

# Public Servant Competency Development of National Capital (IKN) Buffer Regions as a Policy Approach in Indonesia

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## Abstract

Civil Servant (ASN) competency development in the buffer zone/partner regions of the Capital City of the Archipelago (IKN) has a high level of urgency to be immediately fulfilled so that the role of support for IKN can run optimally on the one hand and increase regional competitiveness on the other. From the results of data collection in the field (questionnaire distribution and in-depth-interview) as well as secondary data analysis on local governments directly adjacent to IKN, namely the Government of Balikpapan City, Samarinda City, Penajam Paser Utara Regency (PPU) and Kutai Kartanegara Regency (Kukar). There are several causes of problems related to ASN competency development in the IKN buffer/partner areas, namely 1) the lack of budget owned by the local government to meet competency development needs, 2) incompatibility of formal educational background with ASN positions, and 3) commitment of regional leaders who have not made competency development as one of the regional strategic programs. The general similarity of competency development models that are often practiced by all IKN buffer/partner regions are learning assignments in the education channel, training, technical guidance and seminars through classical competency development channels, webinar models for non-classical competency development, Community of Practice (CoP), and competency development through Benchmarking. From the review of the context of existing policy issues, there are four strategies to strengthen the competency development policy of ASN in IKN partner areas, namely (1) expansion of a more varied and low-cost competency development model; (2) prioritization of competency development policies for ASN in IKN partner areas; (3) completing the competency development planning documents of ASN in IKN partner areas; and (4) involvement of ministries / agencies for competency transfer in affirmative program for competency development of ASN in IKN partner areas.

**Keywords:** buffer zone, capital city, public servant, competency development

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## 1. Introduction

The seriousness of the Indonesian government in the effort to move the new state capital called the Capital City of the Archipelago (IKN) to East Kalimantan has finally been realized with the passing of Law No. 3 of 2022 concerning the State Capital. The President described IKN as the best city in the world with five characteristics, a symbol of national identity namely; smart, green, beautiful, & sustainable; a driver of economic equality in the eastern region; modern and international standards; and efficient and effective governance. Specifically on the creation of efficient and effective governance, the core of moving IKN to Kalimantan is the relocation of the center of government, which consists of the executive, legislative, and judiciary. Related to that, the transfer of IKN is inseparable from the transfer of the civil servants (ASN). In its development, the government paradigm applied in IKN leads to an effective and efficient smart government concept by utilizing opportunities for implementing bureaucratic reforms and supported by strengthening future government competencies (Appendix II of Law No. 3 of 2022).

Currently, there are five derivative regulations from the IKN Law, but none of them specifically discuss human resource management, especially ASN resources. It was also revealed by Nugroho (2022) that almost the entire discourse on the IKN relocation policy was dominated by plans for the physical development of the capital city and there was almost no room to discuss human resources. Whereas, ASN's management in the relocation of IKN is a strategic entry point for revamping overall governance. Moving IKN is renewing management through renewal of ASN arrangements. The demands on the quality of ASN in the new capital city in Indonesia is a strategic momentum for modernizing ASN talent.

Table 1. IKN Key Working Principles and Indicators

Design according to natural conditions	Unity in Diversity (Bhinneka Tunggal Ika)	Connected, Active, and Accessible	Low Carbon Emissions	Circular & Resilient	Safe & Affordable	Convenient & Efficient through Technology	Economic Opportunity for All
>75% of 356.000 Ha areas for green space	100% integration of all residents	80% of trips by public transportation or active mobility	Renewable energy capacity installation will fulfill 100% of IKN's energy needs	>10% of land 256,000 Ha available for food production needs	EIU's Top-10 Livable Cities in the world in 2045	Achieved a very high ranking in the E-Government Development Index (EGDI) by the UN	0% poverty in the IKN population in 2035
100% of residents can access recreational green spaces within 10 minutes	100% of citizens can access social services within 10 minutes	10 minutes to essential amenities and public transportation hubs	60% energy savings for in-building energy conservation	60% recycling of all waste generation by 2045	Settlements that have access to critical infrastructure	100% digital and ICT connectivity for all residents and businesses	GRDP per capita of high-income countries
100% green space replacement for each institutional, commercial, and residential high-rise building (Building >4 floors)	100% of public spaces are designed using universal, local wisdom, and inclusive principles	<50-minute express transit connection from KIPP to strategic airports by 2030	Net zero emission for IKN	100% of wastewater will be treated through the treatment system by 2035	Decent, safe, and affordable housing that meets the wasteful housing ratio	>75% Business Satisfaction with Digital Services rating	Indonesia's lowest regional Gini ratio in 2045

Source: National Development Planning Agency, 2022

The issue of human resources should not be underestimated. Mc Dougall and Maharaj (2011) in their research proved that there is a gap between the Australian capital and its suburbs. The study found the fact that human resources in the capital's buffer region have difficulties in social and economic activities. One of them is because the standard of human resources required by the national capital is considered very high, making it difficult to fulfill in the buffer region.

The specific characteristics for IKN are reflected in the principles and main work indicators of IKN as stated in Appendix II of Law Number 3 of 2022 concerning the National Capital City (Table 1). The characteristics of IKN can also be the basis for efforts to strengthen IKN buffer regions with various efforts to develop the competence of their ASN.

Judging from the description of the characteristics of IKN, a qualified ASN is needed to carry out their duties in the future. Therefore, strengthening the competence of ASN of the IKN buffer/partner local government needs to be included in the strategic planning scheme and become an important concern of the government in order to support governance in IKN later and have implications for increasing regional competitiveness and community welfare around IKN. The challenge of ASN competency development is the fulfillment of at least 20 hours of lesson in one year, as stated in Government Regulation No. 11/2017 concerning Civil Servant Management, article 203 section 4. However, the conditions in the IKN buffer / partner areas are still not fulfilled and are a problem. In another dimension, the existence of functional positions that support the development of regional flagships is also relatively limited, both in terms of quantity and quality.

To support IKN as an effective and efficient smart authoritative region, the ASN profile of the buffer zone of IKN is faced with a position to become a role-model for other local governments, so that competency improvement efforts are needed to harmonize the ASN profile of IKN and the characteristics of the progressive IKN. On the other hand, strengthening the ASN of the buffer zone also needs to consider regional development priorities based on its advantages. In this case, the fulfillment of general competency must be possessed by ASN in buffer areas as well as the needs of supporting flagship competencies absolutely need to be prepared. Therefore, researchers consider to conduct research related to the ASN development strategy of buffer/ partner regions for IKN in East Kalimantan

## 2. Literature Review

### 2.1 IKN Governance Characteristics

The relocation of IKN is a momentum for the implementation of effective, efficient and intelligent governance (smart governance) administration of the center of government as a support for achieving the vision of IKN as a World City for All. The implementation of smart governance in IKN is becoming increasingly relevant if it is associated with the development of information and communication technology (ICT) and digitalization, the massive level of internet penetration, and the emergence of the COVID-19 pandemic has changed the face and way of government work to digital flexibility and connectivity.

Specifically, the IKN master plan in the Appendix to Presidential Regulation No. 63 of 2022 states that there are at least three important elements that must be fulfilled in the implementation of smart governance, including (i) flexible and agile institutions and business processes of government organizations; (ii) public participation in government; and (iii) the use of ICT in encouraging participatory and collaborative governance. In this case, policy directions and strategies are needed that can become the basis for implementing smart governance in IKN. There are several strategies for implementing smart governance principles that can be applied at IKN, namely as follows:

- **Business Process Simplification and Strengthening Coordination**  
Simplification of business processes and strengthening coordination will be organized and accelerated through the transformation process of new ways of working that will be implemented in IKN. In this case, it is necessary to support digital governance, structuring business processes and performance accountability and supervision as outlined in the organization's implementation strategy.
- **Digital Government**  
Efforts to realize digital government will be carried out through the policy direction and strategy of the Electronic-Based Government System (SPBE). For optimal implementation in the future, several efforts will be made, including strengthening SPBE services and infrastructure through the establishment of a national SPBE architecture, establishing SPBE general applications, and initiating SPBE-based thematic public services. After the services and infrastructure are mature, SPBE development and smart governance implementation efforts will be carried out through a strategy of full implementation of SPBE-based public services nationally; utilization of big data and artificial intelligence in governance, and strengthening new digital-based ways of working.
- **ASN Management Arrangement**  
ASN management arrangement is carried out to strengthen the competence and professionalism of ASN that supports the central government in IKN, which is carried out through three main strategies, namely mapping and assessing the competence of ASN that will be transferred to IKN; development of ASN competencies related to smart governance; and fulfillment of ASN welfare.

### 2.2 ASN Profile of IKN Partner Region

Human Resources (HR) of the apparatus is one of the very strategic assets for the government in order to realize an accountable, clean government, and be able to provide excellent public services. To realize professional and competent human resources in accordance with organizational values, each State Civil Apparatus (ASN) needs to be managed and developed in order to be able to support the achievement of organizational tasks and high performance. Districts/municipalities in East Kalimantan Province that will later become IKN buffers/partners inevitably must immediately prepare their ASN both in terms of quality and quantity so not to be left behind by IKN.

Table 2. ASN Education Level in IKN Partner Areas in 2022

<b>Education Level</b>	<b>Samarinda</b>	<b>%</b>	<b>Balikpapan</b>	<b>%</b>	<b>Kukar</b>	<b>%</b>	<b>PPU</b>	<b>%</b>
<i>High school and below</i>	1.528	20,80%	1.078	23,12%	4.285	33,48%	531	14,67%
<i>Associate's Degree</i>	1.171	15,94%	782	16,77%	1.144	8,94%	762	21,05%
<i>Bachelor Degree</i>	4.164	56,68%	2.617	56,13%	6.648	51,94%	2.117	58,48%
<i>Master Degree</i>	475	6,47%	184	3,95%	713	5,57%	209	5,77%
<i>Doctoral Degree</i>	9	0,12%	1	0,02%	10	0,08%	1	0,03%
<b>TOTAL</b>	<b>7.347</b>	<b>100%</b>	<b>4.662</b>	<b>100%</b>	<b>12.800</b>	<b>100%</b>	<b>3.620</b>	<b>100%</b>

Source: Apparatus & HRD Agency of Kukar 2022; Apparatus & HRD Agency of Samarinda E-Report, 2022; Apparatus & HRD Agency of PPU, 2022; Apparatus & HRD Agency of Balikpapan, 2022.

Based on the staffing data of the IKN buffer/partner areas, it is known that Kutai Kartanegara Regency (Kukar) has the largest number of ASNs, followed by Samarinda City, Balikpapan City and PPU Regency. Kukar Regency is the largest Regency after East Kutai among the four IKN buffer/partner areas, of course this also has an impact on the amount of ASN in the region.

### *2.3 Management of ASN Competency Development in Buffer/Partner Regions of IKN*

At the Regional Government level, especially at the district/city level, the Human Resources Development Staffing Agency (BKPSDM) is a Regional Apparatus that has a role, function and is the leading sector in organizing ASN competency development. Balikpapan City, Samarinda City, and PPU Regency have a policy to centralize the budget for employee competency development in BKPSDM. Meanwhile, Kukar Regency has its own policy in terms of employee development, namely by allocating employee competency development budgets in each respective local government unit, so that employee development is not centralized in BKPSDM.

The financing policy for ASN competency development in Balikpapan City Government since 2017 has been centralized in BKPSDM. The centralization of financing activities is intended to facilitate the control of the proposed ASN competency development plan. As for the competency development mechanism, it is based on data analysis of training needs. Each year each local government unit will submit training needs to BKPSDM (Cooperatives, SME, and Industry Office, 2022; Trade Office, 2022). The PPU District Government also applies the same pattern as Balikpapan City Government, by centralizing the entire budget for employee development in BKPSDM. Besides being based on the Training Needs Analysis, competency development is also based on the results of employee assessment. The PPU District Government through BKPSDM has conducted assessments for administrator and supervisor officials. This is done to map the competency needs required by employees (BKPSDM Kab. PPU, 2022). However, currently the fulfillment of competency development funding is still limited to Leadership Training and some Technical Training which is the main priority (Culture and Tourism Office, 2022).

The pattern of financing and implementation of competency development for ASN in Samarinda City is carried out centrally at BKPSDM. However, each local government unit can still carry out competency development of their employees independently, in condition that the Technical Training/Competency Development that is followed is no more than 7 days. As for Training/Competency Development with a duration of more than 7 days, the submission mechanism must go through BKPSDM.

Unlike the 3 other IKN Buffer/Partner Regions, the competency development budget scheme for ASN of the Kukar Regency is not carried out centrally in BKPSDM. Each Local Government Unit of Kutai Kartanegara Regency has its own budget in developing the competence of its ASN. This has positive implications for the ease of the process of participating in competency development, because it does not need to go through BKPSDM. In addition, technical local government units are also more aware of the types of training needed. However, there is also a negative side, the control of the competency development budget for each local government units is more difficult to control, and this causes the implementation of functional/technical training and certification carried out by the local government units or followed personally by ASN to BKPSDM will not be reported regularly. Meanwhile, if competency development is carried out centrally at BKPSDM, it will take longer in the process of submitting ASN to participate in competency development, because it must go through BKPSDM, especially with the limited number of BKPSDM Kukar employees (BKPSDM Kukar Regency, 2022).

### *2.4 Analysis of ASN Competency Development Issues in the Buffer / Partner Regions of IKN*

The policy issued by the government is currently only intended for ASN Ministries/Institutions that will be transferred to IKN. Furthermore, when analyzing problems at the grassroots level starting at the stage of identifying the competency development needs of ASN buffer areas / IKN partners to the implementation of fulfilling competency development, the general result is that the competency development of ASN buffer areas / IKN partners is not optimal. In fact, the identification of competency needs that lead to the function of supporting IKN or supporting regional flagships has also not been carried out. To get a comprehensive picture, it is necessary to analyze the problems faced by each IKN buffer/partner region that cause the non-optimal development of ASN competencies in their area. From the results of extracting data in the field (distributing questionnaires and in-depth interviews) and analyzing secondary data, there are at least 8 (eight) causes of problems related to the development of ASN competencies in the IKN buffer/partner regions that are still not optimal.

The first problem is the lack of budget owned by local governments to meet the needs of employee competency development. When viewed from the budget allocation, almost all IKN partner / buffer regions, except for Samarinda City, have carried out the mandate of the Minister of Home Affairs Regulation concerning Guidelines for Preparing the Regional Revenue and Expenditure Budget. The competency development budget allocation for Samarinda City in 2021 is still below the standard, which is 0.12 percent of the total Regional Revenue and Expenditure Budget (APBD).

Although Balikpapan City, Penajam Paser Utara Regency and Kutai Kartanegara Regency have fulfilled the prerequisites of budget allocation for ASN competency development, we find that the budget is considered insufficient to fulfill the competency development needs for all employees (Culture and Tourism Office of PPU Regency, 2022; BKPSDM of Kukar Regency, 2022; BKPSDM of Balikpapan City, 2022). The reason for the lack of budget for development is due to the obligation to fulfill competency development of at least 20 lesson hours (BKPSDM of Kukar Regency, 2022). In addition, currently regions are also required to adjust the competence of functional positions resulting from equalization, where a maximum of two years after being appointed they must attend education and training and have the required certificate. This is as stated in Ministry of State Apparatus Empowerment and Bureaucratic Reforms Regulation Number 17 of 2021 concerning Equalization of Administrative Positions into Functional Positions.

The second problem is the mismatch of formal educational background with ASN positions. From the government agency performance report (LAKIP) of the BKPSDM of the IKN partner/ supporting regions, it is known that the placement of ASNs that are not in accordance with their competence is still common. In addition to the mismatch of educational backgrounds, ASN qualifications that are less supportive are also a problem in developing employee competencies. This condition can be seen from the ASN formal education level. For formal education, the educational background of ASN in the four partner/ buffer areas of IKN is dominated by Bachelor Degree (54%), meanwhile ASN with Master Degree education is still very minimal, which is an average of 5 percent in the four IKN partner/supporting regions. The existence of functional positions with a master's educational background is certainly expected to encourage the optimization of flagship potential management in each partner/ buffer area of IKN.

The causes of the lack of support for the ASN qualifications of the IKN partner/supporting regions include the limited number of universities in the IKN partner/supporting regions whose accreditation is in accordance with the requirements, as well as the lack of available majors (Balikpapan City Organization Section, 2022). Whereas currently the urgently needed competency by IKN partner/supporting regions are technical competencies, such as urban planning, planology, architecture, and industrial engineering (Samarinda City Organization Section, 2022; Samarinda City Cooperative, SME and Industry Office, 2022).

The third problem is related to the commitment of regional leaders. In interviews with several key informants in Samarinda City and PPU Regency, it was found that regional leaders had not yet made employee competency development as one of the regional strategic programs. In Samarinda City, the government's commitment can be seen from the percentage of budget allocation for employee competency development, which is still below that required by the government. In addition, of the four IKN partner regions, Samarinda City has the lowest ASN Professionalism Index score in 2021, which is 25.90. This condition shows that the government's commitment to improving employee competency management is still not optimal.

Furthermore, the fourth problem is that the Position Competency Standards (SKJ) have not been compiled thoroughly/not yet. The existence of SKJ is needed as a guideline in conducting ASN competency assessment, because it contains minimum competency requirements that must be possessed by ASN in carrying out their positions. Of the three IKN partner regions, only Penajam Paser Utara Regency does not yet have a SKJ, while Samarinda City, Balikpapan City and Kutai Kartanegara Regency already have it, but it is not yet comprehensive. The preparation of SKJ in the three regions is still mostly used for assessments for high-ranking officials, so that SKJ for administrative officials and functional officials have mostly not been prepared.

The fifth problem faced by the regions in competency development is related to ASN competency assessment which has not been carried out thoroughly. This problem is also related to the fourth problem. To conduct an assessment, of course, competency standards are needed as material for analyzing the gap between job requirements and ASN profiles. This is to find out whether the position holder has the competencies that match the requirements needed in the position or not. Currently, all IKN partner / buffer regions have conducted employee competency assessments. However, the competency assessment is mostly intended for administrative officials. Balikpapan City and Kutai Kartanegara Regency are regions that have conducted competency assessments for functional and executive positions, although not all of them. This is due to the limited facilities and assessors owned by the regions (BKPSDM Balikpapan City, 2022; BKPSDM Kukar Regency, 2022).

In addition to promotion and transfer, competency assessment is also needed in employee competency development as input for determining what type and model of competency will be given to employees. That way competency development mismatches such as those that occur in the regions, where there are employees who do not want to be developed because they feel they are not in accordance with the training that will be followed (Communication Office of Kutai Kartanegara Regency, 2022) can be minimized. Furthermore, from research findings, it can be said that so far, the IKN partner / buffer regions have not used the results of the assessments that have been carried out to map the potential and competence of ASN according to the demands of the needs in order to strengthen the role of the IKN partner / buffer regions.

The absence of a training needs analysis is the sixth problem faced by the IKN partner/supporting regions. Samarinda City and Penajam Paser Utara Regency currently do not have a training needs analysis. To see the

need for training, Samarinda City is still guided by the Position Analysis (Anjab), which is currently being revised due to the equalization of positions (Samarinda City Organization Section, 2022). Meanwhile, in Kutai Kartanegara Regency, from the results of interviews, it is known that the provision of training to employees is still carried out unevenly and incidentally.

Balikpapan City and Penajam Paser Utara Regency are IKN partners/supporters that currently have a training needs analysis and are used as the basis for training planning while taking into account the budget and regional priorities. BKPSDM of Balikpapan City recognizes that although currently not too focused, but later the competency development needs of employees will be directed to the development of IKN and the potential owned by the region (BKPSDM of Balikpapan City, 2022).

Then, the seventh problem is that the competency development model carried out by IKN partner regions is still not varied. In the National Institute of Public Administration Regulation No. 10 of 2018 concerning Competency Development for Civil Servants, it is stated that the form of ASN competency development consists of two types, namely classical and non-classical. Currently, most IKN partner/supporting local governments still rely on classical competency development and are considered the most effective competency development model (BKPSDM Balikpapan City, 2022; BKPSDM Kutai Kartanegara Regency, 2022; BKPSDM Penajam Paser Utara Regency, 2022; BKPSDM Samarinda City, 2022).

Balikpapan City is one of the IKN partner regions whose employee development model has begun to use non-classical models such as internships. Although it is not explained in detail, BKPSDM said that the ASN of Balikpapan City had interned at the central government such as the National Cyber and Crypto Agency and the Ministry of Information and Communication. However, the Balikpapan City Government has not taken advantage of the existence of large companies there to develop employees, especially to increase the potential for flagship management, either through in-house training programs or internships.

The eighth problem is employee rotation that is too fast. In this problem, local governments assume that employees who already have competencies according to their positions are often rotated to regional apparatus that are not in accordance with their competencies. So that these employees must re-develop competencies according to the duties and functions of their new positions, and the regional apparatus left behind must repeat to provide competency development for new employees. Rapid employee rotation within the Kutai Kartanegara Regency and Balikpapan City Governments is an obstacle encountered in the context of employee competency development (Communication Office of Kabupaten Kutai Kartanegara, 2022; Youth, Sport, and Tourism Office of Balikpapan City, 2022).

All causes of the problem of still not optimizing the development of ASN competencies in the buffer zone / IKN partners need to be addressed immediately with a comprehensive policy solution so that the negative implications for the region can be minimized. In addition, if these problems can be handled optimally, the buffer zone can support and strengthen IKN integrally.

### 3. Method

In order to capture the phenomena of the implementation and management of ASN competencies in the IKN buffer/partner areas, it is necessary to ask many questions to relevant informants, both at the central and regional levels. Quality information and data will be obtained and processed using a qualitative descriptive research approach. The focus of this study is on data collection efforts through stock-taking with library research and also data mining in the field (and or video conferencing). The use of qualitative research will begin with collecting as much data as possible from below about the focus of the study, then from the data formulated patterns, principles, relationships, and finally draw conclusions (Irawan, 2006).

In this research, literature study is conducted by collecting and studying secondary data sourced from books, journals, research results, proceedings, and other information that supports this research found in online media. Primary data collection was conducted by collecting data in the field at purposively selected locus through in-depth interviews with key informants, namely the Ministry of State Apparatus Empowerment and Bureaucratic Reforms, National Development Planning Agency (Bappenas), Ministry of Industry, Ministry of Trade, Ministry of Agriculture, Ministry of Home Affairs, IKN Authority Agency, and four selected locus, namely Balikpapan City, Samarinda City, Kutai Kartanegara Regency, and Penajam Paser Utara Regency.

### 4. Result and Discussion

#### 4.1 ASN Competency Needs of Supporting Regions/Partners of IKN

Competency development needs are competencies to support tasks, functions, strategic goals, and can improve organizational performance (Pulungan, 2022). The ASN Development Grand Design 2020-2024 also mentions the competencies needed in Indonesia, including critical thinking and problem solving; creative and innovative; communication; collaboration; information literacy; media literacy; and ICT literacy. Kruey & Genugten (2020) added seven competencies that must be possessed by government officials, namely cognitive competence (decision-making ability, insight, technical insight), integrity (anti-corruption, reliable, honest, thorough),

creativity (open-minded, flexible, assertive, initiative), getting the job done, communication, leadership (guiding, motivating, having a forward vision), and independent competency development.

In addition, this paper also maps the specific competency needs for ASN in the IKN buffer/partner areas. These competency needs are expressed or stated needs as well as future needs as an implication of the presence of IKN by ASNs in the IKN buffer/partner areas. Several types of competencies that have been mentioned by each key-informants at each locus will be grouped into managerial competencies, technical competencies, and sociocultural competencies. Managerial competencies expressed by each ASN in each locus as a consequence of the presence of IKN are competencies in performance planning, problem solving and collaboration, leadership, decision making, negotiation, communication, critical thinking, and strategic thinking. Although managerial in nature, these competencies are also needed for all ASNs in the IKN buffer / partner regions to continue to develop their competencies.

It can also be seen that the technical competencies needed by all IKN buffer / partner regions are related to foreign languages, IT (Technology and Information), asset management, policy analysis, and innovation. Utilization of Technology and Information is an important competency in order to answer the challenges of governance in the digital era to the current implementation of SPBE (Electronic-Based Government System). This has an impact on the demands for new skills and competencies from ASN to ensure that digital transformation can run properly. Vasilieva in Vasilieva et al, (2018) also identified that currently, every specialization that employees must have in supporting organizational success is a "digital" competency, this also applies to Civil Servants. Then, the ability to master foreign languages was also expressed by key informants in each of the IKN buffer/partner locus. Fulfillment of foreign language competence is considered very necessary for ASN in the IKN partner / buffer area considering the position of the area which is the main porch of IKN and the increasing intensity of visits by foreign partners as a result of the existence of IKN.

Furthermore, as an initial step to anticipate the presence of IKN, socio-cultural competence is also needed as a competency based on interaction with the community, ethnicity and culture, behavior, ethics, and moral values. Some of the socio-cultural competencies expressed by informants in each locus are hospitality, teamwork, adaptive, and mediation.

In the future, to prepare IKN buffer/partner areas, it is necessary to fulfill ASN competencies to be more professional, modern and adaptive. In addition to the general competency needs that must be met, it is also necessary to fulfill special competencies for local government unit's ASN in charge of the flagship sector. In Table 3, several specific competency needs have been mentioned based on the flagship sector of each IKN buffer/partner region. The competency mapping was carried out using a survey method and interviews with key informants, to obtain information on the competency needs needed to strengthen the capacity of ASN to be able to carry out their duties and functions optimally, so that in the future the Regional Government as a Partner / buffer of IKN can prepare to fulfill competency development according to regional needs.

Table 3. Mapping of Special Competencies and Supporting Competencies of IKN Buffer/Partner Areas

No.	Flagship Sector	Specialized Competencies	Technology and Information Support Competency Elements
1.	Tourism Sector	<ol style="list-style-type: none"> <li>1. Tourism object management</li> <li>2. Tourism promotion (digital and non-digital)</li> <li>3. Tourism object management</li> <li>4. Tourism development</li> <li>5. Social media content design</li> <li>6. Tourism event/performance management</li> <li>7. Technical competence of the tourism industry</li> <li>8. Information management and database management of regional culture and tourism destinations</li> <li>9. Empowerment/mentoring of Tourism Awareness Groups (Pokdarwis)</li> </ol>	<ol style="list-style-type: none"> <li>1. Journalism</li> <li>2. Publication</li> <li>3. Sectoral statistics</li> <li>4. Data visualization</li> <li>5. Big data analytics</li> <li>6. Hybrid mobile application</li> <li>7. Running linux operating system</li> <li>8. Operate the proxy</li> <li>9. Media management</li> </ol>
2.	Industry Sector	<ol style="list-style-type: none"> <li>1. Small and medium industry management</li> <li>2. Industrial technology</li> <li>3. Industrial energy and resource management</li> <li>4. Industry supervision</li> <li>5. Product standardization management</li> <li>6. Industrial quality management</li> <li>7. Supervision of cooperation business</li> <li>8. Product planning and design</li> </ol>	<ol style="list-style-type: none"> <li>10. Video editing</li> <li>11. Camera usage</li> <li>12. Computer and network competencies</li> <li>13. Data security system design</li> <li>14. Programming</li> </ol>

No.	Flagship Sector	Specialized Competencies	Technology and Information Support Competency Elements
3.	Trade Sector	<ol style="list-style-type: none"> <li>1. Trade facilities and infrastructure management</li> <li>2. Domestic trade management</li> <li>3. Market management</li> <li>4. Calibration technique</li> <li>5. Metrological</li> <li>6. Meter observation</li> <li>7. Description</li> <li>8. Trade analysis</li> </ol>	language
4.	Agriculture Sector	<ol style="list-style-type: none"> <li>1. Inclusive and collaborative agricultural services</li> <li>2. Development of participatory-based agricultural methodologies</li> <li>3. Farmer group empowerment</li> <li>4. Processing of agricultural materials</li> </ol>	

Source: Analysis Result, 2022

The issue of competency development is increasingly complex with the ability of ASN in the buffer zone / IKN partners to master IT which is still low. ASN's ability to work in ICT fields still shows weaknesses, especially on Kalimantan Island as a new IKN location compared to Java Island. This is also due to the absence of digital competencies in the national ASN competency framework. In the ICT Skills Level of ASN in the Kalimantan region who worked on ICT-related assignments in 2018, it is known that the level of office application skills obtained a score of 2.54, this value is below that in the Java region with a score of 2.73. Meanwhile, for Data Management Systems, Kalimantan scored 1.98, while Java scored 2.28 (National Development Planning Agency Exposure Material, 2022).

Therefore, it is necessary to determine special steps to reduce the ASN competency gap in Kalimantan. One of them is by implementing an affirmative policy. On that basis, the competence of information technology support elements is needed to support special competencies. For example, in supporting the special competencies of the trade sector, namely trade analysis, to facilitate analysis related to the trade sector, it will be more optimal to utilize Big Data Analytic. Then, related to the fulfillment of digital tourism promotion competencies, it will certainly require competencies related to technology and information, such as video editing, camera use and media management and publication. Fulfillment of competencies in the field of technology and information is carried out to maximize general and specific competencies for ASN partners / supporters of IKN.

In addition, the competence of information technology support elements is needed for each locus area to support the transformation towards digital public services in each locus of IKN buffer / partner areas and the achievement of smart city programs in IKN buffer / partner areas, such as digitization and online services, smart government, smart living, smart economy, smart society, and smart branding.

#### 4.2 Existing Model of ASN Competency Development

From the results of data collection in 4 (four) IKN partner locus, namely Balikpapan City Government, Samarinda City, Penajam Paser Utara Regency (PPU) and Kutai Kartanegara Regency (Kukar), each region has its ASN competency development models. The general similarity of competency development models that are often practiced by all IKN buffer/partner regions is learning assignments in the education channel; then the implementation of training models, technical guidance and seminars through classical competency development channels; and webinar models for non-classical competency development channels. On the other hand, it is also seen that the characteristics of competency development in the IKN buffer / partner regions are relatively the same. It means the resources, policies, implementation, evaluation of the competency development patterns carried out are relatively the same, and there are relatively no accelerated efforts to prepare themselves as part of IKN.

Overall, the competency development model that has been carried out by each IKN buffer / partner region tends to be carried out classically, such as training, technical guidance, courses, seminars, socialization, and workshops. Meanwhile, non-classical competency development models are mostly carried out through online webinars.

However, it is noted that only the Balikpapan City Government has conducted a competency development model through employee apprenticeship. BKPSDM of Balikpapan City said that the ASN of Balikpapan City Government had participated in apprenticeship programs at the National Cyber and Crypto Agency and the Ministry of Communication and Information. In the future, this apprenticeship process can be one of the alternative competency development models that can be chosen by the Balikpapan City Government in preparing itself to become a partner / buffer of IKN. The concept of employee apprenticeship was also conveyed by the



Kukar Regency Government, but in practice it has not yet been implemented (Tourism Office of Kukar Regency, 2022).

Furthermore, BKPSDM of Balikpapan City Government also started to develop non-classical competency development through Learning Management System (LMS) application. The facilities provided in the LMS include management of training/course participants, management of learning materials, management of learning process including management of learning evaluation and management of communication between learners and facilitators. In addition, ASN of Balikpapan City Government also makes use of virtual training and socialization through Zoom Meeting and YouTube. In fact, almost every day employees of the Trade Office of Balikpapan City Government must follow the Zoom Meeting because of the dynamic regulations governing trade, especially foreign trade.

Other competency development models such as Community of Practice have also been carried out by the Samarinda City Government. In developing the Community of Practice, BKPSDM Samarinda City has collaborated with the National Institute of Public Administration (NIPA) in 2022. Several knowledge sharing programs have been carried out offline or online, especially those related to the Functional Position of Policy Analyst.

Just as has been done by BKPSDM Samarinda City, competency development through community of practice has also been carried out by ASN in Kukar Regency. For example, what is done by Functional Position of Agricultural Extension Workers in Kukar Regency, namely by sharing knowledge by Functional Position of Agricultural Extension Workers who have attended Classical Training outside the area to fellow Functional Position of Agricultural Extension Workers in Kukar Regency. Not only among fellow Functional Position of Agricultural Extension Workers, Sharing knowledge is also carried out by presenting successful farmers, and also from academics (University). The activity is in one forum and is carried out approximately once a month (Agriculture and Livestock Office of Kukar Regency, 2022).

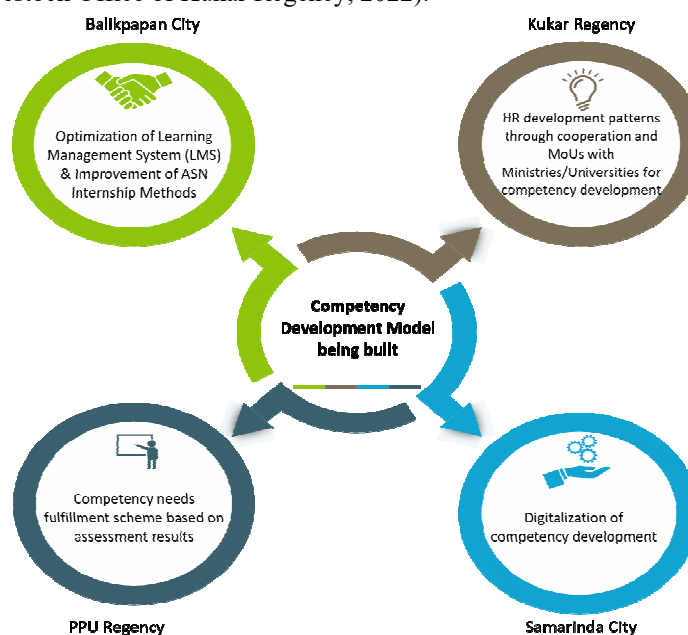


Figure 1. Competency Development Model Being Built  
 (Source: Analysis Result, 2022)

Furthermore, the competency development model through Benchmarking has also been carried out by PPU Regency, namely by conducting learning with agencies in the Central Government, one of which is with BKN (National Personnel Agency) related to employee management and assessment (BKPSDM, 2022). As for other competency development, mostly done classically. To save the existing budget, it is usually recommended that trainings attended by employees be held in one region of East Kalimantan Province, such as leadership training, for example BKPSDM collaborates with NIPA located in Samarinda City. In addition, BKPSDM also provides competency development to employees through online trainings (webinars) that are free of charge.

In addition to relying on existing employee competency development models, each locus region is also developing other competency development models. This is done to improve ASN competence quickly and precisely, so that ASN in the locus area can meet their competency development target. For example, BKPSDM of Balikpapan City Government is improving the learning management system program, which currently allows learning activities to be managed without direct face-to-face meetings between the committee, facilitators and participants. In addition, ASN of Balikpapan City Government also makes use of virtual training and

socialization through zoom media and YouTube. In addition to the LMS, BKPSDM is also in the process of optimizing the apprenticeship method. This apprenticeship process in the future is also one of the alternative competency development models that can be chosen by the Balikpapan City Government in preparing itself to become a partner / buffer of IKN. However, the Mayor of Balikpapan conveyed in the action plan for HR development of Balikpapan City Government Apparatus that regulations and standard operating procedures governing competency improvement through work practices and employee exchanges are needed.

Furthermore, the model developed by BKPSDM of the Samarinda City Government, which states that it is necessary to digitize ASN competency development. This was done in order to meet the development needs of the Samarinda City Government ASN. Through the digitalization of competency development, it is hoped that ASNs can increase their competence and knowledge through e-learning. The use of e-learning was chosen because it has ease of use (Samarinda City Government Organization Section, 2022).

Meanwhile, the BKPSDM of PPU District Government chose another approach in the competency development model that is being built, namely basing employee competency development on the results of the assessment. Currently, BKPSDM of PPU Regency has conducted assessments for administrator and supervisor officials. This is done to map the competency needs required by employees (BKPSDM PPU, 2022). The existence of a policy to conduct assessments at the Supervisory Position and Administrator Position levels can actually be a starting database for seeing competency gaps and then a competency needs fulfillment scheme will be built, along with the timeframe and budgeting plan properly and carefully every year.

Then for the competency development model being developed by the Kukar Regency Government is to collaborate with central agencies and universities. Activities that have been carried out are cooperation with the Ministry of Communication and Information in order to improve ASN's digital capabilities. This activity has also been emphasized through an MoU between the Kukar Regency and the Ministry of Communication and Information. In addition to the MoU with the Ministry of Communication and Information, the Kukar Regency has also made an MoU with the Samarinda National Polytechnic (Polnes) majoring in tourism. This is done as an effort to improve tourism human resources in Kukar Regency. There is a priority for ASNs of the tourism office who still have the last high school education to be able to attend formal education at Polnes (Kukar Tourism Office, 2022).

#### *4.3 Strategy for Strengthening ASN Competency Development Policies in the Buffer Region/ IKN Partners*

This study was conducted to find out the steps that can be taken related to strengthening the ASN competency development policy of the IKN buffer/partner regions. Based on the results of data mining, it is known that there are several models for developing the competence of ASN in the buffer regions/partners of IKN, such as Community of Practices, Comparative Benchmarking, and unpaid webinar training. Therefore, this study presents strategies for strengthening the ASN competency development policy for the buffer zone / IKN partners in the future involving Ministries / Institutions for Competency Transfer in the Framework of the ASN Buffer Competency Development Affirmation Program / IKN Partners.

This strategy fundamentally focuses on the attention of the Ministry / Institution in fulfilling the competencies of ASN of the buffer zone / IKN partners. The relocation of the IKN has spurred its buffer / partner regions to prepare themselves to develop their competencies to harmonize with the competencies possessed by ASN in the IKN regions. By prioritizing the progress of governance at the IKN center, of course this also needs to be "transferred" to the regional governments that are directly adjacent to IKN considering its position as the initial homepage and will become a role model for regional government management for other regions.

The management of the IKN buffer/partner areas is certainly different from other regions, so that affirmative policies need to be applied to the IKN buffer/partner areas because their strategic position directly adjacent to IKN, as well as the planned governance implementation patterns that are quite different from the existing conditions. In addition, the IKN buffer / partner areas also experience quite high pressure on the social, economic, cultural, environmental, local political, and public service scopes due to the presence of IKN. The conceptualization of affirmation policies can be understood as the implementation of different policies or treatments to encourage the achievement of equitable results (Sunaryo and Cicellia, 2015; Madekhan. 2020). Furthermore, Sunaryo (2015) also said that the implementation of affirmative action policy will provide the final result in the form of equalization and increased ASN capacity in the long term.

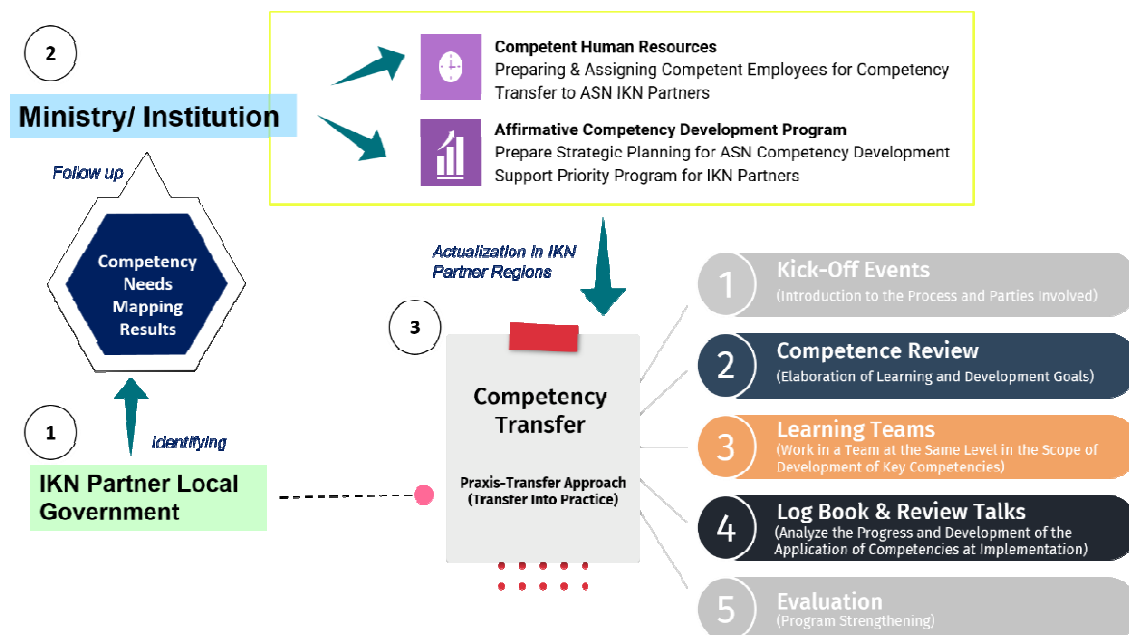


Figure 2. Fulfillment of ASN Competencies with a Praxis-transfer Approach  
 (Developed from Bach and Sulikova, 2019)

The results of identifying the competency needs required for ASN of the buffer zone / IKN Partners then need to be followed up by the relevant ministries / institutions by taking two strategic actions, namely (1) preparing competent employees to transfer competencies to ASN IKN Partners. Transfer of managerial competencies consisting of performance planning, problem solving and collaboration, leadership, decision making, negotiation, communication, critical thinking, and strategic thinking can be carried out by managerial (structural) officials in ministry/institution (such as NIPA, National Development Planning Agency, Ministry of State Apparatus Empowerment and Bureaucratic Reforms, and Ministry of Home Affairs). The managerial officials selected are young and potential, so that they have high enthusiasm and ability in the transformation process. Meanwhile, the transfer of technical competencies consisting of foreign languages, IT, asset management, policy analysis, innovation and creativity, and flagship according to regional excellence. Then socio-cultural competencies in the form of Hospitality, Teamwork, Adaptive, and Mediation, can be carried out by Functional Positions or executor position holders in ministry/institution, who have the technical capabilities in question well. These technical competency transformers are given prior briefings as facilitators so that they have good capacity in transforming their technical competencies needed by ASN buffers / IKN partners.

Ministries/institutions are always a reference/role model for local governments in terms of policy, performance, and competence. However, it does not rule out the possibility, the Ministry / Institution can also involve other Local Government employees who are considered capable of transferring competencies to ASN IKN Partners.

The next follow-up is (2) to include the fulfillment of the competency needs of the ASN of the IKN buffer / Partner area in the strategic planning of the affirmative competency development priority program which needs to be implemented immediately before IKN is fully operational. If this can be implemented, there is a guarantee of the implementation of affirmative competency development for ASN of IKN Partner / Buffer areas. To achieve this, collaboration with National Development Planning Agency, the Ministry of Finance, and other relevant ministries/institutions is needed.

The process of implementing competency transfer should be carried out in IKN partner areas using certain approaches, one of which is the Praxis-Transfer approach developed by Bach & Kring (2015). Praxis-Transfer is a needs-based competency development approach that facilitates the transfer of knowledge and skills from one situation/context to another as team members learn from each other.

In its application, there are 5 (five) stages of the competency transfer cycle through praxis-transfer, starting from (1) the kick-off stage (the stage of introducing the training process and strengthening the commitment of the Ministry / Institution and local government); (2) competence review (the stage of elaboration of competencies and targets to be developed so that learning priorities are obtained); (3) learning teams (participants work in teams on competency priorities to be developed, it is expected that participants are at the same level and represent four IKN partner regions); (4) log book & review talks (participants identify weaknesses (related to task competencies) based on performance log-books, to be able to analyze the progress and improvement of competency development carried out); and (5) evaluation (Ministries / Institutions and

staffing authorities in the regions evaluate the competency development process that has been carried out).

Competency transfer in the praxis-transfer approach requires all parties to play an active role. Each participant reports experiences, including problems, success stories and efforts that have been made, as well as sharing tips/success tips. Participants are also invited to think about solving problems and looking for handling strategies and risks, so that there is no bias/blind spot risk of problems that arise. Likewise, facilitators (Ministries/Institutions) must also actively share strategies and knowledge, so that an optimal competency transfer process can be carried out and have a lasting effect. The involvement of other development actors also needs to be considered to accelerate the improvement of partner ASN competencies. This involvement is both actively involved (private sector, academics, and others), as well as public expectations of government services, so that ASN competency development 'does not run alone' but really has an impact on development and community welfare.

## 5. Conclusion

Based on the analysis that has been carried out, it can be concluded that the development of ASN competencies in the buffer / partner regions of IKN has a high level of urgency to be fulfilled immediately so that the role of support for IKN can run optimally on the one hand and increase regional competitiveness on the other. The strategic position because it is directly adjacent to IKN has provided its own pressures and opportunities for buffer / partner regions to be able to present governance that also harmonizes with IKN governance.

For the central government, the policy choice to involve Ministries/Institutions for competency transfer in the frame of the ASN competency development affirmation program for IKN buffer/partners is a non-negotiable option. Competency transfer is expected to be better able to upgrade the competence of ASN buffer areas / IKN partners, compared to the scope of competency development carried out individually.

To support the implementation of this policy, the commitment of the central government to prepare regulatory tools that stipulate the relevant Ministries/Agencies to be involved in the affirmative competency development program for ASNs in the buffer zone/ IKN partners is needed in the context of continuity. In addition, Ministries/Institutions are also encouraged to immediately provide Massive Open Online Courses (MOOC) as a web-based (online) learning resource that can be accessed freely and openly by a large number of participants and at no cost, so that all ASNs (including buffer zones/ IKN partners) have various alternatives in developing their competencies.

Other support is from National Development Planning Agency, Ministry of State Apparatus Empowerment and Bureaucratic Reforms, the Ministry of Home Affairs, NIPA, and National Personnel Agency to oversee the priority program for affirmative competency development for ASN of the IKN buffer / partner regions. Monitoring and evaluation of the program needs to be carried out on an ongoing basis to accelerate efforts to increase the competence of ASN of the buffer zone / IKN partners. With a knowledge gap that is not wide between ASN IKN and its buffer zone, it is hoped that the vision of IKN can be supported by the role of ASN of the buffer zone / IKN partners. Thus, the hope of equalizing the quality of development as an implication of moving IKN is also felt positively by the buffer zones around IKN.

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