
HUMAN CAPITAL DEVELOPMENT STRATEGY FOR CIVIL SERVICE HUMAN RESOURCE ANALYSTS AT NCSA

Muhammad Adnan Mubarak¹, Firman Hadi Rivai²

State Development Administration, National Institute of Public Administration
(NIPA) School of Administration, Jakarta, Indonesia
adnan08052@gmail.com¹

ABSTRACT

Public administration transformation requires government institutions to develop civil servants who are competent, adaptive, and strategically oriented. In this context, the Functional Position of Civil Service Human Resource Analyst at the National Civil Service Agency (NCSA) is expected to support merit-based civil service management, yet its human capital development has not been fully optimized. This study aims to examine why human capital development for Civil Service Human Resource Analysts at NCSA remains suboptimal and to formulate operational strategies to strengthen their technical competence. Using a descriptive qualitative case study design, data were collected through semi-structured interviews with 11 key informants and document analysis. The data were analyzed thematically using Andrew Mayo's five human capital components and synthesized through SWOT and TOWS analysis. The findings reveal that competency development remains fragmented and insufficiently integrated with competency mapping, job-level needs, performance management, and career development. The study concludes that an integrated, differentiated, and evidence-based strategy is required to strengthen technical competence and support merit-based public administration reform.

Keywords: human capital development, technical competence, functional position, competency mapping, public administration

INTRODUCTION

The transformation of public administration is increasingly dependent on the ability of government institutions to develop civil servants who are competent, adaptive, and strategically oriented. In contemporary public management, technical competence is no longer viewed merely as an individual attribute, but as the product of organizational systems that shape learning, motivation, collaboration, and leadership. In this context, strengthening the competence of functional positions has become important because functional positions constitute a key instrument of modern

expertise-based bureaucracy. The National Civil Service Agency (NCSA), formerly referred to in Indonesian as Badan Kepegawaian Negara, has a strategic mandate in civil service management and is therefore required to ensure that the functional officials under its supervision not only increase in quantity but also develop in quality.

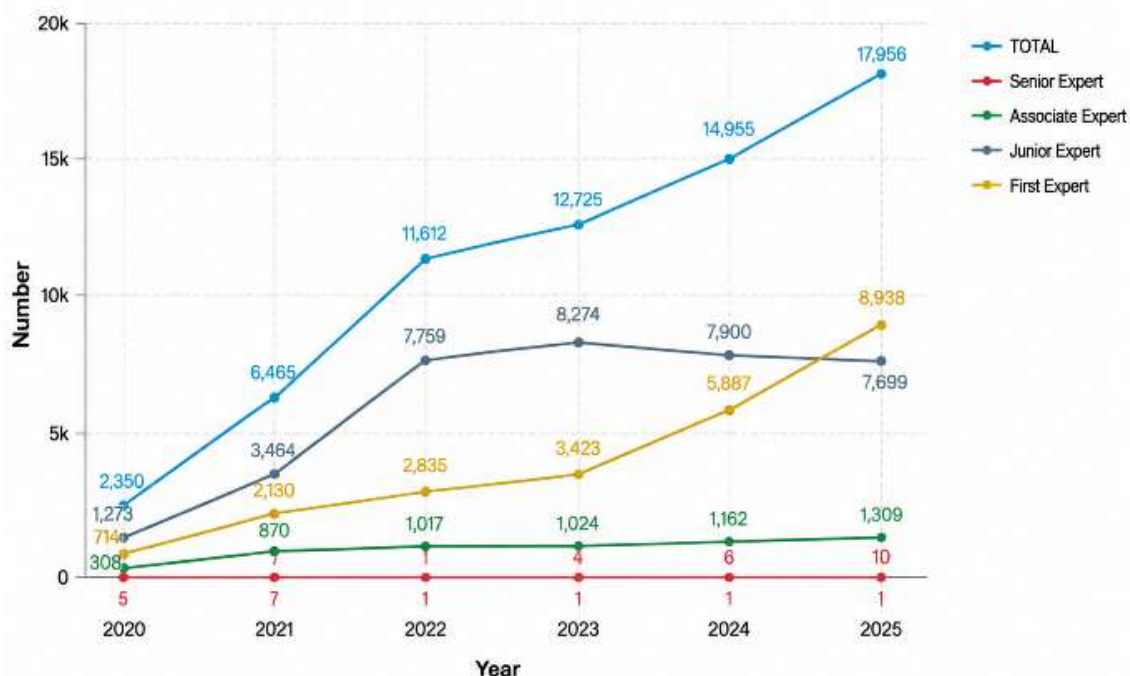
One of the strategic functional positions within NCSA is the Functional Position of Civil Service Human Resource Analyst. This position is expected to support the formulation, analysis, evaluation, consultation, and development of personnel policies in civil service

management. Therefore, the effectiveness of this position is highly influenced by the quality of the technical competence of its incumbents. However, the bureaucratic shift from a human resource management approach to a human capital management approach requires more substantive change than the mere provision of routine training. Competency development needs to be designed as a system linked to job requirements, competency mapping results, leadership support, and sustainable organizational learning.

According to NCSA data, the number of Civil Service Human

Resource Analysts increased sharply from 2,350 in 2020 to 17,956 in December 2025. Most of this growth occurred at the first expert and junior expert levels, partly as a consequence of bureaucratic simplification and the transfer of administrative positions into functional positions. This rapid quantitative expansion highlights the importance of this functional position in bureaucratic reform, but it also creates capacity challenges because many officials entering through equalization or transfer pathways do not yet possess technical competencies that fully match the demands of the position.

Figure 1. Growth Trend of Civil Service Human Resource Analysts, 2020–2025



Source: NCSA internal data, processed by the author, 2026.

The competency mapping pilot project conducted at NCSA further confirms this issue. Internal mapping involving 479 Civil Service Human Resource Analysts revealed substantial competency gaps across different competency clusters at each job level: the first expert level showed significant

gaps in understanding civil service management policy, the junior expert level in institutional analysis, and the senior expert level in strategic civil service development competencies. These findings indicate that development needs cannot be standardized. Generic development

programs fail to address the actual needs of each job group and individual.

From a theoretical perspective, this study is grounded in human capital theory, which views investment in knowledge and skills as a primary source of productivity and organizational value (Becker, 1993). Mayo, (2000) extends this argument by emphasizing that human capital value is determined not only by individual capability, but also by individual motivation, organizational climate, workgroup effectiveness, and leadership. This framework is relevant to public organizations because civil servant competence does not develop in a vacuum; it grows through the interaction between individuals, work systems, learning culture, and leadership support.

Previous studies have shown that human resource development contributes to organizational performance through intellectual capital (Chen, Lam, & Zhu, 2021), while strategic human resource development requires integration with organizational mission, managerial commitment, line-manager involvement, and effective evaluation (Arhan Sthapit, 2021). In the public sector, weak integration, top-down planning, and limited evaluation can reduce the strategic value of HRD practices (Alemu Hambissa & Mekonnen Tadesse, 2024). Indonesian studies also indicate that competency development often becomes transactional when it is driven by mandatory learning hours and is not based on systematic training needs analysis (Panggabean & Pertiwi, 2024a).

Nevertheless, an important research gap remains. Most previous studies have focused on evaluating existing human capital development plans, discussing strategic human resource development at a conceptual level, or analyzing competency development in the broader public sector context. Few studies have specifically examined contextual, operational, and data-based development strategies for a particular functional position using actual competency mapping results as the basis for analysis. This study addresses that gap by analyzing why human capital development for Civil Service Human Resource Analysts at NCSA remains suboptimal and by formulating integrated strategies based on Mayo's human capital framework and SWOT-TOWS analysis. The study contributes theoretically by extending the application of Mayo's framework to Indonesian public administration and practically by offering a competency development roadmap for functional positions within merit-based civil service reform.

RESEARCH METHODS

This study employed a descriptive qualitative case study design. The qualitative approach was selected because the study sought not only to identify existing competency development practices, but also to understand how these practices are implemented, why the outcomes have not been optimal, and what strategies are most realistic within the organizational context of NCSA (Sugiono, 2022). A case study design was selected because the research focused on a single institution, with particular attention to the

Functional Position of Civil Service Human Resource Analyst as a case reflecting competency development challenges in Indonesian bureaucratic reform.

The research was conducted at NCSA, particularly in units directly involved in the development of the Functional Position of Civil Service Human Resource Analyst, including the Bureau of Human Resources and Organization, the Directorate of Functional Positions for Civil Service Management, the civil service competency development unit, and several work units employing Civil Service Human Resource Analysts. The study was carried out from February to March 2026, covering the stages of instrument preparation, data collection, analysis, and strategy formulation.

Informants were selected through purposive sampling by considering their direct involvement, substantive knowledge, and practical experience related to competency development. The study involved 11 key informants consisting of personnel management officials, the functional position development unit for civil service management, the competency development unit, the professional association, and holders of the Functional Position of Civil Service Human Resource Analyst across several job levels. The interview guide was developed based on Andrew Mayo's five human capital components: individual capability, individual motivation, organizational climate, workgroup effectiveness, and leadership.

Data were collected through semi-structured interviews and document

analysis. Interviews were conducted both face-to-face and online, depending on informant availability, with each interview lasting approximately 45 to 90 minutes. Document analysis was conducted on regulations, the position development roadmap, competency mapping results, competency test data, civil servant professionalism index data, internal NCSA materials, and other documents relevant to the competency development of Civil Service Human Resource Analysts.

Data analysis was conducted in stages using thematic analysis, including data reduction, initial coding, categorization, classification based on Mayo's five human capital components, and interpretation. After the qualitative diagnosis had been established, the results were processed using a SWOT framework to identify internal and external factors affecting competency development. The TOWS matrix was then used to combine the SWOT factors systematically and generate core development strategies. Data validity was strengthened through source triangulation, method triangulation, and member checking.

RESULT AND DISCUSSION

The findings show that human capital development for Civil Service Human Resource Analysts at NCSA does exist, but remains fragmented and not yet strongly integrated. Formal programs, regulatory support, and various competency development initiatives are already in place; however, they have not consistently functioned as a unified learning system. The core problem does not lie in the absence of development activities, but in the weak linkages

among competency mapping, learning design, leadership support, work systems, evaluation, and career development.

The first issue concerns individual capability. The capability dimension reveals considerable disparities in technical readiness. Civil Service Human Resource Analysts vary significantly in educational background, prior work experience, analytical exposure, and appointment pathways. Some position holders entered through equalization or transfer pathways that were not accompanied by adequate foundational competency preparation. As a result, policy analysis, institutional evaluation, and civil service management consultation are not always performed with the same depth of competence. This finding is consistent with (Lopes, Sargento, & Farto, 2023), who show that public sector employees' actual capabilities often lag behind the demands of workplace transformation.

The second issue concerns individual motivation. Many Civil Service Human Resource Analysts possess intrinsic motivation to develop themselves, but this motivation is not always reinforced by the organizational system. Learning is still often associated with administrative compliance, credit points, or formal requirements for career advancement. The relationship between competency development, performance appraisal, talent mobility, recognition, and career progression remains insufficiently explicit. Rahmadani, Schaufeli, Fauzia, & Nazriani, (2022) suggest that motivation becomes stronger when organizations create a growth climate

that signals that self-development is valued.

The third issue concerns organizational climate. NCSA has introduced various learning practices such as knowledge sharing, policy socialization, discussion forums, learning communities, coaching, and mentoring. However, the existence of learning activities does not automatically mean that the organization has developed a strong learning climate. Learning remains uneven across units and often depends on the initiative of particular individuals or leaders. This finding aligns with Jensen, Øygarden, Mikkelsen, & Olsen (2022), who found that competence development plans and collaborative climate are important antecedents of job performance and commitment.

The fourth issue concerns workgroup effectiveness. The development of Civil Service Human Resource Analysts involves many actors, including the functional position development unit, the Bureau of Human Resources and Organization, the learning center, direct supervisors, and position holders themselves. In practice, these relationships are not always connected within a clear development cycle. Collaboration often occurs through ad hoc teams and informal interaction, but it has not yet become a consistent organizational pattern. Paredes-Saavedra, Vallejos, Huancahuire-Vega, Morales-García, & Geraldo-Campos (2024) similarly show that team effectiveness is influenced by leadership, work climate, organizational culture, and creative synergy.

The fifth issue concerns leadership. Among the five components, leadership emerged as the most decisive factor. Leaders influence whether employees can participate in learning, receive developmental assignments, obtain feedback, and apply training outcomes in their work. At present, many leaders are still

perceived more as administrative supervisors or performance evaluators than as learning leaders. This finding is in line with Colgate (2025), who emphasizes that coaching leadership helps employees build competencies through goal-setting, feedback, and guided development.

Table 1. Main Issues Across the Five Human Capital Components

Component	Main Empirical Problem	Strategic Implication
Individual capability	Technical competence is uneven across job levels, appointment pathways, education, and work experience.	Development must be differentiated and mapped to actual competency gaps.
Individual motivation	Learning is still partly driven by compliance, certificates, and mandatory hours.	Learning must be linked to recognition, merit, and career value.
Organizational climate	A learning culture exists, but it is uneven, informal, and not fully institutionalized.	Knowledge management and annual learning architecture are required.
Workgroup effectiveness	Collaboration occurs, but role overlap, silo behavior, and weak feedback limit collective learning.	Cross-functional learning mechanisms and collaboration procedures are needed.
Leadership	Leaders remain key but often act as administrative supervisors, not learning leaders.	Leadership must become the main entry point of the development strategy.

Source: Author's analysis based on interview and document data, 2026.

The SWOT-TOWS synthesis shows that the most appropriate strategy is not a single intervention, but an integrated development model that begins with leadership and then builds the systems required for continuity, precision, and institutional learning. Leadership must serve as the primary entry point because it influences motivation, learning climate, team coordination, and learning follow-up.

To clarify the sequence and interconnection among the nine core

strategies, the strategic synthesis is presented in the following roadmap. The figure illustrates that the proposed human capital development strategy is designed not as a set of isolated interventions, but as an integrated process implemented in three phases: data foundation and leadership; integration of learning, performance, and collaboration; and impact, evaluation, and sustainability.

Figure 2. Strategic Roadmap for Human Capital Development of Civil Service Human Resource Analysts at NCSA



Source: Author's strategic synthesis based on the TOWS matrix, 2026.

Figure 2 shows that the proposed strategy follows a sequential and cumulative logic. The first phase emphasizes building the foundation of development through strengthening leaders as learning leaders, establishing a competency dashboard, and preparing individual learning roadmaps. The second phase integrates learning into organizational practice through knowledge management, performance and talent management, and cross-functional collaboration. The

third phase ensures effectiveness and sustainability through bridging competency programs, impact-based evaluation, and governance continuity. This sequence confirms that human capital development for Civil Service Human Resource Analysts at NCSA should be managed as a coherent system that links competency diagnosis, learning intervention, workplace application, and institutional follow-up.

Table 2. Core Strategies of Human Capital Development

No.	Core Strategy	Main Purpose
1	Strengthening leaders as learning leaders	Make supervisors accountable for coaching, mentoring, and developmental follow-up.
2	Building a competency dashboard	Use competency data as the basis for objective development decisions.
3	Preparing individual learning roadmaps	Align learning pathways with level-specific and individual competency gaps.
4	Institutionalizing knowledge management	Turn scattered learning activities into an organizational learning system.
5	Integrating learning with performance and talent management	Increase motivation and connect development to career value.

No.	Core Strategy	Main Purpose
6	Strengthening cross-functional teams and communities of practice	Convert collaboration into collective learning and knowledge exchange.
7	Implementing bridging-competency and mandatory technical programs	Reduce capability disparities caused by heterogeneous appointment pathways.
8	Adopting impact-based evaluation	Measure development by technical improvement and work contribution.
9	Reinforcing governance continuity	Protect development programs from disruption caused by rotation and shifting priorities.

Source: Author's strategic synthesis based on the TOWS matrix, 2026.

The first strategic priority is to strengthen leaders as learning leaders. Supervisors and unit heads need to become active actors in the entire competency development cycle, including identifying development needs, discussing learning goals, assigning developmental tasks, providing coaching and mentoring, and monitoring the application of learning outcomes. This strategy is important because many development problems occur not at the stage of training provision, but in the lack of guidance before and after learning activities.

The second and third priorities concern competency data and individual learning roadmaps. A competency dashboard should include competency mapping results, gap analyses, learning histories, evaluation results, and their linkage to job requirements. Individual learning roadmaps should then translate these data into relevant combinations of formal training, coaching, mentoring, microlearning, benchmarking, field assignments, and communities of practice. Since competency gaps differ by level and appointment pathway,

development should not be standardized for all position holders.

The fourth, fifth, and sixth priorities focus on integrating learning into organizational practice. Knowledge generated from training, assignments, case studies, and problem-solving activities should be documented and shared so that the organization does not lose learning accumulated by individuals or units. Learning outcomes also need to be linked with performance appraisal, talent management, certification, competency portfolios, and professional recognition. Cross-functional teams and communities of practice should be strengthened so that collaboration becomes a mechanism for collective problem-solving and knowledge transfer.

The seventh, eighth, and ninth priorities focus on impact and sustainability. Bridging-competency and mandatory technical programs are needed for officials entering functional positions through equalization, adjustment, or transfer pathways. Development evaluation should shift from participation indicators, such as learning hours and certificates, toward impact indicators, such as competency

improvement, application of learning outcomes, output quality, and reduced competency gaps. Governance continuity must also be strengthened through internal guidelines, centralized monitoring, and handover mechanisms so that competency development does not depend on particular leaders.

The findings of this study both confirm and extend previous research on competency development in the public sector. In line with Panggabean & Pertiwi (2024), this study shows that competency development can become transactional when it is weakly linked to actual competency needs. The findings also support Suartini (2023) argument that job equalization gives rise to complex problems of role adaptation and competency adjustment. Unlike previous studies, however, this research demonstrates more specifically that these issues can be explained through the interaction of the five human capital components.

These findings are also consistent with Hambissa & Tadesse, 2024; Abiral Sthapit (2021) emphasis on top management commitment, mission alignment, and evaluation in strategic HRD. However, this study makes a more specific contribution by identifying leadership as the most dominant lever in the development of Civil Service Human Resource Analysts. In this functional position, leaders are not merely administrative actors, but key determinants of whether development is connected to work processes, feedback, and career advancement.

Beyond the case of NCSA, these findings have broader implications for public administration in Indonesia.

Bureaucratic reform cannot rely solely on structural redesign, changes in job nomenclature, or formal compliance indicators. The expansion of functional positions following bureaucratic simplification must be accompanied by a competency development architecture capable of addressing the actual needs of each position and individual. This study also shows that central supervisory institutions need to function not only as regulators, but also as designers of development ecosystems that translate regulations into learning practices, follow-up mechanisms, and data integration.

Finally, this study underscores the importance of knowledge infrastructure and merit system consolidation. Functional positions generate valuable tacit knowledge through case handling, policy interpretation, consultation, and cross-unit coordination. If this knowledge is not documented and shared, organizations lose their learning capital and repeat the same problems. Competency development will strengthen the merit system only when learning outcomes are reflected in portfolios, evidence of performance, assignment opportunities, and readiness for higher responsibilities.

CONCLUSION

Human capital development for Civil Service Human Resource Analysts at the National Civil Service Agency (NCSA) has not yet been optimal because competency development has not been fully integrated with job demands, individual competency profiles, learning design, leadership support, work systems, and impact evaluation. This study shows that leadership is the

most decisive component because leaders activate motivation, shape the learning climate, direct collaboration, and ensure the application of learning outcomes. Based on this diagnosis, the study formulates nine core strategies: strengthening leaders as learning leaders, building a competency dashboard, preparing individual learning roadmaps, institutionalizing knowledge management, integrating learning with performance and talent

REFERENCES

- Alemu Hambissa, B., & Mekonnen Tadesse, W. (2024). STRATEGIC HUMAN RESOURCE DEVELOPMENT PRACTICES IN ETHIOPIAN PUBLIC SECTOR: THE CASE OF SELECTED BUREAUS. *Social Sciences and Education Research Review*, 11, 146–162.
<https://doi.org/10.5281/zenodo.15258288>
- Becker, G. S. (1993). *Human capital: A theoretical and empirical analysis, with special reference to education* (3rd ed.). University of Chicago Press.
<https://doi.org/10.7208/chicago/9780226041223.001.0001>
- Chen, M. Y.-C., Lam, L. W., & Zhu, J. N. Y. (2021). Should companies invest in human resource development practices? The role of intellectual capital and organizational performance improvements. *Personnel Review*, 50(2), 460–477.
<https://doi.org/10.1108/PR-04-2019-0179>
- Colgate, M. (2025). The Importance and Application of a Coaching Leadership Style in Businesses. *Businesses*, 5(3), 32.
- management, strengthening cross-functional teams, implementing a bridging-competency program, adopting impact-based evaluation, and reinforcing governance continuity. Overall, these strategies offer a more focused, data-driven, and sustainable competency development model to support the professionalism of Civil Service Human Resource Analysts and merit-based public administration reform.
<https://doi.org/10.3390/businesses5030032>
- Hambissa, B., & Tadesse, W. (2024). STRATEGIC HUMAN RESOURCE DEVELOPMENT PRACTICES IN ETHIOPIAN PUBLIC SECTOR. *Social Sciences and Education Research Review*, 11.
<https://doi.org/10.5281/zenodo.15258288>
- Jensen, M. T., Øygarden, O., Mikkelsen, A., & Olsen, E. (2022). Competence Development and Collaborative Climate as Antecedents of Job Performance, Job Commitment and Uncertainty: Validation of a Theoretical Model across Four Hospitals. *International Journal of Environmental Research and Public Health*, 20(1), 425.
<https://doi.org/10.3390/ijerph20010425>
- Lopes, A. S., Sargento, A., & Farto, J. (2023). Training in Digital Skills – The Perspective of Workers in Public Sector. *Sustainability*, 15(13), 10577.
<https://doi.org/10.3390/su151310577>
- Mayo, A. (2000). The role of employee development in the growth of intellectual capital. *Personnel Review*, 29(4), 521–533.

- <https://doi.org/10.1108/00483480010296311>
- Panggabean, L. F., & Pertiwi, K. (2024a). Exploring The Employee Perspective of Competency development Practices in the Public Sector: A Case Study of the Indonesian Food and Drug Authority (BPOM). *JKAP (Jurnal Kebijakan Dan Administrasi Publik)*, 28(2), 117. <https://doi.org/10.22146/jkap.95100>
- Panggabean, L. F., & Pertiwi, K. (2024b). Exploring The Employee Perspective of Competency development Practices in the Public Sector: A Case Study of the Indonesian Food and Drug Authority (BPOM). *JKAP (Jurnal Kebijakan Dan Administrasi Publik)*, 28(2), 117. <https://doi.org/10.22146/jkap.95100>
- Paredes-Saavedra, M., Vallejos, M., Huancahuire-Vega, S., Morales-García, W. C., & Geraldo-Campos, L. A. (2024). Work Team Effectiveness: Importance of Organizational Culture, Work Climate, Leadership, Creative Synergy, and Emotional Intelligence in University Employees. *Administrative Sciences*, 14(11), 280. <https://doi.org/10.3390/admsci14110280>
- Rahmadani, V. G., Schaufeli, W. B., Fauzia, R., & Nazriani, D. (2022). The Moderating Effect of Employee Growth Climate on the Relationship between Work Engagement and Job Outcomes among Plantation Workers in North Sumatra, Indonesia. *Frontiers in Psychology*, 13, 968572. <https://doi.org/10.3389/fpsyg.2022.968572>
- Sthapit, Abiral. (2021). Organisational Manoeuvres to Manage Human Resource Development Strategically: A Review of Strategic HRD Factors. *PYC Nepal Journal of Management*, 14(1), 1–15. <https://doi.org/10.3126/pycnjm.v14i1.41023>
- Suartini, N. K. (2023). Problematika Pelaksanaan PermenPANRB Nomor 17 Tahun 2021 Tentang Penyetaraan Jabatan Administrasi Ke Dalam Jabatan Fungsional. *Ganaya: Jurnal Ilmu Sosial Dan Humaniora*, 6(2), 388–396. <https://doi.org/10.37329/ganaya.v6i2.2409>
- Sugiono. (2022). *Metode Penelitian Kualitatif*. Bandung: Alfabeta.