 54 times, and *Development* 51 times. These numbers aren't just counts, but tracks leading to one conclusion: this research focuses on civil servant competency development within Papua's distinctive landscape. However, the story doesn't end there. Other words mark how this research examines the intricacies of field realities. **Local** (43 times), *Challenges* (38 times), and *Geographical* (36 times) indicate how regional context plays a major role in shaping civil servant competencies. Papua isn't just a background, but a determining factor in how policies should be implemented.

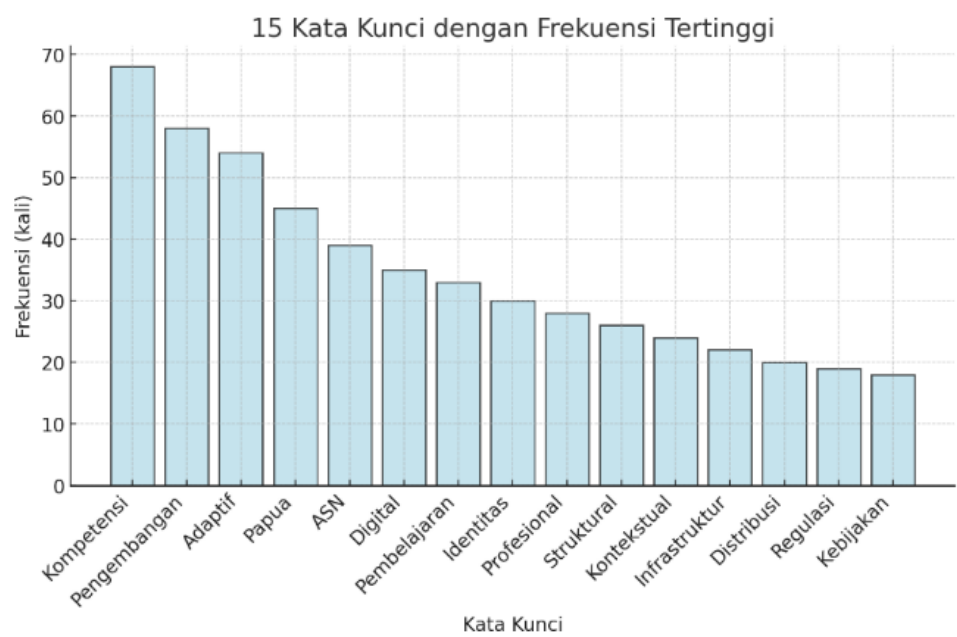


Figure 3: Highest Frequency Keywords.

On the other hand, **Culture** (34 times) and **Indigenous Papuans** (31 times) show that identity issues can't be separated from this discussion. Civil servants in Southwest Papua face a dilemma—adapting to national bureaucratic standards while remaining connected to local cultural roots. Their professional identities can't be separated from history, customs, and ways of life that have taken deep root. Equally important, the words **Digital** (29 times) and **Learning** (27 times) provide clues about how the future of civil servant competencies in Southwest Papua should be designed. Digital transformation is no longer an option, but a necessity. Learning processes must adapt to field conditions—not just adopting methods from the center, but developing contextual strategies based on regional needs. All this leads to one conclusion: building civil servant competencies in Southwest Papua can't simply follow uniform national guidelines. There are geographical challenges to overcome, cultural identities to respect, and digital innovations to adapt.

3.2.1. Matrix Coding Analysis

Matrix coding analysis revealed different patterns in the discussion of themes based on informant characteristics:

Table 3 reveals how three main themes—Structural Mismatch, Adaptive Capacity Gap, and Professional Identity Dualism—emerge in civil servant discussions, comparing

TABLE 3: Comparison Table of Themes References.

Themes	Status		Department Level		Region	
	OAP	Non-OAP	Officials	Staff	Urban	Remote Area
Structural Misalignment	15	13	19	9	14	17
Adaptive Capacity Gap	12	10	11	11	10	15
Professional Identity Dualism	18	6	8	12	11	13

Source (Authors,2025)

Indigenous Papuan (OAP) and non-Indigenous Papuan civil servants, position levels, and work area conditions.

Structural Mismatch appears to be felt more by Indigenous Papuan civil servants (15 references) compared to non-Indigenous Papuan ones (13 references). This confirms that Indigenous Papuan civil servants more frequently face policies not fully aligned with local conditions, including institutional infrastructure limitations. When examined by position level, structural officials discuss this issue more (19 references) compared to implementing staff (9 references). They occupy positions that require directly dealing with regulations and policy implementations often contrary to field realities. Regarding work areas, remote regions raise this issue more frequently (17 references) compared to urban areas (14 references). This isn’t surprising—remote areas indeed more often face limited access to resources and public administration services.

Adaptive Capacity Gap turns out to be an evenly distributed challenge among Indigenous Papuan (12 references) and non-Indigenous Papuan civil servants (10 references). This shows that difficulties adapting to work dynamics aren’t monopolized by one civil servant group. Interestingly, both structural officials and implementing staff mention this issue in equal numbers (11 references), indicating that adaptive capacity gaps aren’t just subordinate staff problems, but also bureaucratic leadership ones. Meanwhile, remote areas record more references (15 references) compared to urban areas (10 references), suggesting that civil servants in these regions face greater barriers in accessing relevant training and competency development.

Professional Identity Dualism appears far more frequently in Indigenous Papuan civil servant references (18 references) compared to non-Indigenous Papuan ones (6 references). This clarifies that Indigenous Papuan civil servants face greater dilemmas navigating their professional identities—squeezed between modern bureaucratic system demands and strong cultural expectations. In the position hierarchy, implementing staff mention this issue more often (12 references) compared to structural officials

(8 references). Perhaps this is because they're in positions closer to communities, making the pressure to balance professional and cultural demands more pronounced. Regarding regions, professional identity dualism is mentioned more often in remote areas (13 references) compared to urban areas (11 references). This is understandable—in remote areas, Indigenous Papuan civil servants often face modern administrative systems that frequently clash with still deeply rooted traditional values.

This overall data underscores that civil servant competency development in Southwest Papua isn't merely a technical matter. There are structural clashes, adaptation challenges, and identity tensions that must be considered. A one-size-fits-all policy is clearly insufficient. An approach more sensitive to local contexts, more flexible in implementation, and more respectful of the identities within it is needed.

3.2.2. Theme Dimension Development

Based on the analysis of Word Frequency, Text Search, and Matrix Coding, the main themes were further developed by identifying more specific dimensions and properties

Figure 4 reveals three main dimensions that form the foundation for understanding civil servant competency gaps in Southwest Papua. These dimensions illustrate the complexity of challenges faced in developing civil servant competencies in this unique region—a landscape that cannot be approached with a uniform approach, but rather needs a more contextual and responsive touch.

Structural Mismatch becomes the first emerging dimension, manifesting in three interconnected subdimensions. In the spatial aspect, geographical isolation worsens access to competency development programs, compounded by inadequate digital infrastructure and uneven civil servant distribution. From an institutional perspective, overly standardized competency development programs often fail to capture specific regional needs, exacerbated by policy centralization that doesn't consider local realities and budgets disproportionate to field challenges. Meanwhile, in the policy dimension, program inconsistency due to leadership changes, policy fragmentation between central and regional governments, and regulatory gaps governing competency development in special regions like Southwest Papua become unavoidable stumbling blocks.

Adaptive Capacity Gap becomes the second dimension showing that not all civil servants have the same ability to adapt to change. In terms of demographics, there are generational gaps in technology utilization, educational level differences affecting

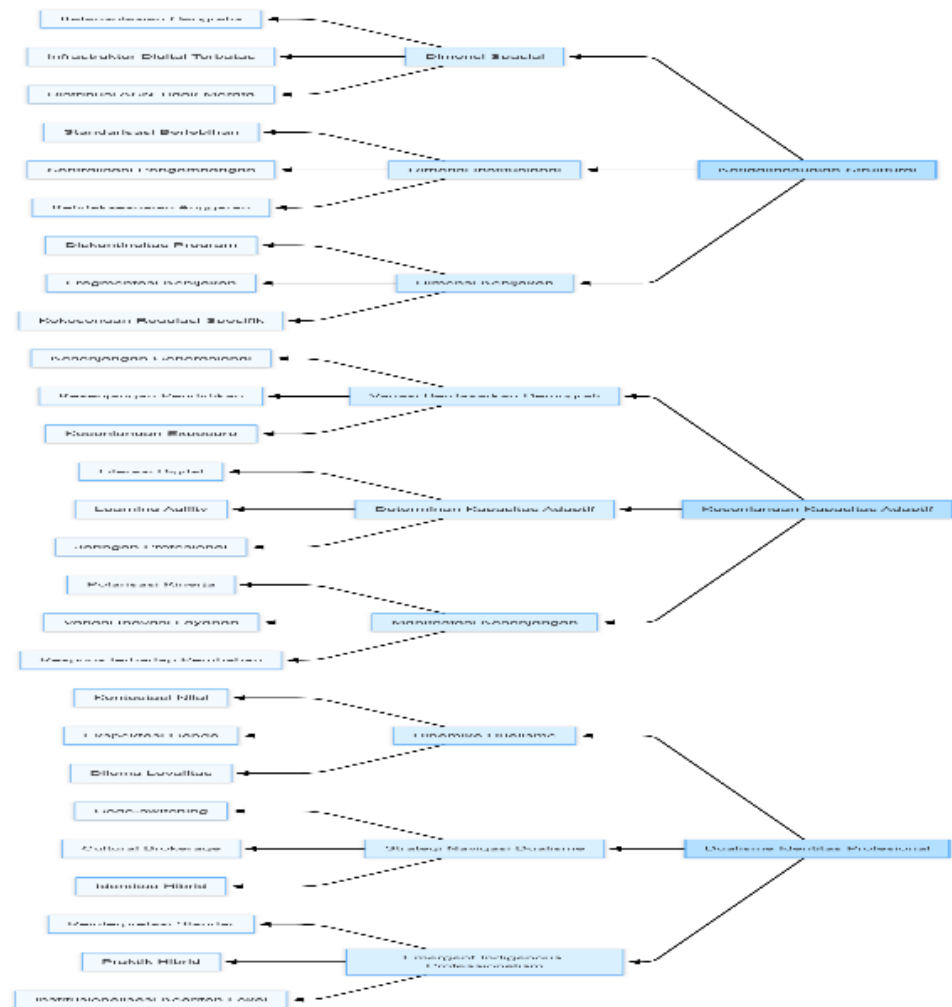


Figure 4: Theme dimension development.

training absorption, and limited exposure to innovation and modern service standards. Several factors determining adaptive capacity include varying digital literacy, learning agility or speed in absorbing and applying learning, and the existence of professional networks that can be support sources. The real impact of this gap can be seen from civil servant performance polarization—some can adapt quickly, but others are trapped in old patterns, resulting in variations in public service innovation and responses to policy changes and community expectations.

Professional Identity Dualism becomes the third dimension reflecting the complexity of civil servant roles in Southwest Papua. There's a value contest between modern bureaucratic professionalism and local traditions, dual expectations from administrative systems and traditional communities, and loyalty dilemmas—following national standards or meeting social expectations in their environment. In facing these tensions, many civil servants develop navigation strategies, such as code-switching, where they

adjust behavior according to context, or cultural brokerage, enabling them to bridge formal systems and local values. Some even form a hybrid identity integrating these two seemingly opposing worlds. One interesting emerging phenomenon is indigenous professionalism—reinterpretation of national competency standards through local cultural lenses, development of bureaucratic practices still accommodating traditional values, to efforts incorporating local wisdom elements into formal civil servant training and development systems.

3.2.3. Group Query Analysis

Frequency analysis shows the relative dominance of themes in the data presented in Figure 5.

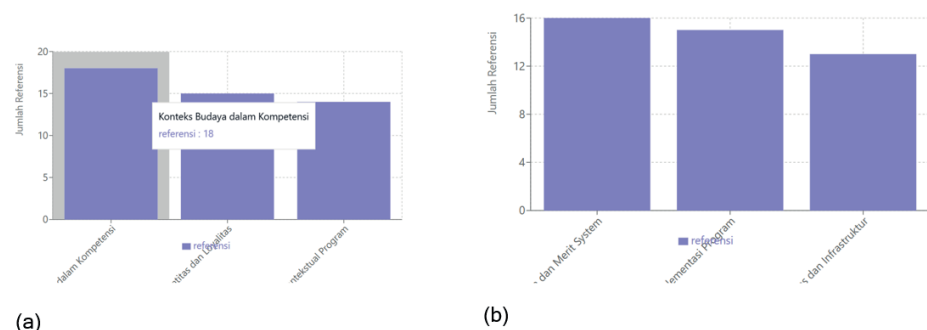


Figure 5: (a) Culture in Competencies (b) Structure Missalignment in Competencies.

In the unfolding narrative about Civil Servants (ASN), both those from Indigenous Papuans (OAP) and Non-Indigenous Papuans, a landscape rich in complexity emerges—a stretch of structural and cultural dilemmas enveloping Indonesia’s government bureaucracy.

For Indigenous Papuan civil servants, three main themes emerge with distinctive patterns. “Cultural Context in Competency” becomes the most dominant theme, recording 18 references, depicting how local values should not only be recognized but integrated as an inseparable part of civil servant professional standards. There’s an urgent need for an approach that doesn’t merely instill technical skills, but also considers cultural sensitivity as part of core competencies.

On the other hand, “Identity and Loyalty Conflict” with 15 references reveals a deeper dilemma—the pull of expectations coming from two directions, formal institutions on one side, and traditional communities on the other. Indigenous Papuan civil servants often stand at the crossroads between bureaucratic professionalism and values embedded

in their cultural identity, facing pressure to meet expectations from both often opposing worlds.

Meanwhile, “Contextual Relevance of Programs”, recording 14 references, highlights sharp criticism toward competency development models considered insufficiently grounded. Uniformly applied national programs often fail to capture Southwest Papua’s local realities, raising the need for policy design more adaptive to unique regional challenges.

For Non-Indigenous Papuan civil servants, emerging themes reflect different dynamics, though still within the same spectrum. “Performance Standards and Merit System”, with 16 references, becomes the dominant theme, affirming the urgency of implementing systems based on objectivity and professionalism. For Non-Indigenous Papuan civil servants, the challenge lies in finding balance between national standards and contextual needs in the field.

Meanwhile, “Program Implementation Challenges” with 15 references, speaks about difficulties in policy operationalization—technical barriers, administrative limitations, and lack of flexibility in program implementation in regions with varying characteristics.

While “Capacity and Infrastructure Disparities” recording 13 references, reveals an undeniable reality: the persistent striking gaps in facilities and development resources between regions. This inequality becomes a barrier to the birth of a truly inclusive and equal bureaucratic system.

Overall, both Indigenous and Non-Indigenous Papuan civil servants face similar challenges: how to design more contextual approaches that can bridge local diversity while maintaining high professional standards. The slight differences in reference numbers for each theme reflect multidimensional complexity that cannot be simplified into a single policy, but requires a more holistic strategy.

The coding consistency analysis (Table 4) shows a high level of agreement among informants—an indication that these issues aren’t merely individual perceptions, but a reality felt by many parties within Southwest Papua’s bureaucratic system.

TABLE 4: Coding Consistency Analysis.

Theme	Agreement (%)	Kappa Coefficient	Consistency Level
Structural Misalignment	92.5%	0.87	Very High
Adaptive Capacity Gaps	88.3%	0.81	High
Professional Identity Dualism	85.7%	0.78	High

Source (Author,2025)

In this dynamic landscape, the level of agreement among informants presents a clear picture of three main themes emerging in the analysis of civil servant competencies in Southwest Papua. Quantitative data is not merely meaningless numbers, but a reflection of realities experienced in the field—a reality tightly interwoven with bureaucratic structures, individual capacities, and professional identity tensions.

On the theme of Structural Mismatch, the agreement level reaches 92.5%, with a Kappa coefficient of 0.87, placing it in the “Very High” category. This is a strong signal that almost all informants are on the same frequency regarding how structural inequality has become a major barrier in civil servant competency development. This mismatch appears not only in regulations that don’t align with local needs, but also in policy schemes often disconnected from realities in Southwest Papua. The further from policy centers, the greater the challenges faced.

The second theme, Adaptive Capacity Gap, records an agreement level of 88.3% with a Kappa coefficient of 0.81, falling into the “High” category. This figure shows that despite variations in informant experiences and perceptions, they still agree that civil servants’ adaptive capacity in Southwest Papua cannot be generalized. There are those who can adapt quickly to changes, but also those who lag behind, trapped in limited access to resources and training. Digital literacy, ability to absorb new policies, and openness to innovation become factors shaping this gap.

Meanwhile, Professional Identity Dualism records an agreement level of 85.7% with a Kappa coefficient of 0.78, also categorized as “High”. This theme reveals deeper complexity—not just about policies or skills, but about identity. For Indigenous Papuan civil servants, being part of the state bureaucracy means undergoing continuous negotiation between modern professionalism and deeply rooted traditional values. There are expectations from the system, and also demands from the community. They walk between two worlds that often don’t always align.

3.2.4. Coding Density Analysis

Coding density analysis based on informant type revealed important patterns as shown in the following figure.

Based on Figure 6, When we explore Structural Mismatch, the graph shows that policymakers occupy the highest score. This is a sign that program designers at the central level are well aware of the gap between policies they design and realities

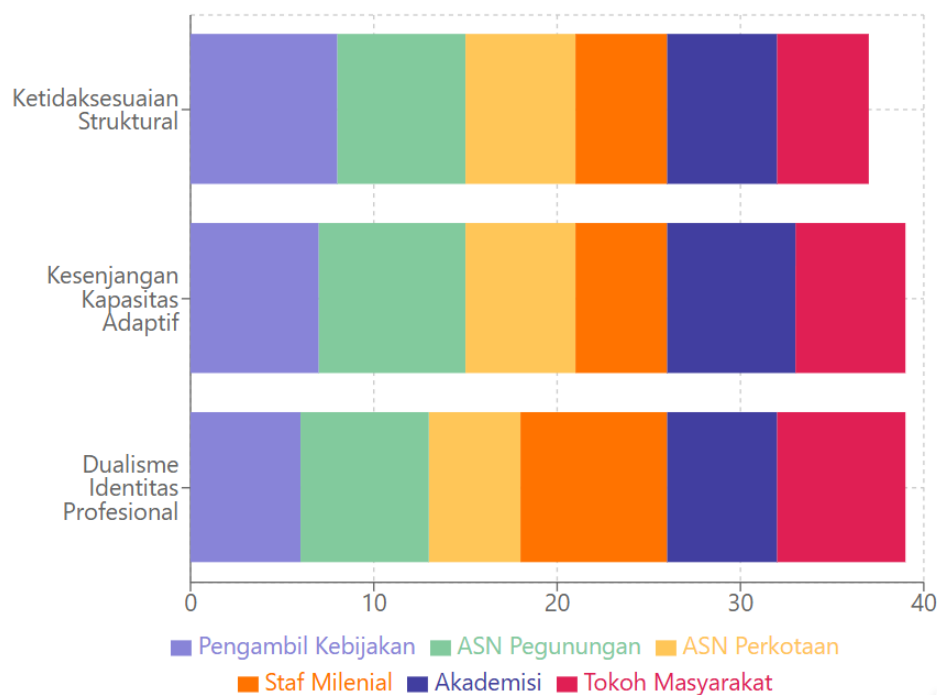


Figure 6: Theme coding density.

occurring in the field. However, awareness alone is not enough. There's a challenge in crafting policies that are not merely administrative, but also contextual—that understand how Southwest Papua's reality differs from other regions in Indonesia.

For Adaptive Capacity Gap, the highest voice comes from civil servants in mountainous regions. This isn't surprising. In extreme geographical landscapes, where access to training and technology is often hindered by difficult terrain and limited infrastructure, civil servants in these areas must struggle harder to adapt. While digital transformation has become mainstream in big cities, in Southwest Papua's mountains, this remains a separate struggle.

Meanwhile, Professional Identity Dualism records the highest score among millennial staff. This is where the tension between two worlds occurs so vividly. These young civil servants stand at the crossroads between system demands requiring professionalism based on national standards and expectations from communities still rooted in local cultural values. They must be able to maneuver between two often colliding identities, negotiating with themselves about how far they can be part of modern bureaucracy without losing their identity as part of indigenous communities.

3.2.5. Framing Comparison of OAP and non-OAP

The differences in framing between OAP and non-OAP ASN have important implications for strategy development

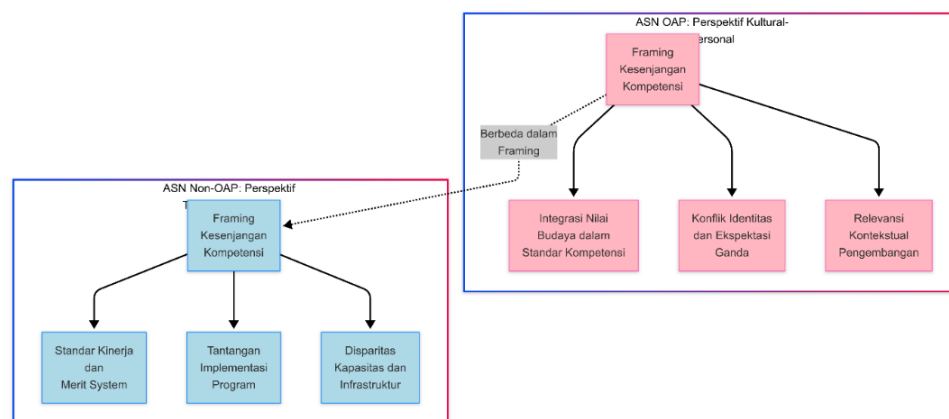


Figure 7: Framing Comparison of OAP and non-OAP.

Figure 7 is not just a schema about civil servant competency gaps, but more than that, it is a map of understanding that illustrates fundamental differences in how Indigenous Papuan (OAP) and Non-Indigenous Papuan civil servants interpret their competencies in bureaucracy. Here, we don't just see categories, but also how experiences, values, and expectations shape different perspectives toward the same challenges.

On the left side, Non-Indigenous Papuan civil servants place competency in a more technocratic frame. There are three main pillars supporting how they view the gap: Performance Standards and Merit System, Program Implementation Challenges, and Capacity and Infrastructure Disparities. This is a perspective rooted in a system demanding objectivity, efficiency, and uniformity in civil servant governance. They talk about rules that must be followed, about how existing systems still face technical and administrative constraints, and how resource distribution becomes an important factor in competency equalization.

However, on the right side, Indigenous Papuan civil servants present a different perspective, more personal and cultural. Framing Competency Gaps for them isn't just about systems, but also about identity and existence in bureaucracy that often doesn't align with values they uphold. Three main aspects emerge from this perspective: Integration of Cultural Values in Competency Standards, Identity Conflicts and Dual Expectations, and Contextual Relevance of Development. This isn't just about how they must meet national competency standards, but also how they can maintain their cultural roots in a system that often feels foreign.

The connecting line in the middle, labeled “Different in Framing”, becomes an important marker that these two civil servant groups indeed face the same reality, but with different lenses. For Non-Indigenous Papuans, competency gaps are about systems that need fixing. For Indigenous Papuans, this is about how they navigate bureaucracy without losing identity.

This image, in its essence, speaks about two worlds running side by side in bureaucracy, with challenges that cannot be resolved with just a single approach. There is a need to understand that competency isn’t just about numbers and standards, but also about people and values they bring in carrying out their duties as civil servants.

3.3. Relationship Between Themes

The analysis of the relationship between themes reveals the gap in ASN competency in Southwest Papua

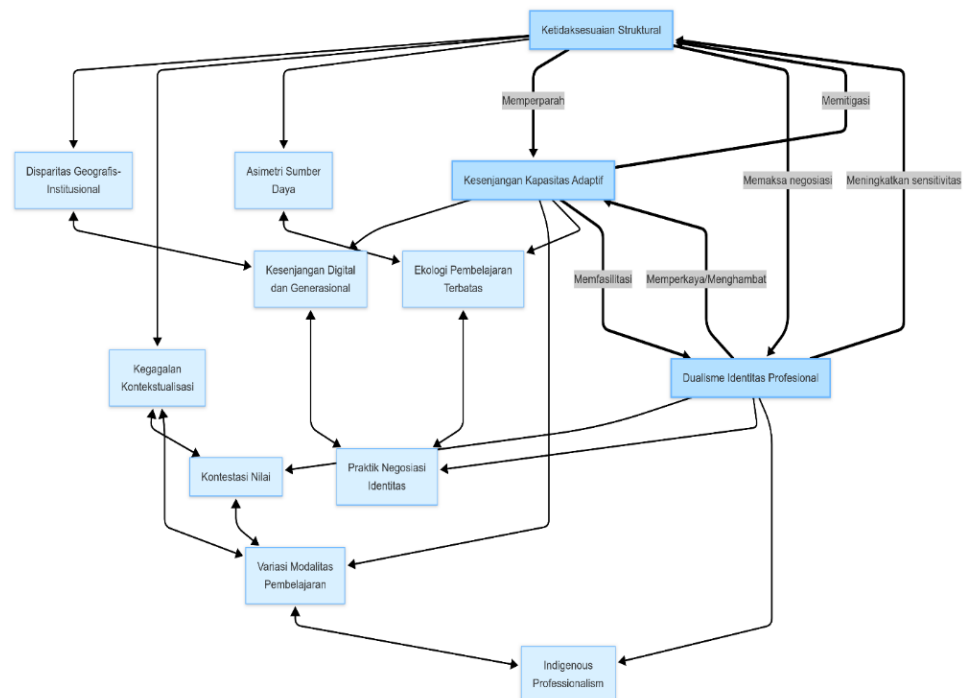


Figure 8: Relationship Between Themes.

Figure 8 is a visual narrative of how bureaucratic reality in Southwest Papua shapes the civil servant competency ecosystem. Like a winding river, this diagram shows how three main dimensions—Structural Mismatch, Adaptive Capacity Gap, and Professional Identity Dualism—intertwine, creating challenges that are not simple in civil servant development.

At the top, Structural Mismatch becomes a kind of starting point triggering various problems below it. Geographic and institutional disparities, resource imbalances, and failures in contextualizing policies become recurring factors. Like an increasingly tangled net, this condition worsens the Adaptive Capacity Gap, which in practice manifests as digital divides, learning ecology limitations, and unreadiness in responding to change.

However, something deeper exists here: Professional Identity Dualism. This isn't merely about technical competence, but also about how civil servants in Southwest Papua face clashes between modern professionalism and local values they hold. Identity negotiation practices become a middle path, while on the other side, the phenomenon of Indigenous Professionalism emerges—a concept where civil servants don't just adapt to national standards, but also create new standards more relevant to local culture and conditions.

This diagram reflects bureaucratic complexity that cannot be resolved with technocratic interventions alone. It demands deeper understanding, more humanistic approaches, and more contextual policies. Because, amid all these challenges, there's a reality that cannot be ignored: civil servants in Southwest Papua don't just work as bureaucrats, but also as identity guardians, bridges between systems and communities, and actors continuously seeking balance between rules and social realities they face every day.

3.4. Comparative Perspective Analysis

Table 5 shows a comparison of how different categories of informants discuss the main themes as outlined in the following table.

4. Discussion

4.1. Conceptual Model of Competency Gap

Based on thematic analysis, a conceptual model was developed that explains the competency gap of ASN in Southwest Papua (Figure 9).

In the government bureaucratic environment, a civil servant often experiences anxiety after participating in a competency improvement management training program. Despite having completed the training program, ASN finds significant difficulty in applying the theoretical knowledge gained when returning to their actual work environment. This

TABLE 5: Framework Matrix.

Informant Category	Structural Mismatch	Adaptive Capacity Disparity	Professional Identity Dualism
Policy Makers	Geographical and infrastructure constraints of Southwest Papua not considered in national programmes	Capacity gap between urban and remote civil servants	Challenges accommodating cultural values within the merit system
Indigenous Highland Civil Servants	Competency development programmes irrelevant in remote areas	Adaptability more important than technical expertise	Conflict between bureaucratic demands and indigenous community expectations
Non-Indigenous Urban Civil Servants	Excessive standardisation impedes programme adaptation	Adaptive capacity related to openness to change	Difficulty communicating policies in local contexts
Millennial Indigenous Staff	Policies insufficiently accommodating innovation and creativity	Lack of role models and mentoring opportunities	Dilemma between preserving cultural identity and modern professionalism

Source (Author,2025)

phenomenon is not an isolated case. The competency gap in the public sector is like an iceberg: appearing small on the surface but hiding complexity beneath. There are three main factors contributing to this discrepancy. First, structural misalignment. Bureaucratic systems often move more slowly compared to changing needs in the field. Training curricula may be well-designed, but if the structure remains rigid and unable to adapt, the results will not be optimal. Second, adaptive capacity gap. Not all individuals can adjust to changing times. Some adapt quickly to new technologies and regulations, while others remain fixated on old methods. The result? Polarization of capacity among employees—some racing forward while others are still busy understanding basic rules. Third, professional identity dualism. A civil servant works not only as a policy executor but must also be an innovator in their field. The problem is that not everyone gets the opportunity or encouragement to develop a balanced professional identity. Some are too technocratic, while others are busy carrying out administrative tasks without room for reflection.

From these three factors emerge various manifestations in the field. Training programs are often ineffective because they don't truly address employees' real needs. Capacity polarization sharpens, where those able to develop leave behind those who lag. Consequently, variation in service quality occurs, depending on who provides

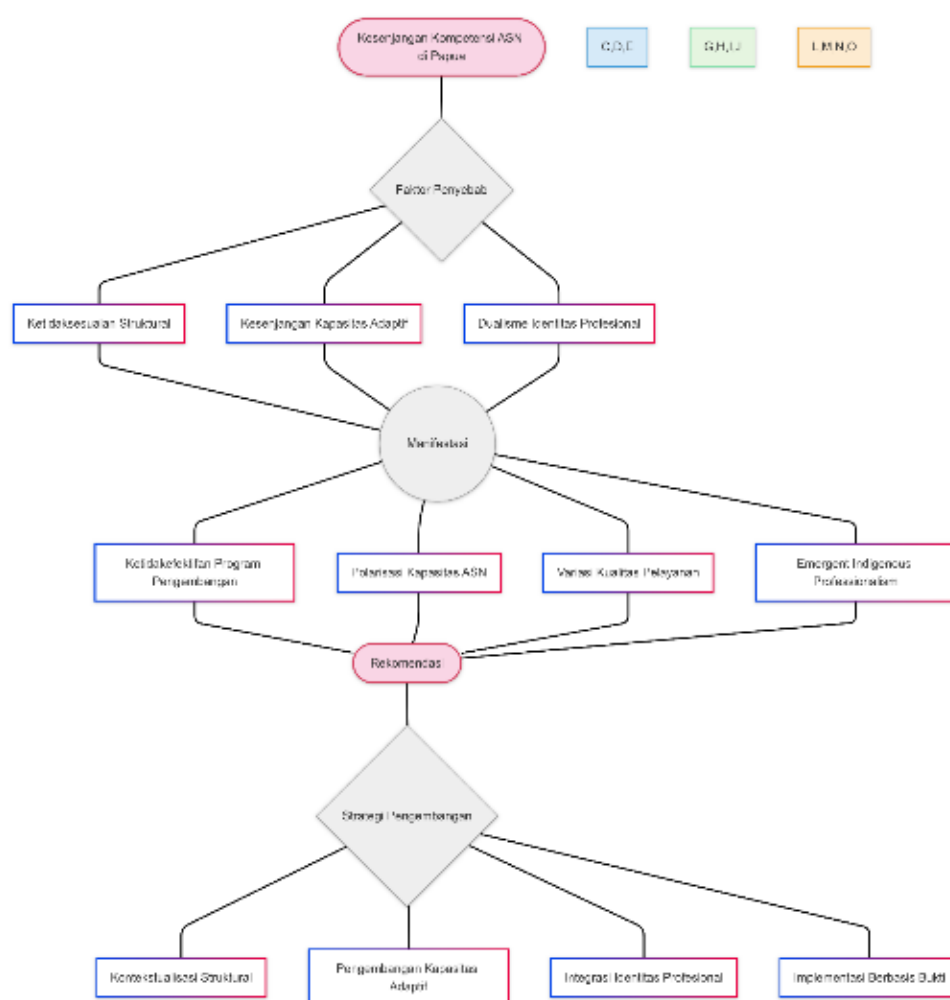


Figure 9: Conceptual Model of Competency Gap.

service and where. Interestingly, this condition also gives rise to emergent indigenous professionalism—employees who create their own innovations without waiting for regulations, utilizing available resources with local approaches.

So, what's the solution? There are no shortcuts, but four strategies can be pursued:

1. Flexibility in training design. Don't be rigid. Training must adapt to employees' specific needs and institutional contexts.
2. Strengthening adaptive learning culture. Civil servants must be encouraged to continue learning, not just relying on formal training but also independent exploration.
3. Promoting cross-generational mentoring. Seniors can share experiences, while younger employees can bring new perspectives, especially in technology utilization.

4. Accommodating local innovation. Don't extinguish individual initiatives seeking solutions in the field. Rather, this courage to adapt needs support.

Ultimately, bridging the competency gap isn't merely a technical matter. It's about building an ecosystem where each individual has space to develop, not just being a cog in the bureaucratic machine. Because in an ever-changing world, the only truly important competency is the ability to continuously learn and adapt.

4.2. Southwest Papua Civil Servants and Competency Challenges: National Standards vs. Local Reality

Based on the theme development, an integrated theme that connects the three main themes was identified (Figure 10).

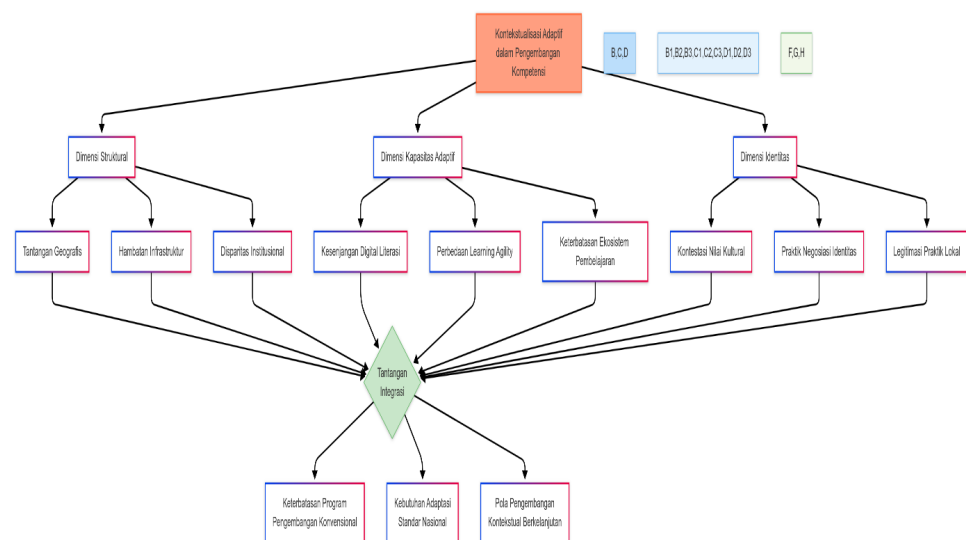


Figure 10: Integration of theme.

Imagine a civil servant in the interior of Southwest Papua sitting in front of their laptop. On screen, a training module discusses efficient public service management, but outside, the internet signal fluctuates, electricity occasionally fails, and the road to the office is often flooded with mud. In their mind, one question lingers: *“How can national standards be applied here without considering our conditions?”*

This is the reality of the competency gap among civil servants in Southwest Papua. It's not just about insufficient training, but because the approaches often ignore local context. National standardization is important, but if applied without adaptation, it becomes merely difficult-to-implement rules. What's needed is adaptive contextualization—an

approach that views competency not just as a series of technical skills, but as something living, evolving, and bound to the socio-cultural environment where civil servants work.

There are three main elements in this adaptive competency development model.

1. **Structural Flexibility** Training systems must be agile, not rigidly following a one-size-fits-all pattern. Training policies and infrastructure must respond to Southwest Papua's realities—limited access, social diversity, and geographical challenges. If in Jakarta training can be conducted online with stable connections, in Southwest Papua community-based approaches might be more effective.
2. **Strengthening Adaptive Capacity** The competency gap isn't just about lack of knowledge or skills, but also about the ability to adapt. Civil servants in Southwest Papua need problem-solving skills that enable them to face specific challenges in their respective regions, not just memorizing policy theories.
3. **Identity Integration** Being a civil servant in Southwest Papua is not the same as being one in major cities. There are cultural values embedded in how they work, how they interact with communities, and how they understand bureaucracy. Rather than imposing a uniform competency model, a more effective approach is accommodating indigenous professionalism—professionalism growing from within, based on local wisdom, and remaining relevant within the state administration system.

These three elements don't stand alone. They interconnect, creating dynamics that explain why competency gaps occur and how to address them. Ultimately, developing civil servants in Southwest Papua isn't just about enhancing individual capacity, but also building an ecosystem that allows them to develop according to existing realities. Because competency isn't just about what's taught, but about how someone can be empowered in their own context.

Analysis of the relationships between themes reveals complex interactions that explain the dynamics of competency gaps.

This Figure 11 reminds us of how civil servant competencies in Southwest Papua stand at a crossroads. On one side, there are rigid national standards; on the other, local realities that often go unaccommodated. As an analogy, it's like trying to wear a uniform with a size predetermined from the center, forgetting that everyone's physique differs.

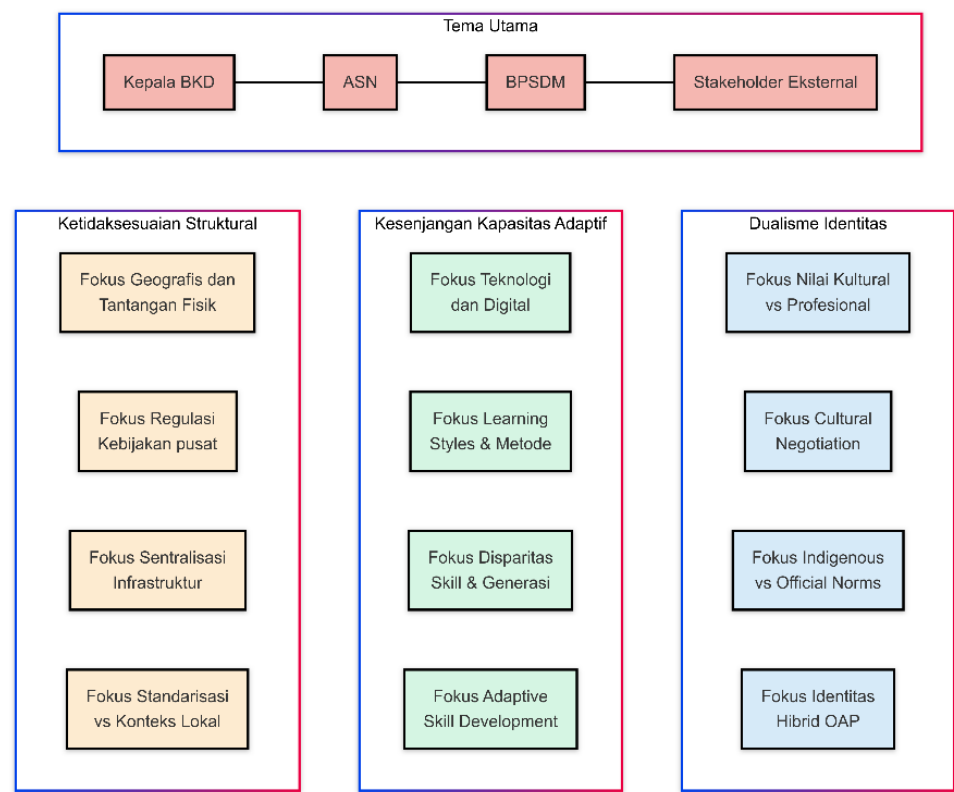


Figure 11: Maintenance Focus.

The three columns in this image illustrate the root problems causing the competency gap.

In the first column, Structural Mismatch, we see how bureaucratic system designs often disconnect from conditions in Southwest Papua. Central policy regulations, infrastructure centralization, and approaches emphasizing national standardization over local context create barriers that make civil servants in Southwest Papua struggle harder to adapt. Severe geographical challenges further complicate the situation, as if systems designed in Jakarta forgot to consider hilly roads and villages accessible only by boat.

In the middle is Adaptive Capacity Gap, depicting how technology, learning methods, and generational gaps play roles in shaping civil servant competencies. Not all civil servants have equal access to digital technology, learning styles differ, and the skills gap between generations becomes more pronounced. More crucially, adaptive competence—the ability to adjust to change—hasn’t become a main focus in many civil servant development programs. Yet, in dynamic environments, this ability is far more important than merely memorizing rules.

The last column addresses Identity Dualism, a unique reality faced by Papuan civil servants. They exist between long-held cultural values and modern professionalism

demands. Cultural negotiation becomes inevitable as they must adapt to official bureaucratic norms without losing their identity as part of indigenous communities. The hybrid identity of Indigenous Papuans emerges as a solution but still needs space to develop within a bureaucratic system that tends to remain rigid.

This image isn't just a conceptual scheme but a mirror of realities faced by Papuan civil servants. It reminds us that building competence isn't merely about teaching new skills, but also understanding the context, challenges, and identities of those implementing them. Because competence not rooted in reality is merely theory that evaporates into thin air.

4.3. Papuan Civil Servants and Competency Dynamics: Five Propositions to Bridge the Gap

In developing competencies for civil servants in Southwest Papua, there's one awareness that must be understood: theories formulated in conference rooms may not necessarily fit when applied directly in Southwest Papua. Too often we see central policies designed with a uniform approach, without considering the realities in regions with unique geographical, social, and institutional challenges. Therefore, there are five propositions that can serve as guidelines in bridging this gap.

1. Contextualization or Total Failure

The effectiveness of competency development for Papuan civil servants is largely determined by how well the program can adapt to actual field conditions. It's not enough to rely solely on training modules used throughout Indonesia. Southwest Papua has a challenging geographical landscape, distinctive social structures, and institutional dynamics that cannot be equated with other regions.

Contextual Proposition: The effectiveness of civil servant competency development in Southwest Papua depends on the level of program contextualization to the region's geographical, socio-cultural, and institutional realities.

2. Adaptive Capacity is Key

In an ever-changing environment, employees who rely only on technical competencies will quickly fall behind. In Southwest Papua, what's needed isn't just administrative knowledge or managerial skills, but the ability to adapt to situations that aren't always

ideal. Civil servants who can think creatively in facing infrastructure limitations or managing services in remote areas will be far more effective than those who only adhere to manuals.

Adaptive Capacity Proposition: Developing adaptive capacity, not just technical competence, becomes a key factor in overcoming civil servant performance gaps in challenging contexts like Southwest Papua.

3. Integrated Identity, Improved Performance

Southwest Papuan civil servants aren't just bureaucrats; they're part of the communities where they work. Those who can harmonize professional identity and local culture tend to have higher effectiveness in public service. When cultural values are respected within the bureaucratic system, rather than seen as obstacles, civil servants will more easily carry out their duties with full responsibility.

Integrative Identity Proposition: Civil servants who successfully integrate professional and cultural identities demonstrate higher effectiveness in the context of public service in Southwest Papua.

4. Hybrid Transformation: National Standards Meet Local Innovation

The most effective approach isn't choosing between national standards or local approaches, but combining both. There are best practices in the national bureaucratic system that can be adapted, but innovation based on local wisdom must also be given space. With this approach, competency development can be more contextual without losing national policy direction.

Hybrid Transformation Proposition: Effective competency development strategies in Southwest Papua need to adopt a hybrid approach that integrates national standards with local innovation and traditional wisdom.

5. Structure-Identity Mismatch: Factors That Must Be Bridged

Behind the competency gaps of Papuan civil servants, there's a tension between rigid bureaucratic systems and local identity realities. Many civil servants stand at a crossroads: on one hand, they must adapt to centralized rules, but on the other hand, they cannot detach from their community values. This is what makes adaptive capacity a determining factor. Civil servants who can navigate this mismatch with flexibility will more easily perform their roles effectively.

Structural-Cultural Mediation Proposition: The competency gap of civil servants in Southwest Papua is mediated by the interaction between structural mismatches and professional identity dualism, with adaptive capacity as a moderating variable.

These five propositions aren't just theories on paper, but reflections of real conditions. If we want to see Papuan civil servants develop, then we must see them not only as state apparatus but as individuals living in a unique system, with challenges and potential that cannot be equated with other regions. Because true competency isn't just about mastering theory, but also about how one can apply it in the real world.

4.4. Answering Papua's Challenges: The Long Road of Civil Servant Competency Development

In Southwest Papua's land, where mountains tower and the sea stretches wide, civil servant competency development isn't merely a matter of training and modules sent from the center. It's about understanding reality, accepting differences, and building from existing foundations—not imposing models created in distant places, without knowing how Papuan people live and work. Thus, there are several paths that can be taken.

1. Adjusting Structure, Not Forcing Rules

An overly centralized system is a shackle. In Southwest Papua, these shackles must be loosened so those who understand their own land can determine the best path.

- Southwest Papua Human Resources Development Agency Autonomy → Let Southwest Papua determine the best way to develop its civil servants. Not everything should submit to Jakarta's mindset.
- Collaborative Mechanisms → Competency standards must be built together. Between center and regions, not from top to bottom.
- Contextual Assessment → Don't evaluate Southwest Papua's civil servants with standards made for employees in big cities. Test them in more grounded ways, closer to reality.

2. National Competencies Meet Local Wisdom

Policies from the center sometimes come like storms, devastating already established systems in regions. Yet, Southwest Papua has its own way.

- National Standards Review → What works for Java may not work for Southwest Papua. There must be courage to review standards that have been imposed.

- Southwest Papua-Specific Competency Standards → Build standards born from real needs, not just policy documents.
- Adaptive Evaluation → Don't judge. Evaluation should see diversity of methods, not just results.

3. Infrastructure That Supports, Not Hinders

Speaking of Papua means speaking of vast distances and difficult access. Civil servants who want to develop need bridges to the outside world, not just dreams of change.

- Learning Centers in Remote Areas → Don't centralize everything in cities. Remote villages need access to education and training too.
- Realistic Technology Solutions → Internet can't always be relied upon, so training must be able to run without depending on stable connections.
- Budgets That Understand the Terrain → Don't calculate competency development costs in Southwest Papua with big city logic. Travel to remote areas is expensive, and budgets must accommodate that.

4. Learning Is Not Just Memorizing, But Surviving and Adapting

Southwest Papua continues to change. Civil servants who survive are those who can read changes and adapt.

- Gradual Digital Literacy Programs → Not all civil servants can immediately master technology. Some need assistance, others can learn on their own. Give them options.
- Cross-Generational Mentoring → The old have experience, the young have energy. This combination must be maintained, not separated.
- Reflection-Based Education → Not just knowledge transfer, but learning from real experiences.

5. Accepting Papua As Papua

Southwest Papua's civil servants aren't just government employees. They are part of their community, their land, their history. Don't force them to become something they're not.

- Integration of Local Wisdom in Curriculum → Education and training must respect existing ways of life, not replace them with something foreign.
- Traditional Leaders as Mentors → Good civil servants are those who learn from elders, not just from training instructors.
- Documentation of Papuan Professional Practices → Let them create their own systems, and recognize that as a valid standard.

6. Recognizing Hybrid Identity, Not Forcing Uniformity

Southwest Papua's civil servants live in two worlds: the traditional world and the bureaucratic world. They must navigate both.

- Cultural Intelligence Programs → Understanding culture isn't just theory, but part of professional competence.
- Intercultural Dialogue → Don't let differences become chasms. Papuan and non-Papuan civil servants must learn to work together, not suspect each other.
- Hybrid Civil Servant Model → Let them be civil servants in their own way—loyal to their duties, but also loyal to their culture.

7. Gradual Implementation, Not Just Short-Term Projects

No change is instant. If you want to see Southwest Papua's civil servants develop, these strategies must be implemented with patience and perseverance.

- Pilot Projects in Specific Institutions → Try first in several places. Learn, improve, then expand.
- Participatory Evaluation → Don't let only the center assess. Let those who run the system have a say.
- Documentation and Replication → What succeeds must be recorded. What fails must be studied. Don't let this project become merely a report without real results.

Southwest Papua has its own path. Civil servants working in this land cannot be seen only as part of the national bureaucratic system, but also as part of a unique community. Building their competence isn't just about training, but understanding who they are, how they work, and what they truly need.

If there are still those who think that national standards are the only way, then they must come to Southwest Papua. Walk on muddy roads. Sit in village halls. Listen to

stories of employees in distant districts. Only then can they talk about strategy, not just copying policies from other places. Because, in Southwest Papua's land, policies that don't understand the root problems will only be passing winds.

5. Conclusion

In Southwest Papua's land, the competency gap among civil servants isn't merely about lack of training or misalignment with national standards. It's about rigid structures, individuals struggling to adapt, and identities at stake in every decision made. This is where bureaucratic systems meet reality, where theories about personnel development are tested by vast terrain, difficult access, and living cultures. The old approach—sending modules from the center, establishing uniform standards, and treating all civil servants the same—is clearly insufficient. What's needed is Adaptive Contextualization, a perspective that understands competency isn't something imposed from above, but something that grows from within. This model stands on three pillars: flexibility in rules, strengthening adaptive capacity, and respect for identity. From these findings, we learn that building civil servants in Southwest Papua isn't just about training, but developing strategies grounded in reality. Not just about fixing systems, but also recognizing the humans within them. Because an employee isn't just a bureaucrat, but part of a community, of history, and of the land where they stand.

However, this journey isn't finished. Many questions still need answers. How do Southwest Papua's civil servants develop over time? Do current strategies truly deliver long-term impact? How can contextual competency models be applied in other regions with similar characteristics? Future studies must dare to trace these changes, dig deeper, and hear voices of those who have been working in silence. We need research that is longer, deeper, and closer to reality—not just statistical calculations in reports, but real stories from those living within this system. Because, ultimately, good civil servants aren't just those who understand rules, but those able to survive and develop within existing realities. And Southwest Papua, with all its challenges, has taught us that competency isn't only shaped by training, but by the courage to adapt without losing identity.

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