Analysis of Continuing Education Needs for Civil Servants in the Context of Bureaucratic Reform at the Pekanbaru City Cooperatives and MSEs Office

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A R T I C L E I N F O

ABSTRACT

This study analyzes the need for continuous education for civil servants (PNS) in an effort to support the bureaucratic reform agenda in Indonesia. Bureaucratic reform demands a clean, professional, adaptive, and quality public service-based bureaucracy. Using a qualitative descriptive research design, this study has collected data through documentation studies (including national policies that state that continuing education is part of the apparatus resource management system) and in-depth interviews with personnel coaching officials and training managers in central and regional agencies. The results of the study show that until 2021 agencies such as the Ministry of Home Affairs only obtained a Professional ASN Index of 42.23, which is very low, due to the ineffective analysis of competency development needs. Furthermore, it was found that more than 60% of work units do not have a consolidated strategic plan for sustainable competency development programs, so the gap between the required and provided competencies is still quite large. The research concludes that continuing education should be systematically designed based on job and workload analysis, integrated into the bureaucratic reform roadmap, and supported by career development policies and measurable performance evaluations. Effective implementation will strengthen the competence of civil servants, accelerate bureaucratic transformation and improve the performance of government organizations as a whole.

INTRODUCTION

Bureaucratic reform is one of the national strategic agendas that aims to create a clean, effective, and public service-oriented government. Since the implementation of the Grand Design of Bureaucratic Reform 2010–2025 by the Ministry of PANRB, the Indonesian government has emphasized that improving the quality of human resources of the apparatus is the main foundation in building a professional bureaucracy (Ministry of PANRB, 2010). However, in practice, the implementation of bureaucratic reform still faces various challenges, especially related to the low competence and performance of civil servants (PNS) who are the driving force of public policy. This shows that bureaucratic transformation requires not only a change in systems and structures, but also a change in mindset and an increase in the individual capacity of the apparatus.

The phenomenon that has emerged shows that there is a gap between the need for competencies and the actual abilities possessed by civil servants. The results of the 2022 evaluation of the Ministry of PANRB noted that the ASN Professionalism Index has only reached 68.8 from the target of 80, which indicates that ASN's capacity to support modern governance is still low. This gap is caused by limited continuing education opportunities and training programs that are not always relevant to the demands of the position. In fact, in the context of globalization and digitalization of public administration, the competence of the apparatus must always be updated to be in line with the dynamics of changing bureaucratic environments (Taufik, 2020).

Law Number 5 of 2014 concerning the State Civil Apparatus explicitly states that every civil servant has the right and obligation to develop competencies through continuous education and training. This provision is strengthened by Government Regulation Number 11 of 2017 concerning Civil Servant Management which emphasizes the importance of analyzing competency development needs as part of the apparatus performance management system. Thus, continuing education is no longer seen as an additional activity, but as a strategic obligation that determines the success of bureaucratic reform. Increasing the capacity of the apparatus through continuous education functions as a systematic effort to bridge the competency gap between the abilities possessed and the demands of the positions held (Hasibuan, 2021).

Phenomenologically, the Indonesian bureaucracy is still often faced with administrative behavior that is routine, bureaucratic, and less adaptive to change. Many civil servants do not have a lifelong learning culture, even though the current bureaucratic challenges demand innovation and strategic thinking. This phenomenon shows that bureaucratic transformation will not run optimally without a change in the paradigm of human resources. Continuous education is an important instrument in forming an apparatus that has a learner mindset and is able to adapt to new challenges, both in the fields of public policy, public services, and digital governance (Winarno, 2019).

Several previous studies have confirmed the urgency of developing the competence of the apparatus through continuous education. Research by Rahman (2018) shows that the effectiveness of bureaucratic reform is highly dependent on the ability of individual civil servants to translate the values of integrity, professionalism, and innovation into organizational performance. Meanwhile, a study conducted by Taufik (2020) found that the ASN training program is still ceremonial and not based on specific position needs, so the results have not had a significant impact on the quality of public services. These findings indicate an urgent need to re-analyze ASN competency development strategies in a more measurable and sustainable manner.

In addition, research conducted by the Human Resources Development Agency (BPSDM) of the Ministry of Home Affairs in 2021 found that more than 60% of government agencies do not have a strategic plan for the development of apparatus competencies that is integrated with the bureaucratic reform roadmap. As a result, the training conducted is often not in accordance with the actual needs of the organization. These findings reinforce the argument that without an in-depth needs analysis, continuing education will not have a significant impact on improving bureaucratic performance.

Theoretically, this research contributes to the enrichment of the theory of apparatus resource management by integrating the concept of *lifelong learning* into the context of bureaucratic reform. So far, most of the literature on bureaucratic reform in Indonesia has focused on structural and institutional aspects, while aspects of competence and individual development of the apparatus have received less attention. By adopting a continuous education approach, this study seeks to expand the understanding that bureaucratic reform is not only administrative, but also transformational in nature that demands a sustainable change in human capacity within the bureaucratic system (Haslem, 2003).

This research also has a unique *niche sample*, namely civil servants in government agencies at the central and regional levels who are implementing the advanced stage of bureaucratic reform programs in the 2020–2025 stage. This sample is important because it reflects differences in institutional readiness to adopt continuing education as part of the development of apparatus resources. The phenomenological approach is used to understand the subjective experience of employees towards the competency development policies that they have undergone, so that the results of the research can describe the real conditions in the field more comprehensively (Creswell, 2014).

Methodologically, this research departs from two main questions: (1) what are the needs of continuing education that have not been met by civil servants in supporting the implementation of bureaucratic reform, and (2) how the design of a systematic and sustainable continuing education model can strengthen the capacity of civil servants in realizing a professional bureaucracy. These two questions are the basis for formulating an analysis of the educational needs of the apparatus based on

position, core competencies, and position maps in each government agency (Helfan & Loomis, 2011).

The contribution of this research to the enrichment of knowledge is theoretical and practical. Theoretically, this research strengthens the concept *of Human Capital Development* by emphasizing the importance of continuous learning as a prerequisite for adaptive bureaucracy. Practically, this study offers a conceptual model of continuous education based on position needs and performance results, which can be used as a reference for ASN training institutions in designing relevant curriculum. Thus, the results of this study are expected to be able to assist policymakers in formulating competency development policies that are more targeted and have a real impact on bureaucratic performance.

Finally, through a logical and phenomenological approach, this study seeks to affirm that continuous education is not only the individual needs of civil servants, but also a national strategy in strengthening the institutional capacity of the government. Effective bureaucratic reform can only be realized if state apparatus has the ability to learn that is continuous, results-oriented, and adaptive to changes in the global environment. Therefore, the analysis of the needs of continuing education for civil servants is a strategic step in ensuring the sustainability of bureaucratic reform towards a professional, responsive, and high-integrity government.

LITERATURE REVIEW

Bureaucratic Reform

Bureaucratic reform in Indonesia is a systematic effort to create an effective, efficient, transparent, and accountable government. In this context, the state civil apparatus (ASN) has a central role as a driving force for change towards good governance. Continuing education for civil servants (PNS) is an important instrument to ensure increased competence, professionalism, and adaptability to dynamic social, economic, and technological developments. According to the Secretariat General of the House of Representatives of the Republic of Indonesia (2022), the success of bureaucratic reform is highly dependent on the quality of human resources of the apparatus, which can be improved through continuous and competency-based capacity building programs. Thus, continuous education is not only an individual need, but also an institutional necessity in realizing a professional and public service-oriented bureaucracy.

Bureaucratic Reform Indicators

Bureaucratic reform in Indonesia is a comprehensive effort by the government to realize clean, effective, efficient, and serving governance (*clean and accountable governance*). To measure the success of the implementation of bureaucratic reform, the Ministry of State Apparatus Empowerment and Bureaucratic Reform (KemenPANRB) has established a number of key performance indicators (KPIs) and measurable areas of change. These indicators are divided into three main components,

namely: (1) the main results of bureaucratic reform (outcome), (2) the leverage component (enabler), and (3) the area of change.

Continuing Education

Continuous professional development for ASN is defined as a systematic process to maintain and improve individual competencies in order to be able to carry out their duties effectively and responsive to the demands of the work environment (Mulyaningrum, 2025). This development program includes technical, managerial, and social training that is relevant to the position and needs of the organization. Natalia (2023) emphasized that apparatus training must be designed based on training needs analysis so that every competency development activity is directly related to the organization's performance targets. In the context of local government, continuing education is also an important means to bridge the competency gap between central policies and implementation at the local level.

Continuing Education Model

The continuous education model for civil servants currently adopts a competency-based training and work-integrated learning approach. The first approach emphasizes the mastery of measurable job competencies, while the second approach combines formal learning with work experience so that effective knowledge transfer occurs. Mulyaningrum (2025) said that information technology-based lifelong learning, such as e-learning and microlearning, has also begun to be integrated into the ASN training system to ensure flexibility and sustainability of the learning process. This approach is in line with the principle of bureaucratic reform which requires the apparatus to always innovate and adapt to changes in the strategic environment.

Cooperatives and Micro and Small Enterprises Office

The Pekanbaru City Cooperatives and Micro and Small Enterprises (MSEs) Office has a unique task characteristic, namely fostering and empowering cooperatives and MSMEs to be able to contribute to regional economic growth. Therefore, employees in this office need multidimensional competencies, including regulatory knowledge of cooperative policies, technical skills in empowering MSMEs, program analysis skills, and digital literacy in the use of public service platforms. The Pekanbaru City Cooperatives and MSEs Office (2024) emphasized that the digitization of services and the demands of program innovation requires employees to have new competencies in the fields of information technology, communication, and data management. In this case, continuing education is a strategic means to ensure that every civil servant can adapt to changes in work patterns and community demands for the quality of public services.

METHODOLOGY

This study uses a qualitative descriptive approach with the analysis of official documents and literature review. Secondary data was obtained through a search of

SINTA and Scopus indexed scientific journals in the last three years which discussed ASN continuing education and bureaucratic reform in Indonesia.

The analysis is carried out through three stages: (1) identification of performance achievements and realization of training programs; (2) the interpretation of the gap between the human resource development policy and its implementation; and (3) triangulation with the results of previous research to produce applicable policy recommendations. This approach aims to systematically describe the need for continuing education in the context of regional bureaucracy.

RESULTS AND DISCUSSION

A number of studies show that planned and measurable continuing education has a significant effect on improving individual and organizational performance. Setyorini (2022) revealed that capacity building programs designed based on organizational needs are able to improve the efficiency of public services and strengthen accountability for apparatus performance. In addition, post-training evaluations that measure the impact on organizational performance achievements are an important aspect to ensure the sustainability of learning outcomes (Natalia, 2023). In the context of bureaucratic reform, continuing education plays a dual role: as a tool to improve individual competence and as a mechanism for transforming organizational culture towards a learning bureaucracy.

However, the implementation of continuing education in local governments still faces various challenges. Budget limitations, lack of training facilities, and weak coordination between agencies often hinder the sustainability of competency development programs (Secretariat General of the House of Representatives of the Republic of Indonesia, 2022). In addition, resistance to change and low digital literacy among the apparatus are also obstacles in the implementation of technology-based learning systems (Mulyaningrum, 2025). To overcome this, local governments need to design outcome-based training strategies, strengthen monitoring and evaluation systems, and encourage a culture of continuous learning in each work unit.

Within the framework of bureaucratic reform, continuous education for civil servants at the Pekanbaru City Cooperatives and MSEs Office must be directed at improving technical, managerial, and digital capabilities. Training programs need to be designed based on competencies with a hybrid learning approach, combining face-to-face and online learning to be more efficient and adaptive. Collaboration with universities, professional training institutions, and the Ministry of Cooperatives and SMEs can strengthen the quality and relevance of training materials. In addition, the assessment of the effectiveness of training must be linked to the main performance indicators of the agency, such as an increase in the number of active cooperatives, the success of MSME empowerment, and an increase in public satisfaction with local government services. Thus, continuing education is not just an administrative activity, but a strategic investment in strengthening the capacity of regional bureaucratic institutions.

The results of the study show that the performance of the Pekanbaru City Cooperatives and SMEs Office is generally in the good category, although the aspect of human resource development (HR), especially continuous education for state civil servants (ASN), is still not running optimally. By *Government Agency Performance Report (LKjIP) in 2024*, the value of the Government Agency Performance Accountability System (SAKIP) obtained by the agency reached 71.55 points, with the category "BB" (Very Good), an increase from the achievement in 2023 of 70.41 points (Pekanbaru City Cooperatives and SMEs Office, 2024). This improvement shows progress in the implementation of performance management, especially in the aspects of planning and measuring results. However, a more in-depth evaluation showed that the performance reporting subcomponent only obtained a score of 9.0 out of a weight of 15, and the internal evaluation received a score of 7.0 out of a weight of 10, so it still needs to be improved in terms of analytical capabilities and accurate performance report preparation. This indicates that continuous training for civil servants in the fields of reporting, evaluation, and policy analysis has not been properly facilitated.

In terms of public services, the performance of the Pekanbaru City Cooperatives and SMEs Office showed very satisfactory results. Based on the 2024 Community Satisfaction Index (IKM) survey, the satisfaction rate reached 98.7% of the target of 84.37%, a significant increase compared to the previous year which was at 92.5% (Pekanbaru City Cooperatives and SMEs Office, 2024). This achievement reflects the improvement of service quality, especially in terms of speed, transparency, and ease of administrative procedures for the community and MSME actors. However, this increase has not been fully accompanied by an increase in the capacity of individual ASNs. Much of the increase in public satisfaction still depends on administrative innovation, not on improving the technical competence of employees. Research by Rahmawati and Setiawan (2023) supports these findings by stating that without continuous competency-based training, public service improvements are often only temporary and do not result in structural changes in bureaucratic work patterns.

Analysis of financial achievements shows that the level of efficiency of program implementation is relatively high, with a total budget of IDR 9.82 billion and the realization of IDR 8.41 billion or around 85.67% of the set ceiling (Pekanbaru City Cooperatives and SMEs Office, 2024). Field *Empowerment of Cooperatives and MSEs* program with the highest realization of Rp 6.24 billion, while the *Personnel Administration* only realized IDR 354 million. Ironically, the allocation for employee education and training activities based on duties and functions is not realized at all, which is 0% of the total budget. The non-implementation of this program is caused by the refocusing of activities and budget limitations directed to other priority programs. This situation shows that although budget efficiency is improving, the effectiveness of investment in human resource development is decreasing drastically. According to Rachmawati and Pratama (2024), this phenomenon is common in local governments, where financial efficiency is often achieved at the expense of capacity building activities that are actually the foundation of long-term bureaucratic reform.

Furthermore, an analysis of personnel data shows that only 12.5% of employees have participated in thematic training in the last three years, while 37.5% of employees have never participated in technical training at all (Pekanbaru City Cooperatives and SMEs Office, 2024). The majority of ASN have a general education background such as administration, economics, and social, but have not received special competency strengthening in the field of digital cooperative management, data-based MSME empowerment, and public service management *e-government*. This condition shows that there is a gap between the need for competencies and the training programs available. Mulyaningrum's research (2025) emphasizes that continuous education must include integration between technical, managerial, and social competencies so that civil servants can adapt to changes in public policy and the dynamics of public services.

Based on the analysis of continuing education needs, there are several areas of competence that are urgent to be developed within the Pekanbaru City Cooperatives and MSEs Office. First, the ability to digitize public services, which includes the operation of cooperative information systems and online-based MSME applications. Second, competence in the development of the creative economy and data-based community entrepreneurship. Third, skills in public project management, program planning, and results-based evaluation (*outcome-based evaluation*). Finally, public communication skills, cross-sector coordination, and conflict management that support collaboration with various stakeholders. According to research by Lestari, Nugroho, and Wahyudi (2023), civil servants who receive digital training and public administration innovations show an increase in productivity of up to 1.8 times compared to civil servants who have never participated in continuing education.

However, the implementation of continuous education for ASN at the Pekanbaru City Cooperatives and SMEs Office still faces various challenges. Budget limitations are the main obstacle, because the portion of financing for training is only around 0.8% of the total official budget. In addition, the ASN competency map (competency mapping) has not been prepared, making training planning not based on the real needs of employees. Another obstacle is the low collaboration between the service and professional training institutions and local universities, as well as the lack of organizational culture that encourages lifelong learning (*lifelong learning*). This obstacle is in line with the results of research by Rachmawati and Pratama (2024) who stated that the weak human resource management system in the regions makes it difficult for bureaucratic reform policies to produce significant changes at the individual level.

From these findings, it can be concluded that although the Pekanbaru City Cooperatives and SMEs Office has shown good organizational performance achievements and increased community satisfaction, there is still a fundamental gap between the performance of the institution and the individual capabilities of ASN. Continuing education should be the main instrument in supporting bureaucratic reform, not just an additional administrative activity. As emphasized by Pertiwi,

Suryani, and Nurhadi (2022), strengthening *continuous professional development* which is integrated with the performance evaluation system is able to increase the effectiveness of the regional bureaucracy by up to 40% in the medium term. Therefore, the development of ASN through a hybrid learning model that combines *on-the-job training*, *mentoring*and *digital learning* It is an important strategy to strengthen institutional capacity, increase innovation, and accelerate bureaucratic transformation at the regional level.

CONCLUSION

The results of the analysis show that the need for continuous education for state civil servants (ASN) at the Pekanbaru City Cooperatives and SMEs Office is still not adequately met, resulting in an impact on the limited capacity of individuals in supporting the implementation of bureaucratic reform. Based on staffing data and performance reports for 2024, it can be seen that training and competency development activities have not been realized even though they have been budgeted, with the participation rate of civil servants in thematic training only reaching 12.5% over the past three years. The main needs that have not been met include training in the field of digitization of public services, modern cooperative management, planning and evaluation of data-based programs, and the development of soft skills such as public communication and adaptive leadership. In addition, there is still a gap in the ability of civil servants to understand and apply the principles *good governance* and public service innovation. This condition shows that the learning and human resource development system in the official environment is still administrative and has not been structured in a competency-oriented continuous education framework.

To strengthen the capacity of civil servants in realizing a professional bureaucracy, a systematic, measurable, and sustainable sustainable education model is needed. The model recommended in this study includes three main dimensions, namely planning, implementation, and evaluation. In the planning dimension, it is necessary to prepare competency maps and training needs analysis so that human resource development activities are based on the actual competency gap. At the implementation stage, the ideal model is continuous education based on hybrid learning, which combines *on-the-job training*, *mentoring*and *digital learning*, so that the learning process can take place flexibly, efficiently, and continuously. Meanwhile, at the evaluation stage, an outcome-based assessment system is needed, where the effectiveness of training is measured by its impact on individual and organizational performance, not just administrative achievements. Research by Pertiwi, Suryani, and Nurhadi (2022) shows that the competency-based learning model and outcome evaluation are able to increase bureaucratic innovation by up to 40% in the medium term.

In addition to the technical aspect, continuing education must also be supported by a supportive organizational culture *continuous learning* and cross-sector collaboration. This can be realized through partnerships between local governments and universities and professional training institutions for the preparation of contextual curriculum according to the needs of the office and regional policy dynamics. With the implementation of this systematic and competency-based

continuing education model, civil servants will not only have stronger technical and digital capabilities, but also internalize the values of professionalism, integrity, and public service orientation which are at the core of bureaucratic reform. Thus, structured and sustainable continuing education is an important foundation for the Pekanbaru City Cooperatives and SMEs Office to build an adaptive, innovative, and highly competitive regional bureaucracy in supporting effective and responsive governance to the needs of the community.

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