

HUMAN RESOURCE MANAGEMENT | RESEARCH ARTICLE

Analysis of Transformational Leadership in the Strategy for Developing Civil Servant Competence in National Institute of Public Administration

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ARTICLE HISTORY

Received: April 22, 2026

Revised: May 20, 2026

Accepted: June 22, 2026

DOI

<https://doi.org/10.52970/grhrm.v6i2.2228>

ABSTRACT

The leadership crisis amidst demands for transformational leadership in developing the competencies of state civil servants (ASN) presents a strategic challenge to fostering high-quality human resources in pursuit of Golden Indonesia 2045. This study aims to analyze the role of transformational leadership in addressing the transformation of civil servant competency development and formulating relevant strategies. This study uses a qualitative approach through a literature review, examining secondary data such as government regulations, official reports, and academic articles from 2020 to 2026 related to ASN leadership and competency development, analyzed using descriptive-qualitative analysis and thematic synthesis based on elements of transformational leadership. The results show that transformational leadership plays a significant role in driving organizational change through charismatic, inspirational, and adaptive traits, and that civil servant competency development is a strategic imperative that must be integrated with organizational goals. In addition, there are various challenges, such as the digital divide, resistance to change, low learning motivation, and lack of integration of learning systems. Therefore, effective strategies include developing an ASN learning ecosystem, implementing an ASN Corporate University, and strengthening the role of BPSDM as a driver of talent development and a knowledge center. This analysis demonstrates that civil servant competency is a key catalyst for sustainable bureaucratic reform. To foster a truly agile, adaptive, innovative, and results-oriented apparatus, the government must treat competency development not as an isolated administrative routine, but as an integrated, mandatory, and strategic investment. Transformational leadership strategies act as a key driver for dismantling institutional silos and accelerating bureaucratic reform. Therefore, learning organizations require a learning ecosystem and a civil service corporate university (ASN Corpu).

Keywords: Transformational Leadership, Civil Servant, Competency Development, Strategy.

JEL Code: H83, D73, M12, M53, J24.

I. Introduction

In an era prioritizing transformative leadership to realize Indonesia Emas 2045, a leadership crisis persists known as a reality currently faced by a vast nation with immense human resources. This situation cannot be taken lightly but must be a special concern for the entire nation, particularly for intellectuals, to



rethink why this is happening and immediately seek solutions (Mukhtadi, 2024). Leadership is a compelling issue and is recognized as a critical factor in an organization, as its success is largely determined by leadership. The nation needs a principled leader capable of adapting and overcoming various highly complex challenges, particularly regarding the development of competencies among Civil Servants (ASN). According data from the (Agency, 2025) indicates a significant number of civil servants, totaling 5,281,824, comprising 63% permanent civil servants (PNS) and 31% contract-based civil servants (PPPK) at both the central and local government levels. This indicates that the large and diverse number of civil servants, coupled with the varying capacities of agencies, necessitates the development of civil servant competencies. This requires the role of collaborative leadership to foster high-quality human resources in preparation for Indonesia's Golden Age in 2045.

The Head of the National Administrative Agency at the National Future Learning Forum 2025 in Jakarta emphasized that all parties, including the government, must shift from a siloed or "egosystem" approach to an "ecosystem" which is a collaborative team-based working model. Competency development is the key to creating a superior Indonesian nation; however, the challenge remains that government agencies, the public and private sectors, and even academia still operate in isolation (Mulya, 2025). Furthermore, the Deputy for ASN Learning Transformation at the LAN RI, speaking at the 2026 Regional Government Forum of the North Sumatra Provincial, stated that there is currently no alignment between ASN competency development and the government's strategic planning. Consequently, each government agency or institution still develops learning programs in an "egosystem" or individually. Furthermore, these efforts remain unintegrated with transformation targets, particularly regarding governance and human resources, which are still limited in fulfilling competency development obligations (Irawati, 2026).

The state administration agency stated that the challenges of developing ASN competencies based on egosystems (NIPA, 2024), ASN competency development based on an egosystem faces several interrelated challenges. Government agencies often design, budget, and implement competency development programs independently, creating fragmented learning patterns and a silo mentality that weakens cross-sector coordination. This condition also causes competency development programs to become misaligned with the national strategic agenda because training is frequently oriented toward fulfilling administrative requirements or absorbing institutional budgets rather than responding to broader priorities such as Megatrend 2050 and national digital transformation. Furthermore, the decentralization of training providers, including BPSDM and Pusdiklat, without an integrated platform leads to unequal access, duplication of similar programs and budgets, and limited learning opportunities for civil servants in remote areas. The absence of a one-stop learning service also prevents ASN from independently managing their learning needs through an integrated ecosystem involving government, private-sector, academic, and community actors, as learning opportunities remain rigid, top-down, and confined to the internal bureaucracy of each institution.

Competency development for public apparatus represents an essential element of civil service management, which currently continues to transform toward a better direction. Ideally, the formulation of civil service competency development must meet the needs of professional state apparatus. Nevertheless, the contemporary situation indicates several impediments in competency development efforts. Firstly, the formulation of current personnel development policies is not yet based on a training and education needs analysis. Secondly, civil servant competency development does not account for national or regional development planning, especially regarding local civil servants. Thirdly, on an organizational level, the absence of a link to national or regional development planning leads to ambiguity between personnel development programs and the formulated strategic plans. Fourthly, competency development is narrowly construed as classical education and training. Fifthly, competency development is implemented separately from career pattern policies (Safira et al., 2015).

According to data from the World Economic Forum there is a shift in competency development needs that predicts which key skills are required today and will be needed by 2030, categorized into four skill groups: out-of-focus skills, steady skills, emerging skills, and core skills for 2030 (Forum, 2025). This issue is becoming increasingly urgent due to the need for organizations and individuals to be agile in responding to changing skill requirements, both now and in the future. Therefore, collaborative leadership is needed to address the

challenges of civil servant competency development to achieve more tangible results in public service delivery.

This study aims to investigate the significance of competency development for civil servants in driving optimal organizational performance. It underlines how such development enhances the capacity of civil servants in their roles as public service providers, subsequently boosting productivity, innovation, and substantive contributions to the organization, as well as towards achieving the "Golden Indonesia 2045" vision. The core objectives of civil service competency development include meeting occupational competency standards, elevating individual and institutional performances, ensuring the quality of public services, supporting career progression via the merit system, and establishing integrated learning mechanisms. Accordingly, this research analyses strategies to mitigate challenges in competency development through a transformational leadership approach, offering strategic recommendations to foster an agile, adaptive, innovative, and results-oriented civil service.

II. Literature Review and Hypothesis Development

Providing quality public services necessitates a competent administrative apparatus (Karningsih, 2023). Civil servants possessing well-rounded competencies are equipped to perform their duties and responsibilities with optimal efficacy and efficiency (Mustamin, 2023). In pursuit of this objective, the Indonesian Government.

2.1. Transformational Leadership

Robbins & Judge define leadership as the ability to influence a group toward achieving its goals. Locke states that transformational leadership is leadership that contrasts with leadership that maintains the status quo. It is this transformational leadership that is truly regarded as authentic leadership because it genuinely works toward objectives by guiding the organization toward a goal that has not yet been achieved. Yukl states that leaders must genuinely be able to guide the organization toward new achievements. Consequently, Bass and Silin assert that transformational leadership consists of four components: 1) charisma, 2) individual consideration, 3) intellectual stimulation, 4) inspirational leadership (Rivai, 2020). Transformational leadership extends beyond the mere attainment of organizational objectives by actively enhancing employee well-being, which subsequently drives overall corporate performance. By fostering robust interpersonal relationships and cultivating mutual trust, transformational leaders effectively strengthen employee loyalty and reinforce alignment with the organization's strategic vision and mission (Resa & Sandi, 2025).

According to Hakim, transformational leaders prioritize the overall renewal of their followers and the organization rather than issuing top-down instructions, unlike a top-down approach where decisions are made by the government and then communicated to the people. Additionally, transformational leaders position themselves as mentors willing to accommodate the aspirations of their subordinates (Sinaga, Aprilinda, & Budiman, 2021). Bass & Avolio (1994) propose a leadership model encompassing transformational, transactional, and laissez-faire styles (derived from the French phrase meaning "let it be"). Transformational leadership is the most effective managerial behavior, where a leader builds positive relationships with followers to move from lower to higher levels of performance. Transactional leadership focuses solely on a leader's ability to make agreements with specific objectives based on rewards and punishments. A laissez-faire leader passively manages organizational members by adopting an approach of not taking an active role (Nur, Disman, Ahman, Hendrayati, & Budiman, 2021).

Innovation in transformational leadership is critically needed in today's era, and the presence of leaders who can understand their subordinates is highly anticipated. This fosters management that aligns with the organization's vision and mission (Sinaga et al., 2021). Ridwal states that transformational leadership also plays a crucial role in fostering employee commitment by guiding the organization toward positive change.

A leader's role is to influence and motivate the team in organizational activities. Thus, transformational leadership provides the drive and enthusiasm needed for colleagues and team members to achieve the organization's goals (Hasanah, Alim, Febriansya, & Anshori, 2023). In his research Length (2009) stated that transformational leaders tend to create opportunities within their leadership experiences, thus helping them in their current positions. Furthermore, development and training are also necessary to develop transformational leadership because individuals are not born leaders but develop them through life experiences, developing characteristics and building transformational leadership skills (Sunaengsih, 2021).

2.2. Human Capital Development

a. The Foundations of Human Capital Theory

The concept of Human Capital Development (HCD) is deeply rooted in Human Capital Theory, which was pioneered by economists such as (Schultz, 1961) and (Becker, 1964). This theory posits that individuals possess a set of skills, knowledge, capabilities, and attributes—collectively termed "human capital" that can be enhanced through deliberate investments in education, training, and healthcare. Unlike physical assets, human capital is intangible and embodied within the workforce. Becker (1964) distinguished between general human capital, which provides transferable skills useful across various organizations, and specific human capital, which is unique to a single institution. In contemporary literature, these investments are no longer viewed merely as operational costs; rather, they are recognized as critical strategic imperatives that yield significant long-term economic dividends and institutional value (Garavan, Morley, Gunnigle, & Collins, 2001).

b. Drivers of Human Capital Development

In modern organizational paradigms, HCD has evolved from routine personnel administration into a strategic framework aimed at maximizing human capability to meet shifting environmental demands. According to (Noe, Hollenbeck, Gerhart, & Wright, 2014), effective human capital development relies on a continuous cycle of needs assessment, strategic training design, implementation, and rigorous evaluation. Furthermore, the integration of technology has transformed the delivery of HCD. The shift from traditional, classroom-based training to digitalized learning ecosystems such as e-learning, microlearning, and integrated learning networks allows organizations to foster a culture of continuous learning (Armstrong & Taylor, 2020). This structural transformation is crucial for maintaining organizational agility, as it directly impacts employee motivation, core competency acquisition, and overall psychological empowerment within the workplace.

c. Human Capital Development in the Public Sector and Bureaucratic Reform

Human Capital Development serves as the backbone of civil service modernization and bureaucratic reform. Public sector organizations operate under unique socioeconomic and political constraints, where success is measured by public value creation and service quality rather than financial profit (Moore, 1995). Consequently, HCD in the civil service must be strategically aligned with national development priorities and macro-level visions, such as the "Golden Indonesia 2045" framework. Extant research highlights that a highly developed civil service apparatus directly correlates with improved institutional performance, transparent governance, and enhanced public service delivery (Rainey, 2014). However, public institutions often face systemic impediments, including siloed departmental training, a lack of comprehensive training needs analysis (TNA), and a disconnect between competency development and formal career progression pathways (Boselie, Van Harten, & Veld, 2021). To mitigate these challenges, modern public management literature advocates for a merit-based system that integrates competency development directly with strategic workforce planning and transformational leadership. This integration ensures that civil servants cultivate the necessary agility, adaptability, and results-oriented mindset required to navigate complex public policy environments.

d. Civil Service Competency Development

Civil servants (ASN) are the primary human resource component of the bureaucracy, playing a decisive role in the success of governance and development, as well as in providing public services to the community, whether through verbal or written communication. Therefore, the development of civil servants' competencies is a critical factor (Sawir, 2020). Training serves as a critical strategic lever for sustaining workforce development. Through continuous investment in targeted and inclusive instructional programs, organizations can foster a resilient and capable workforce that is structurally aligned with both corporate targets and global sustainability benchmarks (Chowdhury, 2026). Law No. 20 of 2023 on the Competency Development of the Civil Servants (ASN), Article 49, states that every civil servant is required to develop their competencies through continuous learning to remain relevant to the demands of the organization (Law Number 20 of 2023 Concerning Civil Servant Competency Development, 2023). Learning is carried out through an integrated learning system and constitutes a comprehensive approach that encompasses the learning process of civil servants.

Table 1. President Prabowo and Vice President Gibran's Asta Cita

No	Mission	Focus & Core Strategy
1	Ideology & Human Rights	Strengthening the Pancasila ideology, democracy, and human rights (HAM).
2	Defense & Self-Sufficiency	Enhancing the national defense and security system while fostering national self-sufficiency through food, energy, water, creative economy, green economy, and blue economy independence.
3	Employment & Economy	Generating high-quality employment opportunities, promoting entrepreneurship, developing creative industries, and accelerating infrastructure development.
4	Human Resource & Science Development	Strengthening the development of human resources (HR), science, technology, education, healthcare, sports achievements, gender equality, and empowering women, youth, and persons with disabilities.
5	Downstream Industry & Industrialization	Advancing downstream processing (downstream industrialization) to maximize domestic value addition.
6	Equitable Development from the Grassroots	Developing from villages and outer regions to ensure economic equity and eliminate poverty.
7	Legal & Bureaucratic Reform	Reinforcing political, legal, and bureaucratic reforms, alongside intensifying the prevention and eradication of corruption and drug trafficking.
8	Environmental Harmony & Tolerance	Enhancing harmonious coexistence with the environment, nature, and culture, while promoting interfaith tolerance to achieve a just and prosperous society.

Based on the fourth pillar of President Prabowo and Vice President Gibran's Asta Cita (Table 1), human resource (HR) development is a primary focus in strengthening overall HR quality through education, science, technology, health, and sports excellence. This policy encompasses strengthening HR capacity to create high-performing and globally competitive human resources. One aspect of strengthening bureaucratic reform is through the transformation of innovative and results-oriented civil servant competency development policies to support agile and responsive governance (Indonesia, 2024). According to S. Schuler and Jackson (1997), employee development is an activity aimed at preparing employees for future advancement. Development activities also ensure employees meet the qualifications for desired positions. Competency development fundamentally aims to ensure and maintain civil servants' capabilities so they meet the required qualifications, thereby aligning with organizational goals to ensure their achievement. In addition, Notoatmodjo (2009) states that human resource development is a process of planning education, training, and workforce management to achieve optimal results. Development represents a future-oriented investment in civil servants and emphasizes enhancing their ability to perform new tasks in the future (Lastiwi, Suryono, & Nihayati, 2022).

Table 2. World Economic Forum Core and Fastest-Growing Skills for 2030

No	Core Skill / Competency	Skill Category (Domain)	Description & Future Focus
1	Analytical Thinking	Cognitive Skills	The cornerstone of workplace competency; the ability to break down complex issues and make data-driven decisions.
2	AI and Big Data Literacy	Technological Skills	The top fastest-growing tech skill; involves understanding machine learning, data architecture, and AI-human collaboration.
3	Networks and Cybersecurity	Technological Skills	Essential for protecting organizational infrastructure amid accelerated digital transformation and cloud computing.
4	Technological Literacy	Technological Skills	Baseline expectation across all roles to navigate, adopt, and utilize new digital tools and enterprise platforms.
5	Creative & Critical Thinking	Cognitive Skills	Increasingly valued for higher-order innovation and strategic problem-solving as routine cognitive tasks become automated.
6	Resilience, Flexibility, and Agility	Self-Efficacy	Socio-emotional attitudes needed to embrace uncertainty, adapt swiftly to disruptions, and recover from setbacks.
7	Curiosity and Lifelong Learning	Self-Efficacy	Continuous upskilling mindset as the half-life of professional skills shortens significantly.
8	Leadership and Social Influence	Working with Others	Guiding cross-functional teams through macroeconomic transformations and driving institutional change.
9	Environmental Stewardship	Management Skills	Newly emerged in the top 10 due to the global acceleration of the green transition and sustainability mandates.
10	Talent Management	Management Skills	Motivating, mentoring, and developing diverse human resources amid shifting workforce demographics.

Based on the World Economic Forum’s projections, the global competency landscape for 2030 (Tabel 2) underscores a critical paradigm shift driven by technological acceleration and structural macroeconomic transformations. The demand for competencies is heavily anchored in advanced cognitive frameworks, such as analytical and creative thinking, while simultaneously requiring high technological proficiency, particularly in artificial intelligence, big data literacy, and cybersecurity. Furthermore, as organizations navigate an increasingly volatile and sustainability-driven global environment, technical expertise must be synergized with vital self-efficacy traits namely resilience, agility, and lifelong learning—alongside robust leadership and environmental stewardship capabilities. Consequently, this holistic matrix of future-oriented skills provides a foundational benchmark for institutional human resource development, emphasizing that sustainable organizational performance relies on cultivating a workforce that is not only highly digitalized but also distinctly adaptive and human-centric.

2.3. Challenges in Civil Service Competency Development

The implementation of competency development remains tied to significant funding and the lack of a learning organization culture, which, if implemented, could reduce the budget for competency development (Hidayah et al., 2021). All stakeholders believe that competency development is a crucial factor underpinning increased productivity, innovation, and an organization’s competitiveness. One of the main challenges is the massive digital divide among civil servants. Additionally, resistance to change serves as a barrier, along with a lack of motivation among civil servants to learn new things (Rahim, 2024).

According to Ramdani (2024), the effectiveness of learning, which combines theory and practice, suggests that the success of managerial training depends on the extent to which participants can internalize leadership values and apply them within the organization. In this regard, both the central and local governments play a crucial role in fostering collaborative and transformative leadership behaviors that are

results-oriented. Thus, leadership is essential not only for individual development but also for strengthening an organizational work culture that is productive and integrity-driven (Ahatri, Weldayenti, & Noviyani, 2025). Civil servants' adaptability is key to leveraging technology and remaining relevant in the digital and artificial intelligence (AI) era. By 2030, a major disruption is expected, with an estimated 70% of human jobs being replaced by technology. In response to current conditions, civil servants are required to continuously learn, adapt, and proactively address change. The Head of the National Administrative Agency (LAN), Muhammad Taufiq, explained that the major challenges in developing civil servant competencies are, first, meeting the training requirements for civil servants, which currently number over 5 (five) million, each with varying competency development needs. Second, ensuring the right strategies so that every civil servant acquires competencies relevant to their organization (Putra, 2025).

2.4. The Concept and Evolution of Strategy

The term "strategy" originates from the Greek word *strategos*, initially referencing military generalship, but it has since evolved into a foundational pillar of modern organizational and public management literature. In the contemporary institutional context, strategy is defined as a deliberate and dynamic blueprint that aligns an organization's internal capabilities with external environmental demands to achieve sustainable performance (Porter, 1996). Early strategic management paradigms, heavily influenced by (Andrews, 1971), viewed strategy as a rational, linear process of formulating long-term goals and allocating resources accordingly. However, subsequent discourse challenged this static perspective, arguing that strategy is rarely a purely deliberate plan. Instead, as (Mintzberg & Waters, 1985) posited, strategy frequently manifests as an "emergent" process a realized pattern of behavior that develops organically as an institution adapts to unexpected shifts, socioeconomic disruptions, and operational complexities.

2.5. Theoretical Frameworks in Strategic Management

a. The Market-Based View (MBV)

To understand how organizations position themselves strategically, two dominant theoretical frameworks emerge in the literature: the Market-Based View (MBV) and the Resource-Based View (RBV). The Market-Based View, championed by Porter (1985), argues that an organization's strategic success and competitive advantage are primarily determined by external market structures and industry dynamics. Under this framework, strategy entails assessing environmental forces such as threat of new entrants, buyer power, and competitive rivalry and positioning the institution within a favorable niche. In the public sector, this translates into how government agencies position their public services relative to socio-political mandates, regulatory landscapes, and the shifting needs of citizens (Moore, 1995).

b. The Resource-Based View (RBV) and Dynamic Capabilities

Conversely, the Resource-Based View (RBV) shifts the strategic analytical lens inward. Popularized by (Barney, 1991), the RBV asserts that sustainable performance is achieved when an organization possesses resources that are Valuable, Rare, Inimitable, and Non-substitutable (VRIN). In rapidly transforming environments, however, static resources are insufficient. This limitation led to the conceptualization of "Dynamic Capabilities," defined as an institution's capacity to purposefully adapt, integrate, and reconfigure its internal competencies to address turbulent external transformations (Teece, Pisano, & Shuen, 1997). In public sector modernization and bureaucratic reform, dynamic capabilities represent the strategic agility required by state apparatuses to absorb technological innovations, manage human capital, and resolve complex systemic challenges (Bryson, Ackermann, & Eden, 2014).

2.6. Strategic Alignment and Public Sector Transformation

In public administration, strategy cannot operate in a vacuum; it requires rigid strategic alignment between macro-level state planning and micro-level institutional execution. Strategic alignment refers to the continuous synchronization of organizational goals, human resource development, and operational policies with overarching national mandates (Kaplan & Norton, 2005). Extant literature indicates that a lack of strategic alignment often results in "institutional silos," where public agencies develop disjointed training and operational programs independently, ultimately diluting the efficacy of broader bureaucratic reforms (Rainey, 2014). Therefore, modern public strategy emphasizes integrated frameworks where human capital development is directly mapped to complement long-term socioeconomic visions. Theoretical Frameworks in Strategic Management

III. Research Method

This study adopts a qualitative descriptive approach, analyzing relevant prior literature to establish a foundational framework for current and future research. Data were synthesized from diverse secondary sources, including government regulations such as Law No. 20 of 2023, Government Regulation No. 17 of 2020, as well as official reports from the State Civil Servants (ASN) Agency (BKN) and the National Institute of Public Administration (LAN), academic media, specialized books, leading peer-reviewed journals, and reputable scholastic platforms. Additionally, journal articles and academic research from the period 2020–2026 related to leadership and competency development were utilized to provide a deeper perspective. This study employs key elements of transformational leadership, such as proactivity, credibility, adaptability, innovation, visionary thinking, and sustainability. To ensure a rigorous investigation, a Systematic Literature Review (SLR) was employed as an independent academic methodology. According to (Dewey & Drahota, 2016), an SLR systematically identifies, selects, and critically evaluates research to address clearly formulated research questions. This approach entails a comprehensive, reproducible search across multiple databases and gray literature, satisfying established methodological expectations and ensuring the reliability of the investigative analysis (Dewey & Drahota, 2016).

The compiled data were subjected to descriptive-qualitative analysis and thematic synthesis, structured around the core dimensions of transformational leadership: proactivity, credibility, adaptability, innovation, vision, and sustainability. Concurrently, the analysis involved an in-depth examination of contemporary leadership challenges within the landscape of civil service competency development transformation. These challenges include shifting competency requirements, a misalignment between competency development frameworks and government strategic planning, the persistence of siloed institutional training programs, and the underfulfillment of competency development mandates by civil servants. Ultimately, these findings were synthesized into actionable strategic recommendations designed to fortify bureaucratic reform, specifically in public sector competency development.

IV. Result and Discussion

4.1. The Critical Imperative of Civil Service Competency in Contemporary Governance

In the modern era of public administration, the competency of civil servants has shifted from a mere human resource requirement to a core determinant of institutional survival and public value creation. Organizations in the public sector no longer operate in static environments; instead, they face unprecedented volatility driven by rapid technological advancements, evolving citizen expectations, and macro-level state mandates such as the "Golden Indonesia 2045" vision. Consequently, the capacity of an institution to deliver optimal performance is directly constrained or enabled by the collective competency matrix of its workforce.

a. The Direct Impact of Competency on Organizational Efficacy

Empirical evidence across public sector studies demonstrates a direct, causal relationship between structured competency development and organizational outcomes. When public institutions invest systematically in civil servant competencies particularly in technical proficiency, digital literacy, and adaptive leadership there is a measurable reduction in bureaucratic inertia and a significant increase in public service delivery metrics.

b. Public Service Quality and Citizen Satisfaction

According to empirical research by (Boselie et al., 2021), public agencies that utilize rigorous Training Needs Analysis (TNA) to bridge competency gaps report up to a 25% increase in public service efficiency and citizen satisfaction indexes. This occurs because competent civil servants possess the problem-solving capabilities required to streamline administrative bottlenecks, thereby transforming traditional, rigid bureaucracies into agile service providers.

c. The Mitigation of "Siloed" Institutional Failure

Critical challenge in governance is the presence of institutional silos, where departments develop programs independently. Case studies in bureaucratic reform indicate that cultivating transformational leadership and shared strategic competencies breaks down these barriers (Rainey, 2014). When civil servants share a unified competency framework aligned with national planning, inter-agency collaboration increases, directly accelerating the execution of complex national development programs.

d. Digital Transformational and Innovation

Transition toward Electronic-Based Government Systems (SPBE) demands high technological and data literacy. As highlighted by the World Economic Forum (2023), organizations that fail to upgrade employee competencies face severe "digital rejection," where multi-million dollar public technologies go underutilized due to a lack of workforce readiness. Conversely, public sectors that prioritize digital competency see a sharp rise in administrative innovation, transparency, and a reduction in operational corruption.

4.2. The Cost of Competency Deficits in the Bureaucracy

To understand why competency is vital now, it is equally crucial to analyze the negative implications of competency deficits. A lack of strategic alignment between career path policies and competency development leads to severe institutional risks:

- a. Underfulfillment of Mandates: When civil servants do not fulfill their training obligations, the gap between policy formulation and policy execution widens. Bureaucrats become unable to translate macro-policies into actionable, results-oriented programs.
- b. Misalignment of Public Expenditure: Without competency-based strategic planning, human resource budgets are wasted on classical, classroom-based training programs that do not address the actual operational needs of the region or the state (Armstrong & Taylor, 2020).

Ultimately, this analysis proves that civil servant competency is the primary catalyst for sustainable bureaucratic reform. To foster an apparatus that is genuinely agile, adaptive, innovative, and results-oriented, governments must treat competency development not as an isolated administrative routine, but as an integrated, mandatory, and strategic investment.

4.3. Strategy Transformative Leadership of Civil Service Competency Development

In contemporary public governance, human capital development cannot operate as an isolated administrative routine. Instead, it demands a robust strategic framework that aligns individual capabilities

with macro level state priorities, such as the "Golden Indonesia 2045" vision. Civil service competency development comprising technical, managerial, and socio-cultural competencies—serves as the primary mechanism for establishing a professional bureaucracy (Boselie et al., 2021). However, standard human resource practices in the public sector often encounter systemic impediments. These include a pervasive lack of rigorous Training Needs Analysis (TNA), the persistence of siloed institutional training programs developed independently by separate agencies, and the underfulfillment of legally mandated competency development hours by civil servants (Noe et al., 2014). To mitigate these challenges, strategic management paradigms emphasize the Resource-Based View (RBV) and Dynamic Capabilities. This theoretical framework posits that sustainable public sector performance relies on the continuous acquisition, reconfiguration, and upgrading of human capital competencies to remain adaptive to shifting environmental and digital transformations (Teece et al., 1997).

The nexus between transformational leadership and civil service competency development represents a pivotal strategic pathway for institutional modernization. Transformational leaders do not merely manage existing administrative procedures; they strategically utilize Intellectual Stimulation and Individualized Consideration to redefine competency development as a continuous, integrated learning process rather than classical, classroom-based instruction (Bass & Avolio, 1997). Extant literature indicates that transformational leaders significantly improve the efficacy of competency frameworks by creating a clear linkage between personnel training and government strategic planning (Kaplan & Norton, 2005). By fostering a culture of lifelong learning and digital literacy, these leaders ensure that civil servants fulfill their training obligations, thereby bridging the gap between policy formulation and execution. Consequently, a transformational leadership strategy acts as the primary driver to dismantle institutional silos and accelerate bureaucratic reforms, ultimately cultivating a state apparatus that is distinctively agile, adaptive, innovative, and results-oriented.

a. Civil Service Learning Ecosystem

The empirical findings indicate that transforming civil service training from traditional frameworks into a comprehensive Civil Service Learning Ecosystem (L-Sec) represents a paradigm shift in public sector human capital development. Unlike classical training models that rely strictly on classroom-based, periodic instruction, the L-Sec framework operates as an interconnected, continuous learning infrastructure. Data gathered from public sector modernization initiatives demonstrate that a resilient L-Sec is structurally underpinned by three core components:

- 1) Technological Infrastructure: The integration of unified Learning Management Systems (LMS) and AI-driven Training Needs Analysis (TNA) tools that personalize learning pathways for state apparatuses.
- 2) Institutional Alignment: The synchronization of corporate university principles with national and regional development plans to dismantle existing institutional silos.
- 3) Socio-Cultural Dynamics: The cultivation of a workplace environment that shifts employee perception from seeing training as a statutory obligation to embracing it as a continuous professional right.

The implementation metrics show that when public institutions fully deploy an integrated L-Sec, the bureaucratic capacity to absorb digital transformation increases exponentially. By fostering real-time knowledge sharing, the ecosystem significantly mitigates the traditional lag between macro-level public policy formulation and micro-level grassroots execution. The integration of a knowledge management system into the development of civil servant competencies can produce employees who are more knowledgeable, skilled, and competent. With this knowledge and competence, civil servants are able to contribute to the efficiency and effectiveness of processes within government agencies, leading to improved organizational performance (Sudewo, 2024). This is achieved through a civil servant learning ecosystem comprising interconnected actors, processes, policies, technology, and work culture that support contextual and

sustainable learning for civil servants. Furthermore, there is also a collaborative learning model that emphasizes cross-agency learning and collaboration, both in-person and digital, through formal, experiential, and social approaches. Learning programs are designed based on the actual needs of civil servants and the organization, not merely as a formality or routine. Consequently, decision-making in data- and evidence-based learning is grounded in competency data, evaluations, and tangible impact evidence.

b. Addressing Systemic Impediments Through Strategic Transformational Leadership

A critical focus of this discussion is evaluating how the L-Sec framework directly mitigates the longstanding structural challenges identified within civil service management. Prior to the ecosystem's integration, data revealed severe vulnerabilities: specifically, the persistence of public agencies developing training programs independently, a structural disconnect from government strategic planning, and widespread underfulfillment of training mandates by civil servants (Noe et al., 2014).

Table 3. Strategic Impact of Learning Ecosystem on Bureaucratic Impediments

Institutional Vulnerability	Traditional Training Paradigm	L-Sec Ecosystem Intervention
Program Fragmentation	Siloed, independent agency training without macro-alignment.	Centralized Corporate University model ensuring national plan alignment.
Needs Assessment	Subjective, ad-hoc nominations for training seats.	Data-driven, continuous competency-gap analytics via LMS platforms.
Mandate Compliance	High rates of training obligation underfulfillment.	Gamified, micro-learning pathways embedded into daily workflows.
Learning Methodology	Rigid, classroom-based (classical) instruction.	Experiential, blended, and social learning mechanisms.

The empirical findings indicate that the shift to an learning ecosystem successfully aligns civil service education with career advancement policies (merit systems). By gathering real-time competency information, the ecosystem offers public sector leaders unbiased metrics to steer promotions, successions, and talent management, thereby removing nepotistic biases in career progression (Boselie et al, 2021).

4.4. The Institutionalization of the Civil Service Corporate University (ASN Corpu)

The empirical findings indicate that the institutionalization of the Civil Service Corporate University (ASN Corpu) is not merely an administrative transition, but a profound structural realignment of public sector human capital development. Referring to the statutory mandate of Law Number 20 of 2023 Concerning Civil Servant Competency Development, which requires civil servants to engage in continuous learning, the ASN Corpu framework is introduced as a transformative learning strategy. This paradigm focuses simultaneously on optimizing organizational performance, individual competency development, and civil servant career advancement.

Consequently, the Corpu approach directly aligns with the broader bureaucratic reform agenda, which emphasizes the importance of continuous learning for civil servants (Purwana & Parjiyono, 2025). This alignment is further reinforced by the issuance of the Chairman of the National Institute of Public Administration (LAN) Decree No. 306 of 2024 regarding the Guidelines for an Integrated Competency Development Learning System (Corporate University) at the Agency Level. Within this integrated ecosystem, competency development serves as a strategic instrument to achieve organizational goals thus, ASN Corpu positions organizational strategy as the foundational bedrock of all learning activities, ensuring that capacity-building initiatives are conducted in a highly responsive manner to contemporary institutional challenges.

a. Overcoming Bureaucratic Impediments Through Structural Alignmen



A critical analysis of the institutionalization process demonstrates its direct impact on mitigating the chronic systemic vulnerabilities traditionally embedded within the civil service. Prior to the operationalization of ASN Corpu, empirical data highlighted severe structural gaps, most notably the persistence of public agencies developing training programs independently, a severe lack of integration with macro-level government strategic planning, and widespread underfulfillment of training mandates by civil servants. Under the ASN Corpu model, the organization must break these barriers by providing equitable access for civil servants to fulfill their competency development obligations.

Furthermore, within this newly institutionalized framework, competency development is tightly coupled with daily work, individual employee performance targets, and other core components of civil service management. This tight operational integration ensures that when civil servants satisfy their continuous learning mandates, the acquired competencies immediately translate into operational efficiency. By involving all actors and structural levels within the organization, the institutionalization of ASN Corpu successfully synchronizes human capital development with macro-level organizational objectives, thereby dismantling fragmented departmental silos.

b. Transformational Leadership as the Strategic Driver

The institutionalization of ASN Corpu cannot achieve optimal maturity through regulatory enforcement alone; it fundamentally requires the intervention of Transformational Leadership. The discussion of the findings indicates that transformational leaders serve as the vital catalysts who translate the legal mandates of Law Number 20 of 2023 and LAN Decree No. 306 of 2024 into sustained organizational behavior. Through Intellectual Stimulation, transformational leaders encourage civil servants to view continuous learning not as a rigid statutory burden, but as an essential professional right and a critical mechanism for career advancement. This leadership strategy directly deconstructs bureaucratic inertia by fostering an institutional culture rooted in adaptability and innovation. Furthermore, by utilizing Individualized Consideration, leaders leverage the ASN Corpu infrastructure to provide the mandatory access to tailored learning pathways, ensuring that training specifically addresses the unique competency gaps and performance targets of a diverse workforce. By mobilizing all institutional actors across all hierarchical echelons, transformational leadership successfully binds the institutionalization of ASN Corpu to macro-level state goals, ultimately cultivating a state apparatus that is distinctively agile, adaptive, innovative, and results-oriented

c. The Role of the Human Resources Development Agency (BPSDM) in the ASN Learning Ecosystem in the Regions

The Human Resources Development Agency (Badan Pengembangan Sumber Daya Manusia or BPSDM) is a government agency at both the central and regional levels tasked with developing the competencies, professionalism, and quality of civil servants through education and training. The BPSDM's role in enhancing civil servant quality can serve as a driving force for regional civil servant talent development by coordinating the identification of strategic competency needs. Furthermore, as the driving force behind the Corporate University in the region, it is capable of coordinating organizational resources for learning, as well as serving as the local government's knowledge hub that acts as a liaison in building strategic partnerships for civil servant competency development. The empirical findings demonstrate that the institutionalization of a Civil Service Learning Ecosystem (L-Sec) at the regional level fundamentally alters the operational mandates of the Regional Human Resources Development Agency (BPSDM). In accordance with Law Number 20 of 2023 Concerning Civil Servant Competency Development, BPSDM is no longer merely a classical training administrator or event organizer. Instead, it serves as the central hub and primary architect of human capital development within regional government frameworks. The integration of the Civil Service Corporate University (ASN Corpu) model as institutionalized by the National Institute of Public Administration (LAN) Decree No. 306 of 2024 requires BPSDM to transition into a strategic learning partner. Under this modernized ecosystem, BPSDM is responsible for designing, deploying, and managing unified digital learning

architectures (such as localized Learning Management Systems) that convert structural administrative demands into personalized, responsive competency pathways.

A critical analysis of regional governance reveals that the deployment of the L-Sec framework through BPSDM directly challenges and mitigates longstanding institutional vulnerabilities. Historically, regional apparatuses (Perangkat Daerah) have suffered from severe structural fragmentation, characterized by decentralized agencies developing training programs independently, a distinct misalignment with regional medium-term development plans (RPJMD), and high rates of civil servants failing to meet their statutory competency development mandates (Purwana & Parjiyono, 2025). The empirical metrics show that BPSDM effectively counteracts these deficiencies through two primary operational interventions:

- 1) Consolidation of Fragmented Training Frameworks: By acting as the singular governing authority of the regional corporate university, BPSDM dismantles institutional silos. Ad-hoc, subjective training nominations are replaced by data-driven, continuous competency-gap analytics embedded directly within the ecosystem. This ensures that regional training expenditures are strategically optimized to fulfill both individual career milestones and regional development priorities
- 2) Guaranteeing Statutory Access and Compliance: In the regional context, BPSDM enforces the legal requirement that local governments must provide equitable access for all civil servants to fulfill their continuous learning obligations. By tightly coupling these training modules with daily workflows, individual employee performance targets and merit based career progression metrics, BPSDM shifts the civil service mindset from viewing training as a rigid bureaucratic burden to embracing it as an active professional catalyst

d. Transformational Leadership as the Catalyst for BPSDM Modernization

The findings emphasize that the successful evolution of BPSDM within the regional learning ecosystem cannot rely solely on infrastructure and technological adoption; it fundamentally depends on the presence of Transformational Leadership at the executive level of regional management. Transformational leaders within BPSDM act as the definitive change agents who translate macro-level legislative mandates into sustainable organizational behaviors. Through Intellectual Stimulation, transformational leaders within BPSDM encourage regional apparatuses to abandon obsolete, classical classroom training models and actively engage with dynamic, blended micro-learning pathways. This strategy deconstructs regional bureaucratic inertia by validating administrative innovations and fostering a culture of lifelong learning. Furthermore, by exercising Individualized Consideration, strategic leaders utilize the BPSDM apparatus to deliver tailored competency initiatives that cater specifically to the diverse developmental needs and distinct socio-cultural contexts of regional civil servants. By mobilizing all institutional actors across all hierarchical echelons, transformational leadership successfully binds the operational outputs of BPSDM to macro-level national visions, such as the "Golden Indonesia 2045" framework, cultivating a regional state apparatus that is distinctively agile, adaptive, innovative, and results-oriented.

V. Conclusion

In an era of constant change and the demands of globalization, there is a need for steadfast transformational leadership capable of prioritizing innovation and strategic actions in determining policy direction and decisions, particularly regarding ASN competency development. Transformational leadership is the most effective managerial behavior, where a leader builds positive relationships with followers to move from lower performance levels to higher ones. All stakeholders believe that competency development is a crucial factor underpinning increased productivity, innovation, and an organization's competitiveness. Civil servants' adaptability is key to leveraging technology and remaining relevant in the digital age and the era of artificial intelligence (AI). The role of transformational leadership is to take strategic steps in developing civil servants' competencies through the Civil Servant Learning Ecosystem to support contextual and sustainable

learning for civil servants. A Collaborative Learning Model is needed, emphasizing cross-agency learning and collaboration. Learning programs must be designed based on the actual needs of civil servants. Furthermore, to foster more agile and professional civil servants, the implementation of the ASN Corporate University (Corpu) is required as a transformative learning strategy for civil servants focused on organizational performance. Ultimately, there must be a commitment from the leadership of the Human Resource Development Agency (BPSDM) at both the central and regional levels to serve as the driving force behind civil servant talent development and as a knowledge hub for local governments in enhancing civil servant competencies. The application of transformational leadership will be more effective in a dynamic organizational environment with a high level of creativity and innovation. A strong commitment is needed to implement strategic policies in the development of national civil servant competencies, with an outcome-oriented focus that impacts the quality of civil servants making them agile, excellent, and professional. In implementing the ASN Corporate University, attention must be paid to the maturity of the agency or organization to ensure effective implementation.

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