

# Competency-based training model for human resource management and development in public sector

I Prabawati<sup>1</sup>, Meirinawati<sup>1</sup>, T AOktariyanda<sup>1</sup>

<sup>1</sup>Departement of Public Administration, Faculty of Social and Law, Universitas Negeri Surabaya, JalanKetintang, Surabaya 60231, Indonesia

[indahprabawati@unesa.ac.id](mailto:indahprabawati@unesa.ac.id)

**Abstract.** Human Resources (HR) is a very important factor in an organization so that human resources are required to have the ability, skill or competence in order to be able to carry out the vision and mission of the organization. Competence includes a number of attributes attached to the individual which is a combination of knowledge, skills, and behaviors that can be used as a mean to improve performance. Concerned to the demands of human resources that should have the knowledge, skills or abilities, it is necessary to the development of human resources in public organizations. One form of human resource development is Competency-Based Training (CBT). CBT focuses on three issues, namely skills, competencies, and competency standard. There are 5 (five) strategies in the implementation of CBT, namely: organizational scanning, strategic planning, competency profiling, competency gap analysis, and competency development. Finally, through CBT the employees within the organization can reduce or eliminate the differences between existing performance with a potential performance that can improve the knowledge, expertise, and skills that are very supportive in achieving the vision and mission of the organization.

## 1. Introduction

The success of an organization in carrying out the vision and mission are determined by the results of the performance of its human resources. So it can be said Human Resources (HR) is a very important factor in the existence of an organization. Such Sulistyani's opinion [1] "HR is a central factor in an organization. Whatever the form and purpose, are made by various organizations for the benefit of human vision and the execution of its mission is managed and administered by humans". Then also according to Uslu [2] says that "Institutionalization and HR management, besides organizational outcomes, have direct positive effects on employees. Moreover, strategic HR management and tools have important tasks such as improving the effectiveness of social interaction and communication among employees". Realizing the importance of the role of HR in an organization, then HR is not only seen as a tool of management or instrument in achieving the goals of an organization. HR is an asset for an organization so that human resources are required to have the ability, skill or competence to be able to carry out the vision and mission of the organization.

The current understanding of the concept of competency and competence is very wide. It implies concepts such as ability, behavior, activity, or even complex of operations. These components should then be reflected in the above-average performance of a man in a certain area. Competencies are used in several areas of human resource management – individual selection, development, performance management and strategic planning as well [3].

Competence is the standard that must be owned by an employee in carrying out the work and function properly. Competence includes a number of attributes attached to the individual which is a combination of knowledge, skills, and behaviors that can be used as a means to improve performance.



Thus an employee who was about to perform a given task and work, not only are required to have knowledge, skill or ability but also still need other characteristics to be referred to as "competent" in context of the implementation of the work to be completed as well as possible [4].

Reality tells that low employee service performance due to the lack of motivation of employees to develop themselves customize to the developments taking place outside the organization [1]. Still according Sulistiyani that demand for education and training for employees based on the demands of the requirements that must be met by civil servants to rise to the level of a certain echelon, not based on the demands of the development of knowledge and skills of an employee. Another reality is that the human resources development program is not done properly and was impressed just spend the available budget. As a result, the enhancement of skills, knowledge, and abilities that have to be achieved become distorted [5]. Besides, an employee should fulfill the quality requirements demanded by a job so that job can be completed according to the desired size. The qualitative requirements such as ability, aptitude, skills, personality, attitude, and orientation [6].

Related to the demands that human resources should have the knowledge, skills or abilities, as a result the development of human resources is needed in both public and private organizations. Some cases occur in the development of human resources who want to absorb the benefits of human resource development training provided. This ineffectiveness is characterized by education and training held without adequately analyzing the needs of the organization, there is no follow-up, and there is no impact measurement [1]. Based on these conditions, the organization in carrying out the vision and mission needs repositioning the role of human resources through the development of its human resources. The alternative of human resources development which is meant is to put forward the concept and study of repositioning the role of human resources and the development of competency-based human resource [1]. According to Schuller and Jackson [1987] repositioning the role of HR transformation oriented capabilities demanding roles, ways of working, new ways of thinking and the role of HR [1]. One form of human resource development is Competency-Based Training (CBT).

Tovey [5] defines CBT a system of training which is geared towards specific outcomes. Further, is stated that CBT resulted in increase skill and performance in accordance with standard systems and work processes that predetermined.

## 2. Methodology

This article is based on literature studies. The literature study is a series of activities related to library data collection methods, reading and recording, as well as managing research materials. Literature studies conducted by the author is to search for various written sources, whether in the form of books, archives, magazines, articles, and journals, or documents relevant to the issues studied. So the information gained from literature study is used as a reference to strengthening the existing arguments.

## 3. Discussion

*3.1. Competence.* According to Purnamawati [7], human resource development pursued through three channels, namely: education, training, and career development in the workplace. In order to generate competent human resources, the education, especially education for employees in the public sector should be developed in accordance with existing standards of competence. When education and training take place, then there is the process of building and developing the cognitive, affective, and psychomotor, thus human resources become competent. Furthermore, they would simultaneously be the master of human resources knowledge, skills, attitudes as well as the demands of work in accordance with the required standard of competence agencies, in both public and private sectors.

In conducting its duties and functions of an employee, then competence is a requirement that must be met. According to Boyatiz [8], competence or ability is the basic nature of a person which are themselves related to the implementation of a work effectively or very successful (underlying characteristics of an individual which is causally related to criterion-referenced effective and or superior performance in a job or situation).

According to Spencer's [9] opinion that competence is defined as a character, attitude, and behavior, or the ability of workers to be relatively stable when faced with a situation in place to work, which is formed from the synergy between self-concept, internal motivation and capacity of contextual knowledge. Meanwhile, according to Covey, Roger, and Merrill, that competence includes some of the following: a) technical competence is the knowledge and expertise to achieve the results that have been agreed upon, the ability to think about problems, and seek new alternatives, b) conceptual competence is the ability to see the big picture, to test a variety of control and perspective changes, c) competence to live that is the ability to effectively interdependence with others, including the ability to listen, communicate, get the third alternative. Thus, competence is an essential factor of a person who has more skills, which makes it different from a person who, having the ability of an average or mediocre [10].

Furthermore, according to Spencer & Spencer [9], competence can be divided into two (2) categories, namely "threshold competencies" are the main characteristics that must be possessed by a person in order to carry out the work and "differentiating competencies" are the factors that distinguish high-performing individuals and low.HR competencies can be fostered through a system that integrates the needs of the individual (in terms of organizational interests) with the training program. The system is called Competency-Based Training (CBT).

*3.2. Competency-Based Training (CBT).* Tovey [5] defines CBT is a system of training which is geared towards specific outcomes. Further, is stated that CBT resulted in increased skill and performance in accordance with standard systems and work processes that have been defined previously.

Discussion about CBT is focused on three issues, namely skills, competencies, and competency standards [5]. CBT program gives the meaning of skill is not only related to employee expertise to do the job tangible, but also skill leads to mental, manual, motor, perceptual, and even social abilities. Thus, the understanding of skill is a comprehensive understanding as a combination of several physical abilities and non-physical work in relation to the application of new knowledge acquisition.

Irianto explained that one individual can be categorized as competent only if he has the ability to handle a job and work in accordance with established standards. Self-competence must be demonstrated on an individual basis based on the criteria of achieving an ideal level of performance. Congruence between the demonstration of competence with the ideal level of performance is the basis to determine a person can be said to have the competence or not.

The concept of competence according to Tovey includes three things, namely: (1) a reference basic framework which competency is constructed by involving measurement standards recognized by the relevant industry. This indicates the equivalence between the ability of individuals with competency standards set by the industry as users, (2) a competency can be demonstrated not only to the other party, but also it must also it can be proved in carrying out the functions of a given work, it is not enough for workers to master specific knowledge acquired through training without being proved in an applicative manner. They must realize that knowledge is a value added to strengthen the organization through real roles in works, (3) competence is a value that refers to the satisfactory performance of the individual. Therefore, the competence is not a 'body' which provide a certificate as a school giving diplomas to its graduates without knowing whether it can be used or not to support the work. In general, it can be concluded that the competence is closely linked with the ability to carry out tasks that reflect their specific requirements[5].

The third issue is the standard of competence in CBT. Irianto explained that this issue is so important, especially for Indonesia, the government is often concerned with the emergence of educational institutions which merely take advantages of training opportunities in the narrowness. It is time for the government to sets certain standards of competence to control the training institutions and activities program which does not have any substance to increase competence.

CBT program has its own characteristics which are different from the training program in general. Typically, managers setting up training programs just based on the duty to conducting training that

may not acquire meaning at all. CBT has its own characteristics as it integrates the interests of organizations and individuals. There are at least eight characteristics of CBT according to Tovey, namely: (1) focus on specific aspects, a namely skill that can be applied. CBT focuses on what is conceptualized as what the learner can do. The purpose of CBT is to facilitate the participants to achieve competence in accordance with the standards and focus on outputs, (2) recognition of prior learning. One of the benefits of CBT is giving proportionate recognition of member's skills that are acquired through previous training. CBT ignores several issues such as how the training was conducted, by whom, where, when, and so on. CBT actually explore the results of such training to be a guide to train the participants in the next program. The problem is how individuals gain new knowledge and skills as a value-added to conduct their tasks and to perform the actual work, (3) flexible in the content of the material (multiple entry points and exit). CBT emphasizes the importance of flexibility in any form of activity. There is no coercion in any design specific training scheme that will be applied to workers. Thus, CBT also implies the meaning that individuals only need the learning about what they do not know and can not be done, (4) using the module system (modular training). To support flexibility, CBT module system is designed in a format that allows the separation of materials or training topics effectively. Modular system also allows individuals to learn specific material related to their needs and doing jumps (skipping) to a certain content that is not a requirement. With CBT participants require a relatively shorter time than other conventional forms of training to follow. (1) referring to the creation of standard criteria (criterion-referenced). Emphasizing the meaning that competencies focused on results or what is needed by individuals to grow the demand for a creation or standard criteria recognized by all interested parties, such as industry, (2) individual orientation. CBT is oriented on individual needs within the framework of organizational interests. Training is not just a program expected that the results should be immediately applied. CBT wants a training program able to build a strong personality in order to anticipate any changes, (3) can be applied immediately after the study is complete (immediate application). Immediately after completion of the training program, so that the desired knowledge and new skills can be immediately put into practice to support the continued implementation of tasks and jobs. Its measurement is apparent, if there is no improvement of worker performance, it was the indication that the training has failed, (5) flexibility in the delivery (flexible delivery). CBT is also flexible in the sense of how the topics or materials can be effectively communicated to the participants. CBT opens the possibility of any form of training (inside or outside the organization) to use internal and external instructors and so on [5].

The CBT characteristics are the excellence that can be relied on by the public organization to develop a training program. Preparation of the CBT program includes several stages. According to Stone, CBT phase consists of four steps, namely: (1) capability profiling. In this phase, the organization conducts several activities, namely: identify the need for competence, make a priority on the needs of competence, evaluate the competency standards, identify the strengths and 'area' issues that require attention to be fixed, (2) select training program. In this phase, the organization began to formulate appropriate forms of training options to support the achievement of goals, (3) produce a personal training plan for each employee. In this stage, the important meaning of CBT is the individual needs to be a top priority. In this phase, the organization preparing the basic framework oriented towards individual ratings, (4) assess the competency. At this last stage, the organization is encouraged to continuously monitor the performance of any developments as soon as training is completed, continued by the application of the participants [5].

The strategic model has been created by Narkervis, Campton, and Mc Carthy to implement CBT program for public organizations. The strategic model includes five stages, namely: (1) organizational scanning. Main issues that must be assessed before the training program organized is how organizations can predict the direction of his future. Strategic analysis can use a variety of ways, such as SWOT analysis or other appropriate methods. Its substance is a situation where the organizations are perfectly capable to understand what will be done and how is the direction of action to be taken?, (2) strategic planning. The next problem is the organization's efforts to be able to answer the question about how all objectives can be achieved and what managerial strategies can be applied? (3)

competency profiling. After all the questions were answered, now is the time to analyze how the real situation of the internal performance of the organization of existing human resources to carry out the idea of the achievement of organizational goals. What competencies are met and that yet? what is the urgent need for workers/analyst that will guide the organization on the core issues faced by the workers, (4) competency gap analysis? Soon after passing the competency profiling, organizations will be able to understand what gap can be seen in between actual (current) competence and ideal competence (which is expected) to achieve organizational goals, (5) competency development. Now it's time to close any loopholes of organizational competency gap and closes every gap between actual and ideal competence by attempting to answer the strategic questions, such as whether the organization needs to recruit new workers who have ideal competence with all the consequences or setting up training programs for existing workers. The last answer will guide the organization into the CBT's arena[5].

Narkervis state that the strategic phase should be related to the strategic direction of the organization as a whole. In the sense that HR managers will associate the preparation of training programs with a real contribution that can be given to the public organization.

*3.3 Problems in Competency-Based Training (CBT).* How well of a CBT program, it still has a problem. Experts say that there are some problems in the implementation of CBT, among others(1) validity to equate competence and real performance as the main attention of CBT is questionable, while there are a number of other factors that are believed to have influence over the performance. (2) there are more than on a system (not just CBT) which can properly be used to improve performance, (3) CBT is also believed to cause 'addiction' for participants to read interesting modules, while the material is actually not directly related to the needs. Psychologically affected individuals to read the modules are not needed because they are attractive, (4) the groups who pro to CBT claim this system is very objective. However, other systems are also equally objective and even the validity is reliable, especially the method of assessment participants[5].

Organizations can measure the effectiveness of CBT if the CBT program is organized by the agency that has the authority to conduct the CBT program based on rules set by the government. Through that organization, it is expected that the training started on the delivery of training materials, the process of assessment of trainees and trainers as well as certification of the training results can be standardized so as to increase the competence of the employees as trainees.

At a public organization, Masdar et al [4] state that employees' competence should be built based on several aspects, namely legislative support, a comprehensive policy formulation, and its implementation. Legislative support is necessary to obtain legal approval in the form of legislation, while a comprehensive policy has to be interpreted as the involvement of all components and aspects of the organization in an integrated manner, as well as a consistent implementation of the approach and the use of competency as a principle in managing employees. Thus, within the framework of public organizations, it can achieve optimal performance in serving the public.

#### 4. Conclusion

The development of human resources in an organization that conducted a Competency-Based Training (CBT) is appropriate if in accordance with the needs of the organization itself. Although there are some existing problems in the implementation of CBT, CBT is an ideal form for a human resource development program. Through CBT, the hopes are the weaknesses of employees in the public organizations, namely in the field of knowledge, attitudes, behaviors, skills, expertise, and skills can be met. Finally, through CBT the employees within the organization can reduce or eliminate the differences between the existing performance and the potential performance that can improve the knowledge, expertise, capabilities, and skills that support the achievement of the vision and mission of the organization.

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