

# Public Servant Professionalism: Study in Malang Regency Government

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## ABSTRACT

This study aims to conduct a study on the professionalism of the Malang Regency Government Apparatus in the context of implementing the policy of measuring the professionalism index of the State Civil Service (ASN). The research method used is a qualitative method with the research instrument is the researcher himself and data collection through questionnaires, interviews, documentation and observation of all ASN in Malang Regency. Data analysis techniques in this study use analysis in accordance with the theory of Miles, Huberman and Saldana (2014), namely analyzing data in three steps: data condensation, presenting data (display data), and drawing conclusions or verification (conclusion drawing and verification). The professionalism of this government apparatus includes qualifications, competence, performance and discipline. The results showed that the professionalism of government officials, seen from the aspect of the four indicators, in general, can be said to be still high, namely reaching an index value of 80 which is influenced by the understanding of the organization's vision and mission, authority and responsibility in the organizational structure, leadership and awarding which are not in line with the objectives. organization. That means that there are still 20% who are not yet professional because of the factors of qualification, competence, performance and minimal discipline. These things need serious attention to determine the achievement of organizational goals.

**Keywords:** Apparatus; Professionalism; State

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## 1. INTRODUCTION

Global competition demands that every country be able to adapt to it, the most important factor in the adaptation process for the progress of the country is Human Resources (HR), especially the human resources of state managers. In Indonesia, the State Civil Apparatus or ASN is a very important component in managing the country, therefore a professional ASN is needed in the government bureaucracy or in public service organizations.

In 2018 the Government of Indonesia issued a Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia Number 38 of 2018 concerning the Measurement of the Professionalism Index for State Civil Servants with the consideration that ASN professionalism is the key to the success of ASN in carrying out its function as implementer of public policy, public servants, and adhesives and unifying the nation. Professionalism indicators can be seen from four indicators, namely suitability of qualifications, level of performance, competence, and discipline of ASN employees in carrying out their duties.

The Civil Service and Human Resources Development Agency (BKPSDM) of Malang Regency is a government organization that is responsible for measuring the ASN professionalism index based on the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia Number 38 of 2018 concerning Measurement of the Professionalism Index of State Civil Servants based on the Agency Regulations State Personnel of the Republic of Indonesia Number 8 of 2019 concerning Guidelines for Procedures and Implementation of Measuring the Professionalism Index of State Civil Servants.

## 2. LITERATURE REVIEW

### Public Policy

There are many definitions of public policy according to experts. According to Parker, "public policy is a particular area or area of government actions as the subject of a comparative and critical study, which includes, among other things, the various actions and principles that exist and carefully analyze possible cause and effect relationships in a context. certain thinking disciplines such as economics, science and politics." (Wahab, 2011).

The definition of public policy according to Sadhana (2012), which argues that "public policy is a product of interaction between policy actors who directly or indirectly influence or are influenced by public policies. The interaction among the many policy actors is in understanding the problematic situation in society and in formulating appropriate public actions to address public problems."

The meaning of public policy that the author considers unique is the opinion of Edwards and Sharkansky, which the author considers unique is the opinion of Edwards and Sharkansky, that "public policy is what the government says and does or does not do... it is the goals or objectives of the programs. ... implementation of intentions and regulations." (Wahab, 2011).

From the definitions above, it can be said that public policy is an act or legal product that is carried out or produced by the Government to overcome various problems faced by the public or society. These goals and objectives are planned to be achieved through the implementation of various programs stated in the regulations." In the context of this research, the legal product or policy in question is Joint Decree of the Minister of Home Affairs Number 119/2813 / SJ and the Minister of Finance Number 117/ KMK.07/ 2020 concerning the Acceleration of Adjustments to the Regional Budget for the 2020 Fiscal Year in the Context of Handling Covid-19 and Safeguarding Public Purchasing Power and the National Economy.

### Public Policy Implementation

Van Meter and Van Horn in Kridawati Sadhana (2012) define public policy implementation as: "Actions taken by public organizations aimed at achieving the goals set out in previous decisions. These actions include efforts to convert decisions into operational actions within a certain period of time as well as in order to continue efforts to achieve the major and minor changes created by policy decisions".

Another understanding of the implementation of public policy was conveyed by Tachjan, that: Public policy implementation is a process of administrative activities carried out after the policy is stipulated/ approved. This activity lies between policy formulation and policy evaluation. Policy implementation contains top-down logic, which means reducing / interpreting alternatives that are still abstract or macro into concrete or micro alternatives. Meanwhile, the policy formulation contains bottom-up logic, in the sense that this process begins with mapping public needs or accommodating environmental demands, followed by finding and selecting alternative solutions, then it is proposed to be determined." (Tachjan, 2006). Van Meter and Van Horn (1975) as quoted by Leo Agustino (2008: 139), argue that: "The definition of public policy implementation is the actions taken by individuals or officials or government and private groups that are directed at achieving the goals outlined in policy decisions".

In principle, the implementation of public policy is an effort in the form of actions by government organizations in implementing provisions to achieve state goals. In the context of this research, the Malang City Government as the implementer must be able to make adjustments to the APBD carefully and quickly to overcome Covid-19 according to applicable policies.

### Factors that influence the implementation of public policies

The theory put forward by George Edwards III in Sadhana (2012) states that: "Implementation can be started from an abstract condition and a question about what are the conditions for successful policy implementation. According to Edwards III, there are four variables in public policy, namely Communications, Resources, attitudes and bureaucratic structures. The four factors above must be implemented simultaneously because one another has close relationship. The aim is to increase understanding of policy implementation. Simplification of meaning by breaking down (derived) through the implementation explanation into the principle components. Policy implementation is a dynamic process which includes the interaction of many factors. Sub-categories of basic factors are presented so that the effect on implementation can be seen. George Edward III in emphasizing that the main problem of public administration is lack of attention to implementation. He said, without effective implementation the decision of policymakers will not be carried out successfully. Edward suggests paying attention to four main issues in order for effective policy implementation, namely communication, resources, disposition or attitudes, and bureaucratic structures. "

Furthermore, George Edwards III in Sadhana (2012), also said that: "Communication is concerned with how policies are communicated to the organization and / or the public, the availability of resources to implement policies, the attitudes and responsiveness of the parties involved, and how the organizational structure of implementing the policies. Resources with regard to the availability of supporting resources, especially human resources. This is related to the ability of public policy implementers to carry out policies effectively. Disposition regarding the willingness of the implementers to carry out the public policy, capability alone is not sufficient, without willingness and commitment to implement the policy. The bureaucratic structure relates to the suitability of the bureaucratic organization that organizes public policy implementation.

### **Professionalism of the Public Servant**

Efforts to realize good-governance and clean-government, including the implementation of public services, require fundamental elements, including the professionalism of actors and administrators of government and public services. Ignoring the elements of professionalism in carrying out the duties and functions of government organizations will have an impact on the decline in the quality of government administration and public services. Professionalism here is more aimed at the ability of the apparatus to provide good, fair, and inclusive services and not just a match of expertise with the place of assignment. So that the apparatus is required to have the ability and expertise to understand and translate the aspirations and needs of the community into activities and service programs.

Article 1 paragraph (5) Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia Number 38 of 2018 concerning Measurement of the Professionalism Index of State Civil Servants defines Professionalism as the quality of professional members towards their profession as well as the degree of knowledge and expertise they have to carry out their duties.

The term professionalism comes from the word *professio*, in English *professio* has the following meaning: A vocation or occupation requiring advanced training in some liberal art or science and usually involving mental rather than manual work, as teaching, engineering, writing, etc. (Webster Dictionary, 1960: 1163) (a job or position that requires in-depth training in either the arts or science and usually prioritizes mental abilities over physical abilities, such as teaching, mechanical science, writing, etc.). From the word *professional* gives birth to the meaning of professional quality, status, etc. which comprehensively has the meaning of certain jobs occupied by people who also have certain abilities (Pamudji, 1985).

Likewise, what was said by Korten & Alfonso (1981) in Tjokrowinoto (1996: 178), what is meant by professionalism is "fitness (fitness) between the abilities possessed by the bureaucracy (bureaucratic-competence) with task requirements. plan, coordinate and carry out their functions efficiently, innovatively, flexibly, and have a high work ethic".

According to this opinion, the ability of the apparatus is more defined as the ability to see the opportunities that exist for economic growth, the ability to take necessary steps with reference to the mission to be achieved and the ability to increase the ability of society to grow and develop with their own strength efficiently. make innovations that are not tied to administrative procedures, are flexible, and have a high work ethic.

Another view like Siagian (2000: 163) states that what is meant by professionalism is "reliability in the execution of tasks so that they are carried out with high quality, on time, carefully, and with procedures that are easy to understand and follow by customers".

The establishment of a professional apparatus according to the above opinion requires specific knowledge and skills that are formed through education and training as an updating instrument. With the special knowledge and skills possessed by the apparatus, enabling the fulfillment of a match between the ability of the apparatus and the needs of the task is a prerequisite for the formation of a professional apparatus. This means that the skills and abilities of the apparatus reflect the direction and goals an organization wants to achieve. If an organization strives to provide excellent public services, the organization bases its professionalism on the goals it wants to achieve.

In the view of Tjokrowinoto (1996: 191) it is explained that what is meant by professionalism is the ability to carry out tasks and carry out high quality public services, on time, and with simple procedures. The formation of capabilities and expertise must also be followed by climate change in a bureaucratic world that tends to be rigid and inflexible.

It is an urgent need for the apparatus to work professionally and be able to respond to global developments and the aspirations of society by prioritizing service values that are responsive, innovative, effective, and referring to the vision and values of the organization. As stated by Ancok (1999), what is meant by professionalism is: "the ability to adapt to a rapidly changing environment and carry out its duties and functions by referring to the vision and values of the organization (control by vision and values)".

The ability to adapt according to this opinion is the answer to global dynamics that are growing and developing rapidly. The rapid advancement of technology is one of the global dynamics that makes the bureaucracy must adapt immediately if it does not want to be outdated and backward in terms of capability. Adaptability is the answer to uncertain global dynamics so that in carrying out their duties, the apparatus is no longer rigidly bound to instructions-and technical-implementation but bound to what the organization wants to achieve (organization mission). The flexibility of the apparatus in carrying out their duties and being result-oriented and the vision the organization wants to achieve is a positive step to leave behind rigid and reactive ways of working.

The effort to find a new paradigm in increasing the professionalism of the officials related to the achievement of organizational goals is not an easy task, so the ability of the apparatus to adapt to the phenomena that occurs is the answer to these problems. The importance of the apparatus' ability to adapt to changes in the external and internal environment of the organization is used as a benchmark in seeing bureaucratic professionalism. According to Ancok (1999), the measurement of professionalism is described as follows: Adaptability, ability to adapt to global phenomena and national phenomena.

According to Siagian (2000) the factors that hinder the creation of a professional apparatus, among others, are due to the fact that the professionalism of the apparatus often collides with the absence of a conducive climate in the world of bureaucracy to respond to people's aspirations and the absence of leaders' willingness to empower subordinates.

This opinion believes that the public bureaucratic work system which is based on operational guidelines and technical guidelines makes the apparatus unresponsive and also because the leader does not play a role as a guide (catalyst) and empowerment for subordinates. According to Tjokrowinotono (1996) states that professionalism is not only sufficiently shaped and influenced by expertise and knowledge so that officials can carry out their duties and functions effectively and efficiently, but also influenced by bureaucratic-philosophy, values, structures, and work procedures in the bureaucracy.

To create a professional apparatus, it requires the political will of the government to make major changes in the public bureaucratic organization so that it can work professionally and responsively to the aspirations and needs of the public. These changes include changes in the organization's philosophy or perspective in achieving goals, starting with formulating the vision and mission the organization wants to achieve and carry out, building a flat and less hierarchical structure and work procedures that are not too tied to formal rules. According to Solihin (2007), the concrete manifestation of competence can be seen from the assessment efforts of the principles of professionalism and needs and evaluations carried out on the level of capability and professionalism of existing human resources, and from efforts to improve or enhance the quality of human resources.

Indicator minimal to measure professionalism is high performance; obey the principle; creative and innovative; have qualifications in their field. Meanwhile, indicator support tools are competency standards in accordance with their function; professional code of ethics; a clear reward and punishment system; human resource development system (HR); and standard performance indicators.

### **3. METHODS**

This study uses a qualitative research approach, which is the approach used in this research in order to study and reveal research problems in depth, detail and accurately. "Qualitative research is descriptive research and tends to use analysis with an inductive approach. In qualitative research, researchers have the freedom to determine the steps in the research process (not tied to the original plan)" (Jamaluddin, 2015). This study seeks to explain the level of professionalism of ASM Malang Regency, based on facts or problems that appear to be studied in depth, interpreted and analyzed qualitatively to obtain conclusions that will be expressed or described clearly and in detail.

There are several methods or data collection techniques such as interviews, observation and documentation. The three techniques the writer uses in this study,(Hamidi, 2004). The informants in this study are officials who have an important role and are responsible for compiling the RS RBA. Waluyo Jati Kraksaan Probolinggo. Data were analyzed using several steps according to the theory of Miles et al. (2014), namely analyzing data in the following steps: data collection, data condensation, presenting data (display data), and drawing conclusions or verification (conclusion drawing and verification). Data condensation refers to the process of selecting, focusing, simplifying, abstracting, and transforming data.

### **4. RESULTS AND DISCUSSION**

### **ASN Professionalism Measurement Scheme**

According to national policies, the criteria for measuring the professionalism level of ASN are measured through four dimensions and each dimension includes the weight of the description and indicators as an integral part of the ASN professionalism standard. The ASN professionalism index measurement scheme is made as follows:

The Qualification Dimension has a value weight of 25% (twenty five percent), with the indicators for each dimension having the following weighting: (1) A score of 25% (twenty five percent) for civil servants who obtain / have a Bachelor's degree (S1); (2) A score of 20% (twenty percent) for civil servants who obtain/ have a Strata Two (S2) education; (3) A score of 15% (fifteen percent) for civil servants who have obtained/ had a Bachelor's Degree (SI)/Diploma Four (D4); (4) A score of 10% (ten percent) for civil servants who obtain/ have a Diploma Three education (D3); (5) A score of 5% (five percent) for civil servants who obtain/ have Diploma Two (D2) / Diploma One (D1) / SLTA / equivalent education; and (6) A score of 1% (one percent) for civil servants who obtain / have education below high school.

The Competency Dimension has an assessment weight of 40% (forty percent), consisting of the following indicators: (1) Measurement instruments in leadership training and assessment weight are as follows: (a) A weighted value of 15 (fifteen) for civil servants who hold high leadership positions, administrators and supervisors who have attended leadership education and training in accordance with the position occupied. (b) A score of 0 (zero) for civil servants who hold high leadership positions, administrators and supervisors who have not attended leadership education and training in accordance with the position occupied; (2) Measurement instruments in the functional training and assessment weight are as follows: (a) A score of 15 (fifteen) for civil servants who occupy functional positions and have attended functional education and training in accordance with the positions occupied. (b) A weighted score of 0 (zero) for civil servants who occupy functional positions and have not attended functional education and training in accordance with the position occupied. (3) The measuring instrument in the Technical training is weighted as follows: (a) A value weight of 15 (fifteen) for civil servants who occupy positions of high leadership, administrators, supervisors and functions who have attended technical education and training for a minimum of 20 academic hours (JP) which supports the duties and functions of their positions; (b) A score of 0 (zero) for civil servants who hold positions of high leadership, administrators, supervisors and functions who have not attended technical education and training at least 20 JP who support their duties and functions; (c) A score of 22.5 (twenty two point five) for civil servants who hold executive positions who have attended technical education and training at least 20 JP who have supported their positions in the last 1 (one) year; (d) Obot value of 0 (zero) for those who occupy executive positions who have not attended technical education and training at least 20 JP who have supported their duties in the last 1 (one) year. (3) Measurement instruments at seminars / workshops / courses / internships / the like, the weight of the assessment is as follows: (a) A weighted value of 10 (fifteen) for civil servants who occupy positions of high leadership, administrators, supervisors and functions who have attended seminars/ workshops/courses /apprenticeship / the like according to their position in the last 2 (two) years; (b) A weighted value of 0 (zero) for civil servants who occupy positions of high leadership, administrators, supervisors and functionalities who have not attended seminars/ workshops/ courses/ apprenticeships/ the like in accordance with their positions in the last 2 (two) years; (c) A weighted value of 17.5 (seventeen point five) for civil servants who hold executive positions who have attended seminars/ workshops/ courses/ apprenticeships/ the like according to their position in the last 2 (two) years; (d) A score of 0 (zero) for civil servants who occupy executive positions who have not attended a seminar/ workshop/ course/ apprenticeship/ similar in accordance with their position in the last 2 (two) years. Participation in seminars/ workshops/ courses/ apprenticeships/ the like is evidenced by certificates/ assignments, and the like.

The Performance Dimension has an assessment weight of 40% (forty percent). The performance appraisal is calculated within the last 1 (one) year, with the following indicators: (1) A weighted value of 30% (thirty percent) for civil servants with performance scores ranging from 91 (ninety one) to 100 (one hundred) with very good criteria; (2) A weighted score of 25% (twenty five percent) for civil servants who have a performance score of 76 (seventy six) to 90 (ninety) with good criteria; (3) A weighted value of 15% (fifteen percent) for civil servants who have a performance score of between 61 (sixty one) to 75 (seventy five) with sufficient criteria; d weighted value of 5% (five percent) for civil servants who have a performance value between 51 (fifty one) to 60 (sixty) with moderate criteria; and a weighted value of 1% (one percent) for civil servants who have a performance score of 50 (fifty) and below with a poor criterion.

The Discipline Dimension has an assessment weight of 5% (five percent) consisting of the following indicators: (1) A score of 5% (five percent) for civil servants who have a history of never being subject to disciplinary action; (2) A score of 3% (three percent) for civil servants who have a history of being sentenced to mild disciplinary sentences; (3) A score of 2% (two percent) for civil servants who have a

history of being sentenced to moderate disciplinary sentences; and (4) The score is 1% (one percent) for civil servants who have a history of being sentenced to severe disciplinary action.

### **ASN Professional Level Category**

Based on the above standards and schemes, as well as certain statistical calculations, it can be seen that the ASN professional level category is made in the range of scores/values as follows: (a) 91-100: Very high; (b) 81-90: High; (c) 71-80: Moderate; (d) 61-70: Low; (d) <60: Very low.

### **ASN Professional Level Measurement Results**

Based on the report on the measurement results of the State Civil Service Professionalism Index in 2019, nationally it is in the low category, where the central government reaches an index value of 69.5 while the Regional Government reaches an index value of 61.5. Among them are Ministries achieving an index value of 68.2, Institutions 70.7, Provincial Governments of 64.9 and District/City Governments achieving the lowest index value of 61.3.

Data from the measurement of the Professionalism Index for State Civil Servants in Malang Regency Government in 2019 only reached an index value of 65.5 (low category). This data illustrates that the professionalism of the State Civil Apparatus in Malang Regency Government is still low. This means that the Malang Regency Government makes various efforts to optimize the professionalism of the apparatus so that the professionalism index value can increase in the following year.

Based on the results of these measurements, the following can be described: (1) The ASN Professionalism Index (IP ASN) measurement in 2019 has been carried out by all Regional Apparatus in the Malang Regency Government and the measurement data has been submitted to the Personnel and Human Resources Development Agency. (2) Data on the measurement of IP ASN from all Regional Apparatus are then processed statistically to obtain the average value of the IP ASN dimension based on 4 (four) categories, namely gender, level of position, level of education, and type of position. (3) Data processing was carried out on IP ASN data from 6,025 civil servants as stated in the IP ASN calculation target in the Malang Regency Medium Term Development Plan (RPJMD) document. (4) The results of the IP ASN data processing are presented as attached and uploaded in the application for calculating the IP ASN BKN through the website [www.ip-iasn.bkn.go.id](http://www.ip-iasn.bkn.go.id) before the deadline for collection to the National Personnel Agency. (5) The results of data processing (as attached) show that on average, the IP ASN of Malang Regency is 66 and it is in the low category. The results of the IP ASN measurement for each regional device show that: (a) 2 Regional Apparatus are in the Medium category; (b) 15 Regional Apparatus are in the low category; (c) 65 Regional Apparatus are in the very low category. (6) The lack of ASN IP scores in the Malang Regency Government is largely the result of the low ASN competency scores. ASN competencies are supported by training, technical guidance, seminars, or workshops attended by ASNs. For this reason, we will increase the training activities organized by the Malang District Personnel and Human Resources Development Agency and advise all Regional Heads of Apparatus to encourage and expand opportunities for all ASNs to take part in training, technical guidance, seminars, or workshops.

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