



Implementation of the Study Assignment Policy for State Civil Apparatus in the Gorontalo Provincial Government

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Authors' contributions

This work was carried out in collaboration among all authors. All authors read and approved the final manuscript.

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ABSTRACT

This study aims to determine and analyse the level of compliance, smooth routine functions, performance and desired impact on the implementation of the study assignment policy for ASN in the Gorontalo Provincial Government. This research uses qualitative research methods and for data collection researchers combine interviews, documentation and observation. To analyse the data, researchers used the opinion of Miles and Huberman, namely data collection, data reduction, data display and conclusions. The results showed that (1) The level of ASN compliance with the study assignment policy still faces significant challenges, policy implementers, especially BKD Gorontalo Province, have shown a fairly good understanding of the study assignment policy. BKD attempts to comply with regulations by drafting SOPs and providing socialisation. However, there is non-compliance in monitoring and evaluating ASNs who undergo independent study assignments,

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as well as the lack of understanding of some ASNs about the study assignment policy, including the requirements that must be met. (2) Routine functions carried out by BKD employees are relatively smooth with the support of updated SOPs based on the latest regulations. The main obstacle lies in the limited number of employees handling study assignments, although this number is considered adequate based on workload analysis. (3) The desired performance and impact are in line with expectations. The study assignment policy has a positive impact on improving ASN competence and organisational development. Support in the form of scholarships and end-of-study assistance has helped ASN complete their education. However, policy implementation has not been optimal, especially in terms of delays in issuing study assignment decrees and budget limitations to support the smooth running of the programme.

Keywords: ASN compliance; learning assignment; state civil apparatus; education level.

1. INTRODUCTION

The problem of Indonesia's current bureaucratic structure is the low quality of civil servants and their weak competitiveness in the face of globalization. This is due to the fact that the situation of improving the quality of employee work still requires more focus on the implementation of training, because to obtain maximum, quality and competent / proficient skills, of course, requires adequate knowledge and expertise (Suryatini, 2023). Development of the quality of the State Civil Apparatus in developing careers, one of which is by continuing formal education. An ASN who wants to continue his/her education to a higher level must apply for a learning assignment. Learning assignment is an official assignment to Civil Servants who have the potential and achievements based on organizational needs to continue their education to a higher formal education level at universities both at home and abroad (Yanuarti, 2017).

The Gorontalo Province Regional Personnel Agency is a regional apparatus organization that aims to formulate policies in the field of personnel and as an organization that provides supporting services for government administration in Gorontalo Province in the field of regional personnel management. BKD has developed a strategy whose ultimate goal is to improve the human resources of government employees, especially in the field of education by issuing a competency development policy for ASN through education.

The provision of study assignments within the Gorontalo Provincial Government is regulated in a policy, namely the Gorontalo Governor Regulation Number 27 of 2023 concerning Competency Development for Civil Servants through Education. This regulation is a legal basis as well as a guideline for civil servants who will continue their education to a higher level at

schools or universities, either funded by the local government or at their own expense.

In Gorontalo Governor Regulation No. 27 of 2023, it is explained that the Governor of Gorontalo assigns the Gorontalo Provincial Civil Service Agency to provide study assignments to civil servants in the Gorontalo Provincial Government, where the task is carried out by the ASN Development Sub Division with the approval of the head of BKD. In 2024, the number of ASNs working in the Gorontalo Provincial Government amounted to 6332 employees, with 5034 civil servants and 1298 PPPK.

The implementation of the study assignment policy for civil servants in the Gorontalo Provincial Government is not optimal, this picture is shown in the prerequisite and post-granting conditions of study assignments. Based on the data obtained, it can be seen that from 2021 to 2023 there were 105 civil servants who proposed study assignments and among them there were 35 civil servants who did not meet the requirements (TMS) in applying for study assignments within the Gorontalo Provincial Government. This is due to the incompleteness of the administrative files of civil servants in the submission. Given the age of the regulation is still quite new and there are several changes in requirements from the previous gubernatorial regulation, so there are still many civil servants in the Gorontalo Provincial Government who do not know about it.

There are several problems that researchers find in the field, namely civil servants who apply for study assignments have difficulty monitoring the stages of applying for study assignments, including knowing the status of application approval or rejection. This condition indicates the need for the application of information technology-based systems in services so that

information can be accessed easily and services become more effective and efficient (Hasanah, 2024). However, facts in the field show that study assignment services at BKD Gorontalo Province are still carried out manually. In addition, it was found that civil servants who will complete their study assignments do not have a study assignment decree, this is due to delays in the issuance of a study assignment decree (SK) from the BKD Gorontalo Province.

Based on the conditions that have been described, the purpose of this study aims to determine and analyze the level of compliance, smooth routine functions, performance and desired impact on the implementation of the study assignment policy for ASN in the Gorontalo Provincial Government.

2. MATERIALS AND METHODS

This research uses qualitative research with a descriptive approach. In this case the researcher tries to find out and analyze how the Implementation of the Study Task Policy for ASN in the Gorontalo Provincial Government through the Gorontalo Provincial Regional Personnel Agency as the research locus. The data sources collected in this study, namely primary data obtained through field observation techniques and interviews with informants who are considered to master and have authority in ASN competency development including the Secretary of the Gorontalo Province Regional Civil Service Agency, Coordinator of the Development, Mutation and Promotion Division, Sub-coordinator of the development field, technical implementers of study assignment management, and targeted civil servants. And secondary data collected through policies, and documents at the Regional Staffing Agency of Gorontalo Province related to ASN competency development through education. Data validation is done through data triangulation, and the addition of related references. The data analysis technique used by the Miles and Huberman model is data reduction, data presentation and conclusion drawing (Muhammad et al., 2022).

3. RESULTS AND DISCUSSION

3.1 Implementation of Study Task Policy for Asn Within the Gorontalo Provincial Government

The implementation of the study assignment policy for ASN is a strategic effort to improve the

quality of human resources of the apparatus (Immanuel et al., 2002). This policy is expected to increase the competence of ASN, so that it can provide better public services. However, the process of implementing this policy does not always run smoothly. Various challenges and obstacles often arise, so it is necessary to conduct an in-depth analysis to understand the success of this policy implementation.

In measuring the Implementation of the Study Task Policy for ASN in the Gorontalo Provincial Government, researchers conducted direct observations in the field, interviews with informants, and analyzed documents to obtain research data. The results of the research presented by the researcher were carried out based on the focus and description of the problem that was analyzed using the policy implementation model according to Ripley and Franklin (1985), Tahir, (2024).

3.1.1 Level of compliance

Ripley and Franklin explain the compliance variable as the level of compliance of the implementor in action. The level of compliance in question is the compliance of implementors or policy implementers, in this case the BKD of Gorontalo Province and policy users, namely civil servants in the Gorontalo Provincial Government who will apply for study studies and who are currently undergoing study studies, to understand and comply with established policies.

Based on researcher observations, policy implementers at the Regional Personnel Agency (BKD) of Gorontalo Province have shown a fairly good understanding of the study assignment policy. This can be seen from the statement of the BKD Secretary who explained that he understood the policy deeply, considering that he had served as Head of the ASN Development Division. BKD has the responsibility of developing ASN competencies, one of which is through education in the form of study assignments. BKD refers to Presidential Regulation No. 12/1961 on Granting Learning Assignments as well as a Circular Letter from the Minister of PANRB. To strengthen implementation at the regional level, BKD Gorontalo Province has also drafted Gorontalo Governor Regulation Number 27 of 2023, which regulates in more detail the development of ASN competencies, both through education and training channels.

On the other hand, there is non-compliance by BKD Gorontalo Province in implementing Gorontalo Governor Regulation No. 27 of 2023, especially in the aspect of monitoring and evaluation. Monitoring is only carried out on ASNs receiving scholarship assistance, while ASNs undergoing independent study assignments are not monitored regularly every semester until graduation. Based on an interview with the ASN Development Subcoordinator, monitoring of scholarship recipients is carried out by sending Study Result Cards (KHS) every semester as well as photocopies of transcripts and diplomas at graduation for the process of returning learning assignments. In fact, according to the Governor Regulation, every ASN undergoing study assignments is required to report their study progress every semester in a predetermined format. In addition, there are no strict sanctions for ASNs who do not comply with the provisions, even though such non-compliance can have an impact on the inclusion of their degrees.

The compliance level of Gorontalo Governor Regulation No. 27 of 2023 policy users are civil servants within the Gorontalo Provincial Government who will or are applying for study assignments. Based on the author's observations and interviews with several sources, it can be concluded that most civil servants who continue their studies understand the importance of study assignments, but the requirements that must be met have not been understood by some civil servants who will continue their studies. This is shown from the results of interviews with verifiers of study assignments, based on interviews with verifiers of study assignments that many civil servants do not know the policies related to study assignments, including the latest policies. There are employees who continue their studies without applying for a study assignment permit, so they face obstacles when listing their degrees. BKD has actually tried to conduct socialization, but budget constraints are the main obstacle. Socialization was carried out online through Zoom, which was addressed to all employees, especially the Head of Administration in each OPD. However, many employees did not participate in the socialization, either because they were busy or other reasons, so understanding of this policy is still minimal among ASN.

Based on observations and interview results, it can be concluded that the level of ASN compliance shows that most civil servants who

continue their studies already understand the importance of tubel as a basis for continuing their studies without losing their rights as ASN. However, there are civil servants who are not aware of the latest policies governing current study assignments. In addition, understanding of the requirements for study assignments is still minimal, because information related to tubel has not been conveyed thoroughly to all ASNs in the Gorontalo Province environment.

3.1.2 Smoothly functioning routines

The achievement of a policy implementation is indicated by the existence of smooth functioning routines and the absence of problems encountered. This dimension measures how the Implementation of the Learning Task Policy for ASN is running, who are the implementors, how a number of resources are used during implementation, and what obstacles arise during implementation (Taupiq, 2020).

The implementation of the study assignment policy in BKD Gorontalo Province shows a smooth functioning routine. Based on the results of interviews with the ASN development sub coordinator, BKD Gorontalo Province has developed a Standard Operating Procedure (SOP) that is adjusted to the latest Gorontalo Governor Regulation to ensure that every civil servant who applies for a study assignment meets the requirements and chooses a relevant study program. This SOP update was carried out immediately after the new policy was issued and covers the procedures for submission, completion time, as well as the parties involved in the process of requesting recommendations and issuing decrees for study assignments, both independent and non-study assignments. This aims to improve ASN compliance and clarify the flow of requests for study assignments.

However, the number of employees handling study assignments in BKD is only three people. This number is considered appropriate based on the results of the Position Analysis (Anjab) and Workload Analysis (ABK) applied by BKD. According to the BKD Secretary, although the number of employees is limited, this is reasonable because the study assignment service is special and not required to be followed by all employees every year, unlike routine services such as promotion or retirement. In addition, the implementation of study assignments does not only involve technical implementers, but also authorized officials in accordance with the established procedure flow.

3.1.3 Dimension of realizing desired performance and impacts

The performance and impact dimensions of the study assignment policy for ASN within the Gorontalo Provincial Government are important aspects in ensuring its implementation in accordance with the expected targets, objectives and benefits. Based on the explanation of the Secretary of BKD Gorontalo Province, Governor Regulation No. 27 of 2023 was prepared as a guideline in ASN competency development with the target of all civil servants in the provincial government. This Pergub contains requirements and provisions related to study assignments until the issuance of a degree, which is proof of official permission from the local government so that the ASN education process is recognized as part of competency development. The main target of this policy is to ensure that all positions are filled by ASN who meet the educational requirements in accordance with the position.

Although the study assignment policy has a positive impact on improving ASN competence and organizational development, its implementation has not been fully optimal. One of the main obstacles is the delay in issuing a decree on learning assignments, which in some cases takes up to a year even though it has been regulated in the SOP. Limited human resources are the main inhibiting factor, as stated by Salina & Heriyanto (2021), that the success of policy implementation is highly dependent on the competence of implementers (Salina and Heriyanto, 2021).

Government support through scholarships and end-of-study assistance has shown a positive impact on individual and organizational development. Priority is given to strategic positions such as specialist doctors and psychologists to meet organizational needs. This reflects a policy that is in line with strategic needs, as expressed in public policy theory (Rohayatin et al., 2018). OPD participation in supporting ASNs who continue their studies is also significant. Support in the form of flexibility in working time, information, and recommendations from the head of OPD creates synergy between individuals and organizations. The positive impact of this policy can be seen from the increase in ASN competence, promotion, and improved individual performance. However, budget constraints are the main challenge in ensuring the sustainability of this program.

4. CONCLUSION

The implementation of the study assignment policy for ASN in the Gorontalo Provincial Government is a strategic effort to improve the competence and professionalism of ASN. Based on the analysis using the Ripley and Franklin (1985) model, the following conclusions were obtained:

1. **Compliance Level:** Policy implementers, especially BKD Gorontalo Province, have shown a fairly good understanding of the study assignment policy. BKD tries to comply with regulations by drafting SOPs and providing socialization. However, there is non-compliance in monitoring and evaluating ASNs who undergo independent study assignments, as well as the lack of understanding of some ASNs about the study assignment policy, including the requirements that must be met.
2. **Smoothly Functioning Routines:** The implementation of the study assignment policy is relatively smooth with the support of updated SOPs based on the latest regulations. The main obstacle lies in the limited number of employees handling study assignments, although the number is considered adequate based on workload analysis.
3. **Desired Performance and Impacts:** The study assignment policy has a positive impact on improving ASN competence and organizational development. Support in the form of scholarships and end-of-study assistance has helped ASN complete their education. However, policy implementation has not been optimal, especially in terms of delays in issuing study assignment decrees and budget limitations to support the smooth running of the programs

DISCLAIMER (ARTIFICIAL INTELLIGENCE)

Author(s) hereby declare that NO generative AI technologies such as Large Language Models (ChatGPT, COPILOT, etc) and text-to-image generators have been used during writing or editing of this manuscript.

COMPETING INTERESTS

Authors have declared that no competing interests exist.

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