
LAND MANAGEMENT COMPETENCE THROUGH INDEPENDENT LEARNING AT THE MINISTRY OF ATR/BPN

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Abstract

The development of effective and equitable land governance requires strengthening the competency of the Land Administrator Functional Position (JFPP) as the core implementer of agrarian policy. However, there is a significant gap between the organization's strategic needs and actual conditions, indicated by a shortage of formation of 82.47%, a low IPASN competency score (70.73% is in the lowest range), and limited classical training capacity with a widyaiswara ratio of 1:549. This study aims to analyze the factors causing the suboptimal development of JFPP competencies and formulate a competency development strategy based on independent learning. The study used a descriptive-exploratory qualitative approach through in-depth interviews with 21 key informants and documentation studies, with thematic analysis based on the Strategic Human Resource Development (SHRD) and Self-Directed Learning (SDL) frameworks. The results show that the main problems lie in the lack of integration of the competency development system with work practices, the dominance of conventional training models, and the suboptimal institutionalization of learning leadership. On the other hand, JFPP has a high learning motivation but has not been facilitated by a structured system. This research formulates an Integrated Self-Directed Learning Strategy based on the 70-20-10 model that integrates experiential, social, and formal learning into the organizational performance system. This strategy encourages a transformation from an administrative approach to an adaptive, embedded learning system oriented toward improving the quality of land services.

Keywords: Competency development, Land Administration Functional Position, Strategic Human Resource Development, Self-Directed Learning, Corporate University.

INTRODUCTION

Sustainable national development requires effective, efficient, and equitable agrarian and land governance. The land sector has strategic implications for legal certainty, social stability, and the investment climate. In this context, the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN) plays a central role in implementing the

functions of land tenure, land use, land value, land development, and cadastre and land information as outlined in the Land Management Paradigm. Evaluation of the 2020-2024 Strategic Plan (Renstra) indicates that structural issues persist, including unregistered land parcels, overlapping ownership, and delays in the digitalization of land services. Responding to this, the 2025-2029

Renstra emphasizes strengthening human resources (HR) as a top priority to support the vision of "Golden Indonesia 2045," particularly through improving the quality of land and spatial planning officials.

Strengthening civil servant competencies has a strong legal basis. Law Number 20 of 2023 concerning Civil Servants mandates integrated lifelong learning, while Government Regulation Number 17 of 2020 stipulates a minimum of 20 Lesson Hours (JP) for competency development per year. In the context of functional positions, Regulation of the Minister of Administrative and Bureaucratic Reform Number 1 of 2023 and SKJ.12 of 2023 establish technical, managerial, and socio-cultural competency standards for the Land Administrator Functional Position (JFPP), which is the core technical implementer of land policy and agrarian development.

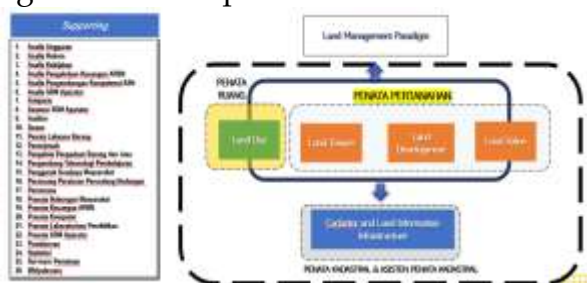


Figure 1.Functional Positions in the ATR/BPN Environment

However, there is a significant gap between the organization's strategic needs and actual conditions. Data as of July 31, 2025, shows that of the total requirement of 34,487 JFPP positions, only 6,046 officials, or 17.53%, have been filled. This means that 82.47% of the position requirements have not been met, leaving a very limited number of personnel responsible for carrying out technical functions. Furthermore, internal monitoring and evaluation

results in 2024 showed that more than 90% of JFPP positions expressed an urgent need for ongoing competency development programs, particularly in substantive technical aspects. This gap is further exacerbated by data from the 2024 ASN Professionalism Index (IPASN), where 70.73% of JFPP positions were in the lowest competency score range (0–10), and not a single position level met the minimum competency standards.



Figure 2.Data on Land Administration Functional Officials at Each Position Level

Institutionally, ATR/BPN has established a Corporate University (CorpU) and strengthened the HR development structure through the establishment of a Human Resources Development Agency based on Presidential Decree Number 176 of 2024 and a Functional Position Development Center through ATR/BPN Regulation Number 6 of 2025. The Corporate University approach is seen as capable of transforming the ASN training system to be more integrated, strategic, and based on organizational needs.(Roringkon & Silitonga, 2025)However, competency development trend data for 2023–2024 shows that JFPP-specific technical programs are stagnant (only three programs in 2024), while more

increases are seen in managerial training and general webinars. This situation indicates a mismatch between the organization's strategic priorities and the implementation of competency development. This challenge is exacerbated by limited teaching capacity, with only 11 instructors serving 6,046 JFPP students, a ratio of 1:549. With a classical training model, this capacity is inadequate to meet the national needs spread across 34 Regional Offices and 483 Land Offices. This indicates that the conventional instructor-led training approach is no longer systemically relevant. Developments in digital technology and artificial intelligence also open up opportunities for a more adaptive, efficient, and data-driven transformation of public sector HR governance, including in supporting the learning process and competency development of ASN.(Sholikin et al., 2025).

From a theoretical perspective, human resources who have specific competencies in the core business are strategic assets that are difficult to imitate and are a source of organizational excellence.(Collins, 2021; Gerhart & Feng, 2021). Human Capital Theory asserts that investment in competencies contributes directly to the achievement of strategic goals.(Becker, 1964).In the public sector, competency has been shown to have a significant impact on organizational performance and accountability.(Heri & Andayani, 2020; Ramadhania & Novianty, 2020),and become the foundation of dynamic capabilities of bureaucracy (Darusman & Wijaya (2020)International experience also shows that a structured and capability-based ASN competency

development strategy can improve public service performance, such as the Leadership Competency Framework in Singapore.(Civil Service College Singapore, 2021)and the NSW Public Sector Capability Framework in Australia(NSW Public Service Commission, 2020).

However, effective competency development cannot rely solely on formal organizational interventions. Self-Directed Learning (SDL) emphasizes that adult learning occurs optimally when individuals take the initiative in identifying learning needs, goals, and strategies.(Garrison, 1997; Knowles, 1975)On the other hand, Strategic Human Resource Development (SHRD) emphasizes the importance of alignment between HR development strategies and organizational goals (Garavan, 1991The integration of these two approaches offers a strategic framework that enables organizations to build learning capability while empowering individuals as independent learners.

Considering the formation gap of 82.47%, the low IPASN score (70.73% at the lowest range), the ratio of widyaiswara 1:549, and the stagnation of JFPP technical programs, a more flexible, scalable, and learner-centered competency development strategy is needed. Therefore, this study aims to analyze the JFPP competency gap and formulate a strategic model for competency development based on Self-Directed Learning within the framework of Strategic Human Resource Development that is aligned

with organizational needs and institutional capacity challenges.

LITERATURE REVIEW

Regulatory Framework for ASN and JFPP Competency Development

The competency development of State Civil Apparatus (ASN) in Indonesia is based on Law Number 20 of 2023 concerning ASN, which introduces a paradigm of apparatus management based on merit, performance, and talent mobility. This regulation emphasizes that competency development is not merely a right but an obligation of ASN as part of continuous, lifelong learning. Competence serves as the foundation of the merit system and a prerequisite for talent mobility between units and agencies.

Operationally, Government Regulation No. 11 of 2017, as amended by Government Regulation No. 17 of 2020, requires every civil servant to participate in competency development for a minimum of 20 hours of instruction (JP) per year. This development must be planned based on competency and performance gap analysis and integrated into agency budget planning.

The transformation of functional position management was strengthened through Ministerial Regulation No. 1 of 2023, which shifted the assessment orientation from administrative credit scores to meeting performance expectations. Within this framework, competency development becomes a prerequisite for promotion through competency testing, thus having direct implications for the careers of functional officials.

Specifically for the Land Administrator Functional Position (JFPP), substantive regulations are stipulated in Regulation of the Minister

of Administrative and Bureaucratic Reform (PermenPANRB) Number 77 of 2020, Regulation of the Minister of Agrarian and Spatial Planning/National Land Agency (ATR/BPN) Number 28 of 2021, and Decree of the Minister of PANRB Number SKJ.12 of 2023 concerning Position Competency Standards. The JFPP competency standards cover three main domains: technical competency (land substance), managerial competency, and socio-cultural competency. Regulation of the Minister of ATR/BPN Number 28 of 2021 explicitly states that competency development is both an individual obligation and an institutional responsibility of the Ministry of ATR/BPN as the Supervising Agency.

Normatively, the regulatory system provides a comprehensive framework, encompassing individual obligations and competency standards, as well as the planning, implementation, and evaluation cycle (LAN Regulation No. 10 of 2018). However, this regulation requires a strategic approach to ensure its implementation addresses competency gaps in a systemic and sustainable manner.

The Concept of Competence and Its Development

The concept of competence refers to the fundamental characteristics of individuals that are causally correlated with superior performance (Spencer & Spencer, 1993). The Iceberg Model illustrates that competence consists of visible dimensions (knowledge and skills) as well as deeper core dimensions

(motives, traits, self-concept) that are more difficult to develop.



Figure 1. Competency Iceberg Model (Spencer & Spencer, 1993)
(Knowledge and skills on the surface layer; motives, traits, and self-concept on the core layer)

McClelland (1973) emphasized that competency is more predictive of performance than academic indicators alone. In the context of the Civil Servant (ASN), the ASN Law classifies competencies into three domains: technical, managerial, and sociocultural. These three domains are integrative and form the basis of the JFPP Job Competency Standards (SKJ.12/2023). Competency development is understood as a planned, systematic, and ongoing process to improve employee capabilities to align with current and future organizational needs (Hasibuan, 2002). From a human capital perspective, investment in competency development contributes to improved individual and organizational performance.

Strategic Human Resource Development (SHRD)

Strategic Human Resource Development (SHRD) emphasizes the alignment of HR development practices with organizational strategy (Garavan, 1991; 2007; Swanson & Holton, 2001). Unlike traditional HRD, SHRD is strategic, long-term, and systemic. In the public sector context, implementing a

Corporate University also requires organizational readiness, integrated learning strategies, and the support of learning technology to build an adaptive and sustainable civil servant learning system. (Roringkon & Silitonga, 2025).

The main characteristics of SHRD include:

1. **Vertical alignment** between HRD strategy and organizational goals.
2. **Systemic approach**, covering environmental, organizational, job, and individual contexts.
3. **Focus on core competencies** as a source of organizational excellence.
4. **Leadership support and managerial commitment** as a factor in successful implementation.

The SHRD multi-level model (Garavan, 2007) identifies four levels of analysis: the global environment, the organizational context (strategy, structure, culture, leadership), the strategic value of the work, and individual responsibility. In the context of JFPP, land competency has high strategic value and uniqueness, thus requiring a transformational development approach.

Self-Directed Learning (SDL)

Self-Directed Learning (SDL) is a process in which individuals actively take the initiative in diagnosing learning needs, setting goals, selecting strategies, and evaluating learning outcomes (Knowles, 1975). Garrison (1997) developed a model of SDL consisting of three main dimensions:

1. **Self-management**(learning process management),
2. **Self-monitoring**(self-reflection and evaluation),
3. **Motivation**(internal drive to learn).

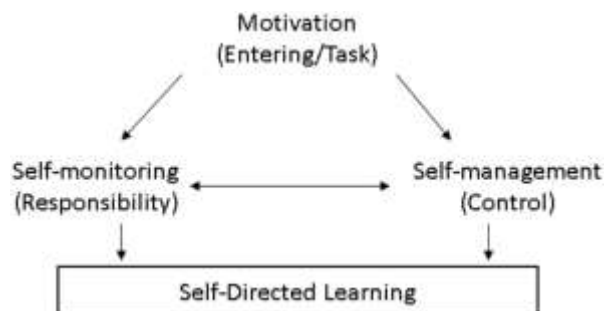


Figure 2. Self-Directed Learning Model (Garrison, 1997)
(Interaction between motivation, self-management, and self-monitoring)

SDL is rooted in the principles of andragogy (Knowles, 1984), which emphasize that adult learners are independent, experience-based, problem-oriented, and intrinsically motivated. These characteristics are relevant to JFPs as professionals facing the complexity of land cases and requiring continuous learning.

METHODOLOGY

This study uses a qualitative approach with a descriptive-exploratory design to deeply understand the factors influencing the suboptimal competency development of the Land Administrator Functional Position (JFPP) and to formulate a competency development strategy based on independent learning at the Ministry of ATR/BPN. This approach was chosen because it allows for contextual and interpretive exploration of phenomena, particularly in integrating organizational perspectives through Strategic Human Resource Development (SHRD) and individual perspectives through Self-

Directed Learning (SDL) (Creswell, 2014).

Data were collected through two main techniques: semi-structured in-depth interviews and documentation studies. Interviews were used to explore the experiences, perceptions, and strategies of key informants (Rubin & Rubin, 2012), while documentation studies were conducted on regulations, policies, organizational documents, and personnel data to strengthen the context of the analysis and conduct triangulation (Bowen, 2009). Informants were selected using purposive sampling based on the relevance of their experience and involvement in the management and implementation of competency development (Patton, 2015). The number of informants was determined based on the principle of data saturation and reached 21 informants (Guest et al., 2006).

Data analysis used Thematic Analysis (Braun & Clarke, 2006) through the stages of data familiarization, coding, theme identification, and thematic categorization based on the SHRD (organizational factors) and SDL (individual factors) frameworks. The credibility of the findings was maintained through triangulation of sources and methods. The main research instrument was the researcher as the key instrument, supported by an interview guide and a documentation study protocol. The research was conducted at the Ministry of ATR/BPN, covering the HR management unit, work unit leaders, and JFPP at the central and regional levels.

Table 1.Key Research Informants

N O	CATEGORY	ROLE	AMO UNT
Human Resources Manager			
1	Functional Position Development Center	Macro policy and strategy perspective (SHRD)	1
2	Human Resources Bureau	Implementation of HR policies	1
3	Planning & General Affairs Section of BPSDM	Program planning and CorpU	1
4	Widyaiswara	Limitations of conventional training & SHRD-SDL integration	2
Work Unit Leader			
5	JFPP Directorate/ Guidance Unit (5 fields)	Leadership support & performance perception (SHRD)	5
6	Regional Office/Land Office	Implementation at the regional level	2
JFPP			

7	Representatives of Middle, Young, First levels (central & regional)	Self-directed learning (SDL) experiences and practices	8
Expert			
8	HRD Expert	Conceptual validation of strategy (SHRD-SDL)	1

RESULTS

This section describes the results of the qualitative analysis obtained through in-depth interviews with 21 key informants and documentation studies. The analysis was conducted using a thematic approach (Braun & Clarke, 2006) and categorized into two main dimensions, namely organizational factors (Strategic Human Resource Development/SHRD) and individual factors (Self-Directed Learning/SDL). The results of this study directly address two main research questions: (1) the causes of the suboptimal development of JFPP competencies, and (2) appropriate strategies for developing competencies based on independent learning.

1. Factors Causing Suboptimal Performance

JFPP Competency Development

The research results show that the suboptimal development of JFPP competencies is caused by a combination of systemic factors at the organizational level (SHRD) and

contextual factors at the individual level (SDL). The main problem is not the lack of regulation or low motivation to learn, but rather the lack of an integrated and contextual competency development system design.

a. Absence of Specific Competency Development System Design (SHRD Dimension)

Interviews with HR managers (HR1, HR2, CRP1) indicated that, to date, there is no competency development system specifically designed for JFPP. The current program still follows a regular training pattern and is not systematically based on job training needs analysis (TNA). As stated by HR1: "There is no scheme that is truly designed based on the specific needs of JFPP; it still follows a general training pattern." This statement confirms that although Job Competency Standards (SKJ) have been established, there is no development architecture that systematically connects SKJ with the curriculum, learning methods, and career development paths. From a Strategic Human Resource Development (SHRD) perspective, HR development should be integrated with organizational strategy and job competency needs (Garavan, 2007; McCracken & Wallace, 2000). This disconnect results in competency development being compliance-based, not capability-based.

b. Dominance of Conventional Training Models (SHRD Dimension)

Widyaiswara (WI1 and WI2) emphasized that the competency development approach is still dominated by the classical model

based on quotas and budgets. WI2 stated: "Face-to-face training is limited by time and quotas, while competency needs continue to evolve." This condition creates a gap between the dynamic competency needs due to regulatory volatility and the digitalization of services and static and periodic training mechanisms. The classical model is not sufficiently responsive to real-time needs in the field. Within the SHRD framework, learning organizations emphasize the principles of continuous learning and method flexibility (Swanson & Holton, 2009). When the system still relies on episodic training, competency development cannot keep up with the acceleration of policy changes and the complexity of land cases.

c. Inconsistent Leadership Support (SHRD Dimension)

Interviews with work unit leaders (UK1-UK7) revealed significant variation in commitment to learning. Some leaders provide space and encouragement for learning, while others prioritize short-term outcomes. As UK3 stated: "If learning doesn't directly impact work output, it's usually not a priority." This statement indicates that learning has not been positioned as a strategic investment, but rather as a secondary activity. In SHRD theory, leadership commitment is a key determinant of the success of a human resource development system (Garavan, 1991). Without institutionalized learning

leadership, learning support is personal and situational, rather than systemic.

d. High Individual Motivation but Not Facilitated by the System (SDL Dimension)

From an individual perspective, the majority of JFPP (JF1-JF8) demonstrated strong intrinsic motivation to improve competency, particularly regarding competency testing, advancement, and professional responsibilities. JF4 stated: "We want to learn independently, but there is no clear guidance or system." This finding indicates a high willingness to learn, in line with the concept of Self-Directed Learning (Knowles, 1975), which emphasizes initiative and the learning needs of adult learners. However, this readiness has not been facilitated through learning pathways, reflection guides, or structured recognition systems. As a result, independent learning occurs ad hoc and individually.

e. Structural Constraints and Workload (SDL Dimension)

In addition to motivation, JFPP also faces time constraints and a high workload. The majority of informants stated that self-directed learning often occurs outside of work hours. JF6 stated: "When work is busy, it's difficult to set aside specific time for learning." From the perspective of SDL (Garrison, 1997), the success of self-directed learning depends not only on motivation but also on a supportive learning environment. Without structural support, SDL has the potential to be sporadic and unsustainable.

2. Competency Development Strategy Based on Independent Learning

Based on the research findings, the appropriate JFPP competency development strategy is not only done by increasing the frequency of formal training, but also requires a systemic transformation towards an Integrated Self-Directed Learning Strategy that integrates the Strategic Human Resource Development (SHRD) perspective at the organizational level and Self-Directed Learning (SDL) at the individual level within the 70-20-10 orchestration framework. This strategy positions learning as an inherent part of work practices (embedded learning system), so that competency development is no longer positioned as an additional activity, but as an integral part of the implementation of functional position duties.

In the organizational dimension (SHRD), the strategy is directed at integrating learning into the performance management system and HR governance. This is done through formalizing the recognition of non-classical learning based on work experience as part of the conversion of Study Hours (JP), integrating Individual Learning Plans (ILP) into Employee Performance Targets (SKP), and implementing a realistic protected learning time policy within the JFPP work rhythm. With these steps, learning shifts from merely fulfilling administrative

obligations (compliance-based development) to developing capabilities oriented towards improving performance quality (capability-based development). In line with this, the Corporate University (CorpU) needs to be revitalized from being a mere content repository to an adaptive learning ecosystem through curating materials based on Job Competency Standards (SKJ), developing contextual microlearning, providing learning pathways according to JFPP levels, and integrating competency data with the performance system. This transformation is strengthened through the institutionalization of learning leadership, where leaders not only grant study permits, but actively carry out coaching, mentoring, and After Action Reviews in case resolution, as well as making learning support part of managerial performance indicators. Thus, support for learning shifts from personal to systemic and sustainable.

In the individual dimension (SDL), the strategy focuses on strengthening self-regulatory capacity so that independent learning takes place in a planned and reflective manner. Strengthening self-management is carried out through the development of competency gap-based ILPs, realistic learning schedules, and prioritization of learning according to job requirements. Institutionalization of reflection is a key element through the use of learning logbooks, After Action Reviews, and documentation of lessons learned, so that work experience (doing) can be

transformed into internalized learning (learning from doing). Furthermore, strengthening self-regulation is facilitated through the formation of cross-regional Communities of Practice and structured case discussion forums, which enable collective validation of regulatory interpretations and strengthen the social learning dimension. With this mechanism, individual learning capacity does not develop sporadically, but is integrated within a continuous professional learning network.

Within this framework, the 70-20-10 model is not understood as a percentage distribution of learning, but rather as a structural orchestration mechanism. Experiential learning (70%) is legitimized through formal recognition within the performance system; social learning (20%) is institutionalized through mentoring and Communities of Practice; while formal learning (10%) is positioned to strengthen conceptual foundations and professional standards. Through this orchestration, learning is no longer separate from work but becomes an inherent part of the land case resolution process and service quality improvement.

Overall, JFPP's self-directed learning-based competency development strategy demands the integration of high competency standards, organizational system support, and individual self-regulation capacity within a unified learning architecture. This transformation

shifts the paradigm from an administrative model based on class hours to a professional capability model that is adaptive, reflective, and oriented toward the quality of land services. Lessons have value in the career system.

CONCLUSION

This study aims to analyze the factors that influence the competency development of the Land Administrator Functional Position (JFPP) and to formulate a contextual competency development strategy within the Ministry of ATR/BPN.

The research results show that JFPP competency development is influenced by the interaction between organizational and individual factors. At the organizational level, despite the existence of a strong regulatory framework and institutional transformation through the Human Resources Development Agency (BPSDM) and the strengthening of the Corporate University (CorpU), the competency development system has not been fully integrated with work practices. Limited capacity for classical training, suboptimal recognition of non-classical learning, and the lack of integration of learning with performance management indicate that competency development still tends to be administrative in nature and is not yet embedded in the work system.

At the individual level, JFPP demonstrates a high level of learning willingness and professional awareness of the importance of competency development. However, self-regulation capacity, particularly in the areas of planning, monitoring, and reflecting on learning, has not yet developed systematically. High operational

workloads contribute to reactive and problem-driven learning, thus preventing the development of sustainable learning patterns.

Thus, the main challenge in developing JFPP competencies does not lie in the lack of individual motivation, but rather in the lack of a learning ecosystem that integrates organizational structural support with individual self-regulatory capacity.

In response to these findings, this study formulated an Integrated Self-Directed Learning Strategy based on the 70-20-10 model as a competency development strategy for JFPP. This model orchestrates experiential learning, social learning, and formal learning through two dimensions of intervention. In the organizational dimension, the strategy is directed at building an enabling environment through policy reorientation, strengthening the digital learning ecosystem, and institutionalizing learning leadership. In the individual dimension, the strategy focuses on strengthening self-management, self-monitoring, and self-regulation through instruments such as the Individual Learning Plan (ILP), learning logbook, After Action Review, and Community of Practice.

This strategy marks a shift from a training-based approach to an embedded learning system that is integrated with work practices and oriented towards improving land service performance.

Based on the research findings, several recommendations are proposed as follows:

1. The Ministry of ATR/BPN needs to strengthen the legitimacy of experiential learning through formal regulations that recognize non-classical learning and integrate it with performance management systems. Strengthening the role of Corporate Universities as digital learning orchestrators and institutionalizing learning leadership are strategic steps to ensure the sustainability of the transformation.

2. The Regional Office and Land Office Work Unit levels can become pilot implementation through the application of ILP, the formation of a Community of Practice based on technical specialization, and regular monitoring of the impact of learning on the quality of case resolution.

3. Individual Level (JFPP) JFPP needs to develop self-regulatory capacity as a meta-competency that supports technical competency. Learning needs to be positioned as a professional responsibility inherent in the position, not simply a response to work pressure.

4. Further Research Further research can test the effectiveness of the Integrated Self-Directed Learning Strategy quantitatively, particularly in measuring its impact on service performance, complex case resolution, and ASN management reform indicators.

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