

Research Article

Civil Apparatus Formation Management Strategy to Improve Public Service Effectiveness at the Pasuruan City Regional Personnel Agency

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Abstract: This research seeks to examine the approach to managing civil servant training to enhance public service efficiency at the Regional Civil Service Agency (BKD) of Pasuruan City. This research is rooted in the bureaucratic difficulties encountered by local governments, especially the disparity between organizational demands and the presence of qualified staff. This situation results in delays in service, reduced productivity, and ineffective management of human resources. The study utilizes a qualitative descriptive method, gathering data via comprehensive interviews, firsthand observations, and analysis of policy documents. The results indicate that the state civil servants formation management approach at BKD Pasuruan emphasizes three main elements: workforce planning based on competencies, employee redistribution according to performance, and strengthening evaluation systems oriented towards results. These tactics have enhanced bureaucratic effectiveness and expedited public service operations. The research additionally reveals that effective execution relies on adaptive leadership, a cooperative work environment, and a dedication to service innovation. In summary, an effectively designed, flexible, and results-oriented state civil servants formation management approach can act as a template for enhancing local administrative capabilities to deliver efficient, professional, and enduring public services.

Keywords: Adaptive Governance; ASN Formation Management; Bureaucratic Effectiveness; Performance; Public Service.

1. Introduction

Pasuruan City faces significant challenges in managing efficient and responsive government apparatus resources; planning the formation of ASN (State Civil Apparatus) is an important basis because it establishes a balance between the number, competence, and distribution of employees which ultimately impacts the quality of public services for the community. The implementation of job analysis and workload analysis in a planned and data-based manner has been recommended as a best practice for developing formations that are in accordance with organizational needs, but at the regional level, implementation is often not optimal, creating a gap between actual service needs and the existing ASN composition. (Butar - Butar et al., 2025).

In practice, digital transformation in personnel management is implemented through the use of a personnel information system (SIKEP) and e-competency inventory, which will provide opportunities to improve the accuracy of formation data, accelerate the validation process, and improve transparency in ASN placement. However, implementing this technology requires investment in human resource capacity, infrastructure, and synchronization processes between regional agencies so that the data can serve as a reliable basis for planning. Experience in various institutions shows that digitalization without organizational preparation tends to produce disparate data, thus not optimally supporting flexible formation policies (Herwanto et al., 2023).

Previous research has emphasized three main issues that are relevant to the context of Pasuruan City: (1) the significance of formation planning that focuses on needs and

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competencies to realize the principle of meritocracy; (2) the role of job analysis and workload analysis as technical tools that need to be connected to regional HR strategies; and (3) the impact of leadership and organizational capabilities in implementing formation policies into practice that influence service effectiveness (Amelya, 2024). While policy analysis provides general guidance, field research indicates significant regional variation in data quality, political commitment, and implementing capacity of the elements that determine the success of education management (Mahardhani, 2023).

Problems seen in the field and important to analyze in the Pasuruan City Regional Personnel Agency (BKD) are the mismatch between the determined formation structure and the actual workload of service units, the lack of utilization of evidence-based data in the formation decision-making process, and inadequate coordination between the formation subdivision, the mutation division, and service user units. This situation has direct impacts: inappropriate staff placement, slow public service response, and the potential decline in ASN motivation and professionalism. Therefore, a formation management strategy is needed that is not only procedural but also responsive in integrating job analysis and performance load analysis, information digitization, and inter-unit cooperation mechanisms.

This study aims to identify and design a strategy for (ASN formations that can improve the effectiveness of public services at the Pasuruan City Regional Civil Service Agency by analyzing (a) the extent to which job analysis and performance load analysis practices are implemented; (b) the impact of personnel data digitization in supporting formation planning; and (c) the coordination mechanisms and institutional innovations required for formations to function as a strategic tool for improving service performance. The purpose of this study is to create operational recommendations and a formation management model that is relevant, evidence-based, and replicable for comparable regions. In support of all the key statements above, this study refers to technical guidelines for job analysis and performance load analysis as well as the latest policy analysis on ASN management.

2. Preliminaries or Related Work or Literature Review

Planning for ASN formation needs to be seen as an element of strategic human resource management that allows the bureaucracy to adjust its capacity to the needs of public services; the strategic human resource management approach emphasizes that employee recruitment, placement, and development policies must be in line with organizational goals so that formation functions as a strategic tool, not just related to the number of employees (Wiryo et al., 2025). At the operational level, this means that job analysis and performance load analysis must be the main basis for designing a formation map that reflects the actual task load and required competencies, the allocation of formations tends to cause overstaffing in some units and shortages in others, thus disrupting the effectiveness of services (Zein et al., 2025).

To ensure that strategic human resource management and job analysis and performance load analysis function effectively, a credible performance appraisal mechanism is needed that is directly linked to formation planning; Armstrong (Akbar et al., 2024) emphasizes that a performance-based evaluation system must be able to measure output and outcomes at the individual and unit levels, so that performance data can be used as a basis for career redistribution and development. A proper evaluation system will provide signals regarding competency needs and employee numbers, while the shortcomings of this system are subjective assessments or inappropriate indicators, which can lead to distortions in determining formation and failure to achieve public service goals. (Putra, 2021).

Digitalization serves as a game changer in integrating job analysis and performance load analysis, data competency, and performance assessment results that form the basis for real-time and transparent formation planning; studies on data-driven governance show how an integrated personnel information system (SIKEP, performance dashboard) can improve planning accuracy, accelerate validation, and encourage accountability (Chughtai et al., 2023). However, the implementation of technology requires a focus on data quality, interoperability standards, and human capabilities, without which digitalization will create data fragmentation which will further worsen formation planning (Arifianti & Sakapurnama, 2024; Harahap et al., 2025; Iqbal & Mirza, 2024).

Osborne's theory of adaptive governance (Sanrego & Muhammad, 2013) offers a framework for understanding the needs of public organizations, including regional civil service agencies, to adapt and respond to environmental changes (technology, demographics, and policies). In managing civil servant formation, an adaptive approach requires a

governance mechanism that can change: an inter-unit coordination forum, a regular data-driven formation update process, and organizational learning capabilities that support rapid adjustment without compromising administrative legitimacy. Therefore, job analysis and performance load analysis combined with digital data and collaborative practices are central to adaptive formation (Chughtai et al., 2023; Emerson et al., 2012)

However, changes in structure and process will not have an impact if employee motivation and commitment are not formed; public service motivation theory from Denhart and denhart (2007) emphasizes that the intrinsic motivation of civil servants is the desire to serve the community, integrity, and professional commitment to strengthen the effectiveness of human resource policies. Therefore, formation management needs to be integrated with a capacity building approach that strengthens public service performance: clarity in determining formations, equality in training and promotion opportunities, and a clear reward system will increase employee acceptance of change and encourage performance that impacts public service. In short, the combination of strategic human resource management, a performance-based assessment system, digital transformation, adaptive governance, and strengthening public service motivation creates a holistic framework for formulating an efficient ASN formation management strategy to improve the quality of public services at the Pasuruan City Regional Civil Service Agency.

3. Materials and Method

This study adopts a qualitative approach with a case study design that emphasizes the ASN formation management strategy in increasing the effectiveness of public services at the Pasuruan City Regional Civil Service Agency (Pahleviannur et al., 2022). This method was chosen because it provided researchers with the opportunity to explore the policy context, institutional practices, and the dynamics of decision-making processes within the regional bureaucracy. Data were obtained through in-depth interviews, participant observation, and document analysis, including civil service formation documents, performance reports, and regulations regarding regional personnel. Informants in this study were selected through purposive sampling, including structural officials at the regional personnel agency, heads of formation and mutation divisions, and employees directly involved in the planning and implementation of personnel policies. Data analysis was conducted using interactive analysis techniques proposed by Miles and Huberman (Mahardhani, 2024). This includes data reduction, data presentation, and thematic conclusion drawing. Data validity is guaranteed through triangulation of sources and methods, as well as a checking process by informants to ensure the validity of the interpretation of the research results. Theoretically, this study is based on the adaptive governance theory expressed by Osborne, which emphasizes the importance of organizational structure flexibility and the adaptability of civil servants (ASN) to changes in policy, technology, and community needs. Therefore, this study not only focuses on describing the practice of ASN formation management in the Pasuruan City Regional Civil Service Agency, but also analyzes the extent to which this strategy plays a role in increasing the effectiveness of public services through responsive and sustainable governance.

4. Results and Discussion

Strategic Analysis Of Asn Formation Planning In The Regional Personnel Agency Of Pasuruan City

Research findings indicate that the civil servant (ASN) formation planning process at the Pasuruan City Regional Personnel Agency continues to face challenges related to synchronizing actual organizational needs with the allocation of positions approved by the central government. Interviews with the Head of the Formation and Transfer Division revealed that job analysis and workload analysis are not yet the primary reference points in developing annual formation proposals. In practice, political considerations and local fiscal policy directions also play a role in determining ASN needs, often leading to an imbalance between the number of ASN and the demand for public services across regional agencies.

Furthermore, observations revealed that the formation process is often delayed due to a lack of integrated ASN competency data across divisions within the Regional Personnel Agency. Employee data management is still handled separately using a spreadsheet-based internal system, resulting in delays in needs analysis and complicating medium-term employee needs projections. This situation also impacts the Regional Personnel Agency ability to

respond quickly to changes in the organizational structure of regional government agencies requiring new formation.

Interviews with planning staff revealed that not all regional government agencies possess the technical knowledge to develop positions in accordance with Ministerial Regulation No. 1 of 2020 concerning Job Analysis. Consequently, civil servant job application documents often fall short of comprehensive analysis criteria. This results in inaccurate position prioritization, particularly in public service sectors such as education and health.

Within the context of the discussion, these findings align with Denhardt & Denhardt's perspective (Negoro et al., 2025) which emphasizes the essence of the new public service paradigm for managing a bureaucracy that is sensitive to community needs through participatory and data-driven planning. The Pasuruan City Regional Civil Service Agency has yet to fully implement this principle due to the dominance of a conventional, top-down administrative approach. This situation demonstrates the need to revamp planning strategies to prioritize evidence-based policies.

Osborne (Nur et al., 2024) explain through the concept of adaptive governance that public organizations need to adapt to changes in the external environment by increasing information capacity and innovation in human resource management. The limited and unintegrated data on ASN competencies indicates that the Regional Civil Service Agency has not yet effectively implemented the adaptive principle. In this context, digital data integration is a key requirement for ASN formation to be based on accurate analysis and focused on public performance.

Bryson's public strategic management theory (Sukmiridiyanto et al., 2024) juga emphasizes that the effectiveness of ASN formation planning must reflect a balance between organizational needs, regional financial capacity, and long-term development vision. The research results indicate that there is still a gap between the planned workforce needs and the strategic development priorities of Pasuruan City. Therefore, improvements to the ASN formation plan need to focus on inter-sectoral collaboration within the regional civil service agency and enhancing analytical capabilities based on information technology.

Implementation Of State Civil Apparatus Competency Development Strategy

The study findings indicate that the Pasuruan City Regional Civil Service Agency has initiated several programs to improve the competency of civil servants (ASN), such as technical training, leadership education and training, and internal training and mentoring activities. However, the effectiveness of these programs remains limited because not all employees have equal opportunities to participate in training relevant to their duties. According to internal data, of the 850 ASN registered in 2024, only around 37% had participated in formal training in the past two years.

Furthermore, field findings indicate that post-training evaluations have not been effective. Many employees who have participated in training have not received new assignments or responsibilities commensurate with their improved skills. As a result, knowledge transfer has not been optimally implemented in the workplace. This leads to competency gaps among employees, particularly between junior and senior ASN.

Interviews with several division heads indicate that competency development is often not based on training needs maps but rather on administrative matters. The selection of training participants remains based on budget availability and assignments from superiors, rather than on individual performance evaluations. Discussion of these findings shows alignment with Becker's theory of human capital development (Rangkuti & Rizki, 2025), which highlights the importance of continuous investment in human resource development to improve the productivity of public organizations. In the context of the Pasuruan City Regional Civil Service Agency, the approach to developing civil servant competencies has not been directed at improving human resources in a structured manner and based on performance data.

Furthermore, (Saputra & Nugroho, 2021) stated that strengthening the capacity of civil servants (ASN) needs to focus on creating public value through continuous organizational learning. The mismatch between training and performance improvement reflects the weakness of the organizational learning system in the Pasuruan City Regional Civil Service Agency. Therefore, it is necessary to develop a results-based training management model. In the current context of public administration, the performance governance model proposed by Bouckaert & Halligan (Saputra & Nugroho, 2021) This model highlights the significant relationship between competency development and institutional performance targets. Therefore, regional civil service agencies must formulate training strategies that focus not only

on administrative compliance but also on achieving strategic performance and the effectiveness of public services.

Optimization Of The State Civil Apparatus Performance Assessment System

Research findings indicate that the civil servant performance assessment method at the Pasuruan City Regional Personnel Agency still uses a manual format and is not fully connected to national electronic systems such as e-Kinerja. As a result, data collection is delayed, reports are inaccurate, and the assessment process has limited transparency. Most assessors still employ subjective methods in providing evaluations, so the results do not adequately reflect employee performance.

Furthermore, observations indicate that individual performance indicators are still not fully connected to organizational performance indicators. Consequently, there is a lack of continuity between individual achievements and their contribution to the organization's strategic goals. Consequently, the performance evaluation system serves more as an administrative tool than a results-focused performance management tool. Several employees also stated that feedback mechanisms from superiors are rarely implemented regularly. This situation results in employees not receiving sufficient information to continuously improve their performance.

In the discussion, these findings support the performance management theory proposed by Armstrong. (Akbar et al., 2024), which highlights the importance of a clear and accountable performance-based evaluation system for improving the efficiency of public organizations. The misalignment between individual and institutional key performance indices indicates a weak performance management system focused on results. Bovens' public accountability theory (Novatiani et al., 2019) also stated that a clear assessment system is an element of public performance accountability. If assessments are conducted subjectively, public trust in the bureaucracy will be eroded. Regional civil service agencies must improve their e-Performance systems to make ASN assessments more objective, measurable, and digitally documented.

Osborne (Umiyati et al., 2023) Furthermore, it emphasizes that adaptive bureaucracy needs to be able to integrate management information systems into all ASN performance management processes. In the context of the Pasuruan City Regional Personnel Agency, the implementation of data-based e-Performance is a crucial step to increase transparency, accuracy, and efficiency in decision-making related to employee resource development.

The Impact Of Formation Management Strategy On The Effectiveness Of Public Services

The research results indicate that the effectiveness of public services within the Pasuruan City Government has increased following the restructuring of civil servant (ASN) formations in several strategic regional agencies, such as the Population and Civil Registration Office and the Investment and One-Stop Integrated Services Office. However, this improvement is not evenly distributed due to the persistence of vacancies in certain functional positions due to delays in the recruitment and redistribution process. Field data indicates that service units with staffing levels consistent with their formations tend to experience faster service completion times and higher levels of public satisfaction. Conversely, units experiencing staff shortages often overload existing staff, resulting in a decline in service quality.

Interviews with regional civil service agency officials also indicate that the impact of formation management on public services depends on the extent to which the formation system is based on accurate performance data and workload analysis. These results align with the public service performance theory proposed by Walker & Andrews. (Harista, 2023), which emphasizes that the effectiveness of public services depends heavily on the alignment between human resource capacity and public service demands. The Pasuruan City Regional Civil Service Agency needs to ensure that its civil servant (ASN) formation strategy aligns with actual service needs.

The research also shows that the success of the ASN formation management strategy not only impacts internal bureaucratic efficiency but also increases public trust in the quality of local government services. Additional findings indicate that a continuous monitoring and evaluation system for the implementation of formation plays a crucial role in maintaining consistent service quality. Some informants reported that after the regional civil service agency conducted quarterly evaluations of employee needs and performance, there was a 15% reduction in public complaints over the past year. This demonstrates that responsive and data-driven formation policies not only increase civil servant productivity but also strengthen the social legitimacy of public institutions. Consequently, it can be concluded that efficient ASN

formation management should be considered a strategic tool in bureaucratic reform focused on responsive and sustainable public services.

Furthermore, the concept of public service motivation highlights that improved public service performance is determined not only by an appropriate formation structure but also by the motivation and professionalism of civil servants (Komalasari et al., 2009). Therefore, regional personnel agencies need to balance formation policies with efforts to increase employee performance motivation through fair rewards and career systems. In the context of adaptive governance theory, Osborne explained that an effective regional bureaucracy must be able to adapt its personnel management strategy to changing community needs. This research finding reinforces the importance of dynamic, data-driven, and performance-oriented civil servant (ASN) formation design to achieve adaptive and sustainable public services. (Sanrego & Muhammad, 2013).

5. Conclusion

Based on the research results and discussion, it can be concluded that the ASN formation management strategy at the Pasuruan City Regional Personnel Agency plays a crucial role in improving the effectiveness of public services. However, its implementation still faces various structural and technical challenges. Formation planning that is not fully based on Job Analysis and Job Description data results in an imbalance in the distribution of employees across various regional agencies, while ASN competency development mechanisms have not been directed towards systematically improving human capital. Furthermore, the performance evaluation system is not fully connected to e-Performance and the lack of feedback mechanisms contribute to low accountability and transparency in individual performance. Therefore, the regional personnel agency must strengthen personnel management based on evidence-based policies, build integration of ASN competency data across sectors, and implement the principles of performance governance and adaptive bureaucracy. This strategic step needs to be complemented by strengthening public service motivation so that each ASN focuses not solely on completing administrative tasks but also on generating sustainable public value. Therefore, the effectiveness of public services in Pasuruan City can be improved through ASN formation management that is professional, transparent, and responsive to changes in the modern bureaucratic environment.

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