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Analysis of the Professionalism of the State Civil Apparatus in Special Autonomy Regions

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Abstract: The background of this study was the need to see the level of professionalism of the State Civil Apparatus (*Aparatur Sipil Negara/ASN*) in regions with Special Autonomy status. This need arose due to the many reports, findings, and results of studies that showed unprofessional ASN services in the Special Autonomy regions. Cases such as corruption, low quality of public services, and other complaints are some examples of cases of the many unprofessional cases in the Special Autonomy regions. This study aimed to look at the level of professionalism of ASN who were serving in Special Autonomy provinces during the time of the study, such as Aceh, Papua, and West Papua. The purpose of this study was to see the level of ASN professionalism in those provinces. The method used was a quantitative approach with data collection techniques using data processing documentation excavation techniques. The professional level was measured from the ASN Professionalism Index (ASN PI), as issued by the National Civil Service Agency (*Badan Kepegawaian Negara/BKN*), and the level of leadership competence, which was based on the participation of High-Ranking Officials (JPT) in National Leadership Training (PKN) issued by the State Administration Agency (*Lembaga Administrasi Negara/LAN*). This study found that the level of ASN professionalism in the Special Autonomy provinces was not good. Of the two variables in this study, only the competency development variable showed good results. However, the professionalism variable did not show similar results. This result was in line with the results of several previous studies and reports or facts on the field. The unprofessionalism of ASN in the Special Autonomy provinces has caused many issues. Based on the results of this study, it is recommended that the ASN in the Special Autonomy regions be given special attention to foster and improve their professionalism and competence to enable the improvement of the public services in the Special Autonomy regions.

Keywords: Special Autonomy Region; Professionalism of the State Civil Apparatus; ASN Professionality Index; National Leadership Training

About the Author(s)

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I. Introduction

The special autonomy is a special authority recognized and granted by the Central Government to the Provincial Government to regulate and manage their own area based on the aspirations of their people. As such, the special autonomy can be interpreted as the freedom of the people to regulate and manage their own households. It is hoped that with special autonomy, the regions can improve the welfare and prosperity of their people.

The special autonomy status was granted to the Province of Aceh, Papua, and West Papua. The special autonomy for Aceh Province was granted based on Law Number 18 of 2001 on Special Autonomy for the Province of the Special Region of Aceh as Nanggroe Aceh Darussalam Province, and the special autonomy for Papua Province was granted based on Law Number 18 of 2001 on Special Autonomy for Papua Province as amended in Law Number 35 of 2008 on Special Autonomy for West Papua.

According to [Malak \(2012, p. iv\)](#), the essence of the special autonomy is the confidence of the Central Government that the regions can manage their natural and human resources in a just and equitable manner. In addition, one of the goals of the special autonomy status is to improve the quality of public services. According to [Rochendi S. and Saleh \(2017, p. 1903\)](#), the granting of Special Autonomy status is to accelerate people's welfare by improving basic services such as basic education, health, and people's economic development.

Has the special autonomy managed to increase the region's economic growth and bring prosperity to the local community after 20 years of its implementation?

Based on several reports, studies, literature, and assessment of several indicators (such as indicators of development and welfare), instead of

being prosperous and peaceful, the Special Autonomy Regions have turned into an area with severe conditions.

For example, [Iryanti et al. \(2014, p. 110\)](#) found that only $\pm 8\%$ of the people in Mimika Regency, Papua Province, which is one of the Special Autonomy Regions, can be considered to be prosperous.

Apart from the economic side, the public service side has also not shown satisfactory results. Personnel in the Special Autonomy Regions tend to abuse their authority. This behavior is suspected to be the root of several problems, such as corruption. For example, [Akbar et al. \(2021, p. 101\)](#) stated that the Aceh Special Autonomy Fund (DOKA) was the largest source of corruption that brought regional heads in Aceh to prison.

Another example of abuse of authority by the apparatus, as stated by [Suharyo \(2018, p. 313\)](#), that government officials in Papua frequently caused serious violations, such as human rights violations.

Several researchers have studied the Special Autonomy Regions from varieties of indicators, such as economy, security, education, and health. Some of the parameters used were the regional development, the rate of economic growth, the crime rate in general, the quality of education, the quality of health, and the current situation in the Special Autonomy Regions.

These references, along with the data and facts found in the field, are explained in the following discussion below.

The first parameter is the Achievement of Main Development Indicators (CIUP), which consists of the following main development indicators:

1. Poverty Level (PL)
2. Human Development Index (HDI)
3. Open Unemployment Rate (OUR)

Table 1. Priority Key Indicators in 2020

Provinces	Percentage of Poverty Level (PL)		Human Development Index (HDI)		Open Unemployment Rate (OUR)	
	Achievement	National Rank	Achievement	National Rank	Achievement	National Rank
Aceh Province	15.43	29	71.99	11	6.59	24
West Papua Province	21.70	33	65.09	33	6.80	25
Papua Province	26.80	34	60.44	34	4.28	7
National		10.19		71.94		7.07

Source: Kementerian PPN/Bappenas (2020)

In general, based on the 2020's data, the Special Autonomy Regions were in an unfavorable situation.

[Table 1](#) shows the main development indicators of Aceh Province, Papua Province, and West Papua Province in 2020.

In the poverty level indicator (PL), Aceh Province, Papua Province, and West Papua Province were in the 10 poorest provinces in Indonesia. Aceh Province is even the poorest province on the island of Sumatra.

In the Human Development Index indicator (HDI), Papua Province and West Papua Province occupied the lowest position, with national rankings of 34 and 33, respectively.

In the Open Unemployment Rate indicator (UOR), Aceh Province and West Papua Province were also in an unfavorable position nationally (number 24 and 25, respectively).

This situation showed that the three Special Autonomy provinces do not have good level of welfare and development.

This is very unfortunate, since the budget for special funds for Special Autonomy Regions is quite significant. As a reference, the Budget Committee of the House of Representatives has budgeted 16 trillion for the Special Autonomy Fund (SAF) for the 2022 Fiscal Year.

[Isnadi and Fikriah \(2019, p. 29\)](#) found that the Special Autonomy Fund (SAF) is not significant to the growth of the Human Development Index (HDI). The SAF commonly becomes a source of bribery and corruption for officials in the Special Autonomy Regions.

The second parameter is the regional economic growth rate indicator. The Special Autonomy Regions also showed unsatisfactory results on the regional economic growth rate indicator. According to [Ma'ruf and Wihastuti \(2008, p. 46\)](#), economic growth is one indicator of the success of development in an economy).

Table 2. Provincial Economic Growth Rate in 2019

Provinces	Provincial Economic Growth Rate	National Rank
National	4.69	-
Aceh Province	4.14	28
West Papua Province	2.66	33
Papua Province	-15.75	34

[Table 2](#) shows the 2019 provincial economic growth rate issued by the National Development Planning Agency (Bappenas).

The Special Autonomy Regions remain at the lower level of the economic growth rate per province. None of them were able to reach the national economic growth rate, let alone exceed it.

[Table 2](#) also shows that the Special Autonomy Regions have not been able to stimulate their economic growth. This is not in line with the objective of the formation of the Special Autonomy Regions.

The third parameter looks at the non-economic variable, namely general security stability.

The security condition in the Special Autonomy Regions were also not favorable.

[Table 3](#) shows the 2019 crime rate in general, based on a report by [Statistics Indonesia \(2019\)](#).

Table 3. General Crime Rate in 2019

Provinces	Number of Reported Crime		Risk of Subjected to Crime*	
	Total	Rank	%	Rank
Aceh Province	7,483	11	144	17
West Papua Province	2,972	27	325	1
Papua Province	6,994	13	214	4

*) per 100,000 people

Source: [Statistics Indonesia \(2019\)](#)

Based on [Table 3](#), it can be broadly concluded that the Special Autonomy Regions were still relatively vulnerable to crime. The Provinces of Aceh and Papua showed considerably high number of reported crimes, while West Papua showed the highest risk of being subjected to crime. This situation is also supported by several recent events in the Special Autonomy Regions. We have seen an increase in violence and crime in Papua and West Papua Provinces, one of which was perpetrated by an armed criminal group.

Acts of violence and other crimes, such as sexual assault, has become major problems in the Special Autonomy Regions. In 2018, Aceh Province rank fifth in sex-related crime rate in Indonesia, with a total of 311 ([Jayani, 2019](#)).

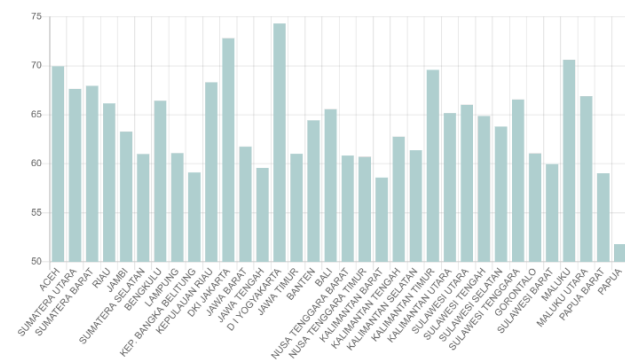
This record shows that the Special Autonomy status does not automatically guarantee the state of security in the area. This conclusion is in line with the study by [Masfiatun \(2019, p. 89\)](#), which

found that economic inequality has a significant positive effect on the number of crimes.

The fourth parameter, which is another indicator of the level of community welfare in the Special Autonomy Region, is the level of education. According to [Tatogo et al. \(2018, p. 67\)](#), one of the targets of the Special Autonomy funds is to enhance services and increase quality of service in the education sector.

The level of education in the Special Autonomy Regions should also be special. One of the indicators that can be used as a reference for education is the Education Index, which is one of the indicators on the Human Development Index.

[Figure 1](#) shows the Education Index data by Province in 2018.



Source: Author (processed from data from the Central Statistics Agency)

Figure 1. Education Index by Province in 2018

As seen in [Figure 1](#), the 2108 Education Index for Aceh Province was 69.94, West Papua Province was 59.04, and Papua Province was 51.82.

Based on [Figure 1](#), it can be concluded that the Special Autonomy Regions, especially the Papua Province and West Papua Province, did not have a good level of education level since their Education Index is still far from the National Education Index.

The fifth parameter is the availability of health services. [Tatogo et al. \(2018, p. 64\)](#) stated that one of the targets of the Special Autonomy Fund is to finance Education and Health. With this target, the health services in the Special Autonomy Regions are expected to be special.

The availability of health facilities in the Special Autonomy Regions is used as the indicator to see if the health sector has been managed properly.

[Table 4](#) shows the availability of health facilities in the form of the ratio of Community

Table 4. Health Facilities in Special Autonomous Regions in 2019

Provinces	The Ratio of Community Health Centers per District	Percentage of Type C Hospitals
Aceh Province	1.24	46.67%
West Papua Province	0.28	33.33%
Papua Province	1.93	87.50%

Source: [Kementerian Kesehatan RI \(2020\)](#)

Health Centers (Puskesmas) per District in 2019 and the percentage of Class C Regency/City Hospitals (Hospitals with four basic specialists and three supporting specialists) in 2019.

Based on the above table, the health facilities in the Special Autonomy Regions were not sufficient. West Papua Province even had the lowest level of the ratio of Puskesmas per District. It indicated that not all the districts have one Puskesmas in their area.

Aceh Province and West Papua Province also did not have sufficient Type C Hospitals. In those provinces, the Type C Hospitals was less than half of the total hospitals.

Based on the parameters we have discussed earlier it can be said that the Special Autonomy Regions have not shown a good community welfare.

The following is the discussion on the level of professionalism of the State Civil Apparatus (ASN), as measured by the ASN Professionalism Index (ASN PI) and the level of ASN competence in the Special Autonomy Regions. The quality of public services is inseparable from the ASN as the executor of these services.

According to the 1945 Constitution of the Republic of Indonesia, the government system of the Unitary State of the Republic of Indonesia recognizes and respects the special or privileged regional government units. One of the implementations of this mandate is the granting of the Special Autonomy Regions.

The quality of public services is inseparable from the ASN as the executor of these services. The ASN is a state tool in implementing public services and plays an important role in the success of the Special Autonomy Region.

[Hamid \(2011, p. 542\)](#) stated that in providing services to the community through its bureaucratic apparatus, the government must pay attention to the aspects of speed, accuracy, convenience, and especially justice. It means that

the community receives what they need quickly. People do not have to wait for a relatively long time to receive the service. There is no reason to delay the delivery of services. As such, the apparatus is ready to serve them whenever the community needs their services, with regards to the applicable procedures and provisions.

Berthanilla (2019, p. 91) also stated that promulgated and implemented programs require appropriate and qualified personnel to ensure that the program will be implemented properly following the stipulated provisions.

Hamid (2011, p. 545) argued that local government officials must have comprehensive capabilities. They must be ready professionally, as well as academically and morally. Without this inherent capacity, any development, including public services and whoever implements it, will not satisfy the community's demands.

In line with the previous statements, Wajdi and Keban (2005) stated that the apparatus of the technical agencies of the Aceh Provincial Government had not demonstrated their professionalism. This was because the apparatus did not possess the most important components in developing professionalism: technical ability and ethical maturity (attitude or behavior). Consequently, the social welfare services in the province were not implemented professionally.

Several studies have reported that the quality of ASN in the Special Autonomy Regions, both in terms of professionalism and competence, is inadequate. Malak (2012, p. 147) stated that in terms of human resources, there is a limited number of human resources, especially government officials in the Papua region, and the average quality is low. These factors are often claimed to be the main factors for the difficulty in overcoming problems in the Papua region.

In addition to the professionalism issues, Suharyo (2018, p. 307) found a tendency for uncontrolled corruption in Aceh and Papua. In other words, it seems that there is negligence by the law enforcement officials. Kharisma et al. (2020, p. 18) stated that the acceleration of Papua's development must be accompanied by follow-up and strategic steps, not only by disbursing the Special Autonomy Fund but also by increasing the capacity of local government officials.

In line with the above studies, a study by Torobi et al. (2014, p. 72) showed that the Papua Special Autonomy policy has not been effective. The implementation of the policy is constrained by

the attitude of the implementing officials, who have not made maximum use of their authority, and caused the suboptimal achievement of the objectives of the Special Autonomy policy.

As a tool for the state in implementing public policies and services, ASN must have a high level of professionalism. According to Rakhmawanto (2017, p. 1) professionalism is the quality of members of the profession and the degree of knowledge and expertise that they have to carry out their duties.

Komara (2019, p. 74) stated that government policy needs to be supported by professional ASN to realize a clean and authoritative government system (good governance), as well as to realize good, efficient, and effective public services. Rakhmawanto (2017, p. 1) also stated the same opinion, that similar to other organizations in general, government organizations demand the professionalism of their ASN as the key to success in providing public services.

Rakhmawanto (2017, p. 2) stated that as a motor for state administration, increasing the professionalism of ASN in the aspects of work, integrity, and competence needs to be encouraged to enable them to provide optimal public services.

Malak (2012) added that further policies related to the Special Autonomy are needed. However, it is more important to fix several crucial factors of Special Autonomy for Papua related to the behavior of the implementing human resources. The inadequate behavior is believed to be caused by the low capacity of the village and regional officials.

Wajdi and Keban (2005) stated that the apparatus of the technical agencies of the Aceh Provincial Government had not demonstrated their professionalism. Moreover, the apparatus did not possess the most important components in developing professionalism: technical ability and ethical maturity (attitude or behavior). Consequently, the social welfare services in the province were not implemented professionally.

The Indonesian Government, through the State Personnel Agency (*Badan Kepegawaian Negara/BKN*), created the ASN PI as an instrument that measures the level of ASN professionalism. Based on the Regulation of the State Personnel Agency of the Republic of Indonesia, Number 8 of 2019 on Guidelines for Procedures and Implementation of the Measurement of the Professionalism Index of State Civil Apparatus, the Professionalism Index (PI) is an instrument used to

quantitatively measure the level of professionalism of ASN employees. The results can be used as a basis for assessment and evaluation in the professional development of the ASN.

The Professionalism Index has 4 (four) dimensions. The first dimension is Qualification. This dimension measures the level of education that an ASN must have to possess the expert knowledge and skills or mastery of theoretical knowledge necessary for a person to know, understand, and carry out certain jobs according to the profession or duties of the job. In this dimension, an ASN is measured by the level of education, ranging from basic education to higher education.

The second dimension is Competence. It is a dimension that describes a person's ability, which is a combination of knowledge, skills, and attitudes and supported by a continuing competence development program, which is reflected through job behavior that can be observed, measured, and evaluated. In this dimension, an ASN is measured by the history/data of competency development that the ASN has taken, such as leadership training, technical training, and other training.

The third dimension is Performance. This dimension describes the achievement of the targets based on the performance planning of each person and those of the unit or organizational level while considering the targets, achievements, results, and benefits, as well as the behavior of the civil servants. An ASN in this dimension is measured from the Employee Work Target (EWT) and Employee Work Behavior (EWB).

The last dimension is Discipline. This dimension describes the ability of an employee to perform the obligations and avoid the prohibitions specified in the laws and regulations or the internal regulations. If the employee disobeys or violates the laws and regulations, the employee will be subject to a direct or indirect disciplinary punishment, which affects the implementation of the employee's duties. In this dimension, an ASN is measured based on the disciplinary data/history (light, moderate, and severe disciplinary punishments).

The four dimensions described earlier were then weighted to obtain the ASN PI. Table 5 shows the predetermined weight of each dimension.

The ASN PI is divided into the following 5 (five) categories:

Table 5. ASN PI Weighted Assessment

Dimension	Indicator	Weight	Sub-Weight
Qualification	Formal Education Data/Information	25%	
	a. Doctorate degree		25%
	b. Master degree		20%
	c. Bachelor/Diploma IV		15%
	d. Diploma III		10%
	e. High School/Diploma II/ equal education		5%
	f. Below High School	1%	
Competence	Competence Development History Data/Information	40%	
	a. Leadership Training (Diklatpim) for Structural Position		15%
	b. Functional Training for Functional Position		15%
	c. Technical Training 20 JP for Structural, Functional and Implementing Position		15%
	d. Seminar/Workshop/similar trainings for Structural, Functional and Implementing Position	10%	
Performance	Performance Assessment Result Data/Information	30%	
	a. 91-100		30%
	b. 76-90		25%
	c. 61-75		15%
	d. 51-60		5%
	e. 50 and below	1%	
Discipline	Disciplinary Punishment History Data/Information	5%	
	No Disciplinary Punishment		5%
	Light Disciplinary Punishment		3%
	Medium Disciplinary Punishment		2%
	Heavy Disciplinary Punishment		1%

Source: Kementerian Kesehatan (2020)

1. Very High: PI values between 91-100;
2. High: PI values between 81-90;
3. Medium: PI values between 71-80;
4. Low: PI values between 61-70; and
5. Very Low: PI values of 60 and below.

It is hoped that this parameter can measure the ASN's professionalism level and can be utilized by the government to assist in developing policies designed to develop the ASN professionalism, which will greatly affect the level of satisfaction in public services.

Based on the results of the previous studies, the researcher considers that in addition to increasing the level of professionalism of the ASN, it is also necessary to improve their capacity. One of the ways to improve the capacity of the regional apparatus is through a competency development program. Competence (the ability of ASN in carrying out its functions) is one of the key factors determining the quality of public services.

Carter and Wilson (2006) found that the level of education can be an indicator of professionalism. The author found that education can also be reached through training.

The Indonesian Government, through the State Administration Agency (*Lembaga Administrasi Negara/LAN*), organizes a National Leadership Training (*Pelatihan Kepemimpinan Nasional/PKN*) program to improve the ASN's managerial skills/competence/leadership. The PKN is structural training for Echelon I or Echelon II leadership, or other similar names, as regulated in the related Laws and Regulations. The Level I National Leadership Training (PKN I) is for Echelon I, while the Level II National Leadership Training (PKN II) is for Echelon II.

The PKN aims to develop the participants' competence to meet the managerial competency standards of Echelon I or Echelon II.

Data for this study was taken from Echelon I and Echelon II training at the Province, Districts, and Cities in the Special Autonomy Regions. Carter and Wilson (2006) stated that one of the ways to measure the professionalism of the apparatus is from the level of education/training that they have taken. In line with their study, the managerial and leadership competencies for the High-Ranking official are developed during the PKN.

The training is expected to enable the Echelon I and II officials to issue public policies that can increase the public satisfaction with public services—and indirectly boost the level of professionalism of the apparatus—in the Special Autonomy Regions.

In PKN I, the total study hours were 1,042 (one thousand and forty-two) in 117 (one hundred and seventeen) days. It consists of 277 (two hundred and seventy-seven) hours or 32 (thirty-two) days for studying at the training institution and 765 (seven hundred and sixty-five) hours or 85 (eighty-five) days for on-the-job learning) to produce Policy Papers and Change Projects at the training venues and the participants' agencies.

The PKN I training subjects are divided into 4 (four) agendas:

1. Manage-Self

This learning agenda equips the participants with the ability to identify collaborative leadership potential and develop collaborative leadership capacity while upholding leadership ethics and integrity. The training subject in this agenda consists of

Collaborative Leadership Development and Leadership Ethics and Integrity.

2. Policy Management (Managing Policy)

Intends to strengthen the public policy management competency, within the agency and across agencies, by prioritizing synergies between units and between agencies.

The training subjects in this agenda consist of Policy Management Framework, Policy Strategic Issues, Policy Communication and Advocacy, and Policy benchmarking.

3. Collaborative Change Management Agenda (Managing Collaborative Change)

This agenda equips participants with the ability to think holistically in improving cross-agency/sectoral performance. The training subjects in the Collaborative Change Management agenda consist of Holistic Thinking, Building Collaboration, and Digital Leadership.

4. Collaborative Leadership Actualization Agenda

This agenda equips participants with the ability to implement collaborative leadership in completing joint national programs and encouraging policy changes that have a national impact within the responsibilities of their agency. Collaborative Leadership Actualization Learning Agenda includes actualization through Group Policy Papers and individual Change Projects.

The participants will be evaluated with the Evaluation Leadership Learning (weighted at 20%), Evaluation of Policy Papers (weighted at 40%), and Evaluation of Change Projects (weighted at 40%).

In PKN II, the total study hours were 887 (eight hundred eighty-seven) hours for 101 (one hundred and one) days. It consists of 221 (two hundred and twenty-one) hours or 27 days for studying at the training institution and 666 (six hundred sixty-six) hours or 74 (seventy-four) days for on-the-job learning at the participants' agencies.

The training subjects in PKN II comprise of 4 (four) agendas:

1. Manage-Self

This agenda equips participants with self-mastery skills to develop strategic leadership with integrity in building a clean and accountable government supported by the energy of change. The training subjects in this

agenda consist of Energy of Leadership and Leadership Integrity.

2. Strategic Leadership Agenda

This agenda equips participants with the ability to produce strategic leadership through the application of adaptive organizations and entrepreneurial leadership in building learning organizations. The training subjects in the Strategic Leadership agenda consist of Adaptive Organizations, Entrepreneurial Leadership, and Learning Organizations.

3. Strategic Leadership Agenda

This agenda equips participants with the ability to apply strategic management through analysis or diagnostic skills, as well as formulation and implementation of strategies in managing the strategic environment supported by public sector marketing capabilities to ensure the effectiveness of policy implementation. The training subjects on this agenda are Strategic Dialogue, Strategic Issues, and Public Sector Marketing.

4. Leadership Actualization Agenda

This agenda equips participants with the ability to actualize strategic leadership capacities through the learning of best practices and/or leadership advocacy and their application in change projects. The training subjects in the Leadership Actualization agenda consist of Site Visits Learning, National Leadership Visits (thematic or non-thematic), and Change Projects.

The participant will be evaluated based on Evaluation of Strategic Leadership Understanding and Practice, Evaluation of National Leadership Visit (thematic or non-thematic), Change Project Evaluation, and Behavioral Attitude Evaluation.

In essence, PKN I and PKN II aim to produce world-class bureaucracy, which requires a collaborative leader who can mobilize all the potential of the government and society to increase the nation's competitiveness and accelerate national development fairly and equitably, including in the Special Autonomy Regions.

Based on the above discussion and the noble purpose of the status of the Special Autonomy Region, the next challenge is to see the level of public satisfaction with public services in the Special Autonomy Regions by measuring the level of professionalism of ASN in the Special Autonomy Regions. As such, the study question for this study

is "What is the level of professionalism of ASN in the Special Autonomy Regions?"

II. Methods

This study used a quantitative approach with data collection techniques using data processing on existing documents. In this study, the level of professionalism was measured using the ASN Professionalism Index (ASN PI) issued by the State Civil Service Agency (BKN) in 2018, and the ASN competency level was measured using the participation of the high-ranking officials in the National Leadership Training (PKN) organized by State Administration Agency (LAN) in 2021.

The ASN PI variable was used as a variable in this study since this parameter is one of the reference parameters in the ASN professionalism element. [Rakhmawanto \(2017\)](#) stated that the measurement of the professional index is needed to determine the level of conformity between the competence of ASN employees and the requirements needed to carry out the duties of the position.

On the competency development variable, the author used the Echelon I and II participation in National Leadership Training to assess the level of managerial competence in the Special Autonomy Regions. Managerial competence greatly determines the level of professionalism of the apparatus because the quality of service in government agencies is determined by the quality of leadership in the agency.

[Wajdi and Keban \(2005\)](#) supported this finding and stated that the level of professionalism of the apparatus is also influenced by the decision-making process and the communication form used by the leaders, both leaders at echelon II and echelon III levels.

Primary data for this study was obtained directly from key informants at the relevant authorities, while the secondary data was obtained from books or supporting documents, such as laws and regulations, statistical documents released by relevant authorities, scientific papers such as journals or books, as well as data and articles from the internet.

The population in this study was the ASN PI results and the participation of Echelon I and II in the National Leadership Training. The sample was the 2018 ASN PI and the participation of Echelon I and II officials from the Special Autonomy Regions in the 2021 National Leadership Training.

Determination of the sample using the purposive sampling technique. According to [Dantes \(2012\)](#), purposive sampling is a sampling technique based on the characteristics or objectives set by the researchers. This technique is a non-probability sampling technique, which is a sampling technique based on certain conditions/specific characteristics (necessary conditions) that have been determined by the researcher.

The certain condition/specific characteristic (necessary condition) for the sample of this study was the Special Autonomy Regions: Aceh Province, Papua Province, and West Papua Province.

This study used a regression technique for the data analysis process. According to [Hardani et al. \(2020, p. 394\)](#), regression is a technique to measure the effect of two or more independent variables on a single dependent variable. With this technique, certain variables can be held constant to assess the independent effect of the key variables of interest.

In the data analysis process, the ASN PI data from the Special Autonomy Region was combined with the percentage of participation rates of the High-Ranking Officials from the Special Autonomy Region in the National Leadership Training. The ASN PI data were taken from the BKN documents available on the internet. Data on the participation of the High-Ranking officials in the National Leadership Training was obtained from LAN through the Data and Information Technology Center (*Pusdatin*). To obtain the total number of both Echelons, the authors used the data on the number of High-Ranking Officials from the organizational structure of the provincial government obtained via the internet.

The stages of the study were: preparation of study designs, determination of study methods, data and information collection, review of the data and information, data analysis, and drawing the conclusion. The duration of the study was approximately 30 (thirty) days.

The model used in this study assessed the level of professionalism of the apparatus that affects the quality of public services in the Special Autonomy Regions. The quality of public services was measured through two variables: ASN PI in the Special Autonomy Region and Competency Development. The competency development in this study was the participation of the High-Ranking officials in the National Leadership Training). The following is a summary of the model used in this study:

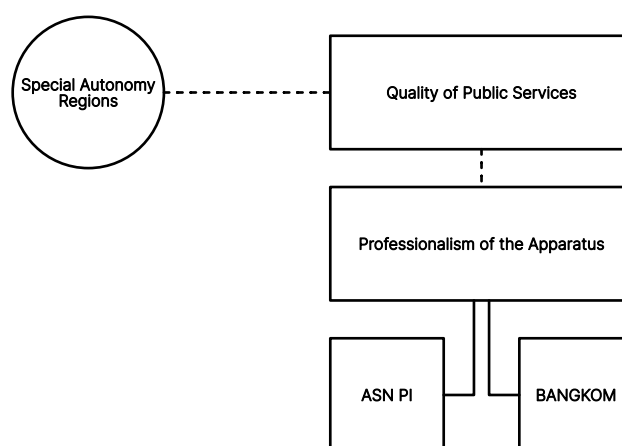


Figure 2. Model

III. Results and Discussion

This study used two independent variables, the 2018 ASN PI variable and the participation rate variable in the 2021 PKN I and PKN II from 3 (three) Special Autonomy provinces.

The ASN PI variable was taken from the 2018 ASN PI released by BKN. [Table 6](#) shows the results of data processing for this variable. The information displayed in the table is the number of ASN, the percentage of ASN PI obtained for the study, the value of the ASN PI, and the category.

Table 6. Results of the 2018 ASN PI Assessment in the Special Autonomy Regions

Provinces	Number of ASN	ASN PI Data Obtained (%)	ASN PI (Value)	Category
Aceh Province	22,319	3.5%	65	Low
West Papua Province	4,739	6.8%	64	Low
Papua Province	12,769	1.0%	61	Low

Source: [Putranto \(2019\)](#)

As for the participation rate in the 2021 National Leadership Training, the data was processed from the participation of the High-Ranking Officials (both Echelon I and II) in competency development through the PKN I and PKN II and the total number of both Echelons in each region.

[Table 7](#) shows the result of the data processing.

After the ASN PI and the participation in the leadership training data were processed, then conclusions were drawn through analysis of results that are represented as accumulations.

Table 7. Participation of the High Ranking Official in the PKN in 2021

Provinces	Number of Echelon I	Number of Echelon II	Total	Total Attended Training (A)	% (A)	Total Not Attended Training (B)	% (B)
Aceh Province	1	40	41	20	48.78	21	51.22
West Papua Province	1	47	48	43	89.58	5	10.42
Papua Province	1	55	56	48	85.71	8	14.29

Source: LAN (2021)

As a benchmark, the achievements of the Special Autonomy Regions were compared with the accumulated data on a national basis. Table 8 shows the results of the analysis along with the accumulation.

Table 8. Results of Data Processing of the Two Variables

Provinces	ASN PI	% Echelon I & II Attended Training	Accumulated
Aceh Province	65 (Low)	48.78 (Low)	56.89
West Papua Province	64 (Low)	89.58 (High)	76.79
Papua Province	61 (Low)	85.71 (High)	73.36
National	65 (Low)	51.40 (Low)	58.55

Source: Author

On the national level, the ASN PI score was 65 (Low), and the participation rate in provinces participating in National Leadership training is 51.40% (Low), resulting in a total accumulation of 58.55 (Low).

In the Special Autonomy provinces, only Aceh Province managed to have an equivalent ASN PI score to that of the National level. The remaining two provinces, Papua Province (score 61) and West Papua Province (score 64), showed lower ASN PI scores.

However, the 2018 ASN PI was not adequately represented the level of ASN professionalism since the level of ASN participation in the ASN PI measurement was very low, only 37.10%.

On the percentage of High-Ranking Officials in the Special Autonomy Provinces' participation in PKN, only Aceh Province (48.78%) showed a lower percentage than the national level (51.40%). The two other provinces, West Papua Province (89.58%) and Papua (85.71%), showed a higher percentage of the High-Ranking Officials participating in PKN compared to the national level (51.40%).

Similar to ASN PI, the national percentage of participation in the PKN used the data of the provinces without considering the participation level in the Ministries or Agencies.

IV. Conclusion

On the professionalism variable, only Aceh Province showed an accumulated value equal to that of the National level. The accumulated values of the professionalism variable in two other provinces were below the national accumulated value, even though the accumulated value of the professionalism variable of West Papua ASN was not that far off. This meant only 33% of Special Autonomy provinces met the National ASN PI standards.

In terms of competency development, only Aceh Province had accumulated value below that of the National level, although the accumulated value was not far apart. The accumulated values of the other two provinces were far above the national accumulated value. This meant that 66% of provinces with Special Autonomy met the national competency development standards (especially in leadership).

In general, based on the accumulated value of the study variables, the professionalism variable in the Special Autonomy Regions was lower than the competency development variable.

These results could illustrate that the ASN in the Special Autonomy Regions has developed competence, especially in leadership, but are still unable to increase their level of professionalism.

This result was also in line with the opinion in several previous studies conveyed earlier by the author, which stated that the professional capacity of ASN in the Special Autonomy Region was not ideal. As such, the people still encounter some obstacles or difficulties in the public services bureaucracy in the Special Autonomy Region.

This difficulty was confirmed by several sources in the field. The author believes that other variables need to be assessed to better describe the level of professionalism of ASN in the Special Autonomy Regions.

In line with the study results, on the 2019 Maladministration Perceptions Index, the Indonesian Ombudsman noted that Aceh Province was one of the areas with the highest maladministration, with an index of 4.89 (Medium to Low Maladministration), while Papua Province had an index of 4.42 (Low Maladministration). The same report mentioned that the region that ranked high in maladministration is Aceh for licensing services.

With this situation, it is necessary to carry out a further study that looks at other components and indicators that can be used to triangulate the results of this study and obtain realistic results on the level of professionalism of ASN.

In light of the results of this study, it is also recommended to continue to increase the capacity of ASN in the Special Autonomy Regions. Wajdi and Keban (2005) stated that it is recommended to improve and develop the professional values and technical capacity of the state apparatus through education and technical training.

The improvement and development are intended to increase the level of public service received by the people in the Special Autonomy regions to excellent or at least the same level of public services provided to people in other—more advanced—regions.

Indeed, the indicators for a professional ASN are many. In the end, the professionalism of the ASN must have an impact and can contribute directly to the increase in the level of community satisfaction toward public services.

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