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A Competency Development Model Utilizing the Competency House Application: Evidence from a Provincial Health Office

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ABSTRACT: This study examines the effectiveness of employee competency development through the use of the Competency House Application at the Gorontalo Provincial Health Office. The topic is important because competency development among civil servants remains suboptimal despite the availability of a digital platform designed to support structured and continuous learning. The study addresses the central research question: how is competency development implemented through the application, and what factors hinder its effectiveness? The novelty of this paper lies in its empirical investigation of a digital competency system within a provincial-level public health institution, an area that has received limited scholarly attention in Indonesia. What is new in this study is the integration of digital competency mapping with real organizational constraints in a public-sector health context, offering insights not documented in prior research. Using a qualitative descriptive approach, data were collected through interviews, observations, and document analysis to explore implementation practices and identify barriers. The findings show that the application has not been effectively used for competency planning, monitoring, and evaluation due to limited digital literacy, inadequate socialization, insufficient technical and human resource support, minimal leadership commitment, and a weak culture of self-directed learning. The study concludes that optimizing the application requires stronger digital infrastructure, continuous training, systematic socialization, and greater managerial involvement. These results imply that digital platforms can enhance competency-based human resource management when supported by sufficient organizational readiness. The most important implication is that strengthening digital capability and leadership commitment can transform competency development systems and improve public-sector performance.

Keywords: Competency Development, Competency House Application, Digital Learning, Human Resource Management, Public Sector Innovation.

INTRODUCTION

Human resource competency development is essential for strengthening public sector performance, particularly within government institutions responsible for delivering critical health

services (Lubis, 2016). As Indonesia advances toward digital governance, the demands placed on civil servants intensify, requiring stronger administrative and technical competencies at the provincial level. Despite the availability of the Competency House Application designed to facilitate competency planning, mapping, monitoring, and evaluation implementation within the Gorontalo Provincial Health Office remains suboptimal (Kementerian Kesehatan, 2022).

Limited digital literacy, insufficient managerial and technical support, minimal socialization, and a weak learning culture continue to hinder its effective use (Khoeriyah et al., 2025). Reflecting the complex interplay between technological readiness, human resource capacity, and organizational culture. The Information Systems Success Model (DeLone & McLean, 2003) and the Theory of Planned Behavior (Ajzen, 1991), urther highlight the critical role of system quality, user attitudes, and institutional support in determining technology adoption.

Existing studies acknowledge the importance of competency development in the Indonesian public sector, yet few have explored the implementation of digital competency systems at the provincial level, especially within the health sector. Previous research has emphasized e-literacy Apandi, (2020) and weaknesses in competency planning in central government institutions, Sihombing (2023) but has not examined how digital tools function within subnational bureaucratic settings or how organizational readiness interacts with technology-driven competency systems. Drawing on Human Capital Theory (Becker, 1975), this study positions technological support as a strategic enabler of competency enhancement and institutional performance.

Accordingly, this study investigates how competency development is implemented through the Competency House Application and what factors hinder its effectiveness in the Gorontalo Provincial Health Office. Interview evidence highlights weaknesses in leadership commitment, inadequate monitoring, and low awareness of digital responsibilities, compounded by cultural barriers such as passive administrative behavior and limited engagement in self-directed learning. The unique contribution of this study lies in its empirical analysis of a government-mandated digital competency platform within a provincial health institution understudied domain that reveals how technological, organizational, and cultural conditions jointly shape competency development outcomes.

The objectives of this research are to: (1) examine the implementation of competency development through the Competency House Application; (2) identify technical, organizational, human resource, and cultural challenges affecting its use; (3) analyze institutional readiness for digital competency systems; and (4) formulate implications for strengthening competency-based human resource management in the public sector.

METHOD

Research Type

This study employed a qualitative descriptive research design to obtain an in-depth understanding of the implementation of competency development through the Competency House Application within the Gorontalo Provincial Health Office. A qualitative case study approach was selected because it enables the researcher to explore social interactions, institutional processes, and contextual barriers that shape the effectiveness of digital competency systems in public-sector organizations, consistent with the interpretive principles outlined by Creswell, (2023). This approach allows rich, contextualized exploration of organizational behavior and digital adoption challenges. To support systematic coding and thematic organization, qualitative data were also assisted using basic computer-assisted qualitative analysis features (e.g., spreadsheet-based coding matrices), although full CAQDAS software was not required due to the manageable dataset size.

Population and Informants

The population consisted of 162 civil servants working at the Gorontalo Provincial Health Office, comprising a diverse range of educational backgrounds and employment classifications. Using purposive sampling, seven key informants were selected, including the Head of Department, Secretary, Subdivision Head of General Affairs and Staffing, functional officers, and technical staff engaged in the use and management of the Competency House Application. This sampling strategy follows (Patton, 2014) principle of selecting information-rich participants capable of providing insights into the core issues under investigation.

Research Location

The study was conducted at the Gorontalo Provincial Health Office, a regional governmental institution responsible for administering public health programs and managing human resources within the health sector. This location is relevant because it represents a critical organizational environment in which competency development and digital transformation processes directly influence public-sector performance.

Instrumentation or Tools

The study employed three main data collection tools: semi-structured interview guides, observation sheets, and document analysis protocols. Semi-structured interviews enabled the researcher to explore participants' experiences and perceptions regarding planning, implementation, and evaluation of competency development. Observations provided direct insights into the practical use of the Competency House Application, workplace routines, and digital readiness. Document analysis encompassed policy documents, staffing reports, competency

development records, standard operating procedures, and system-generated data. This combination of instruments supports methodological triangulation, which strengthens credibility as recommended by Miles et al. (2014). In addition, the use of multiple instruments enhanced data dependability by ensuring that findings could be cross-verified across different sources.

Data Collection Procedures

Data were collected through in-depth interviews lasting 30–60 minutes, conducted face-to-face at the institution. Interviews were audio-recorded, transcribed verbatim, and validated through member checking. Observational data were recorded using structured field notes to capture user interactions with the application and the organizational environment. Relevant documents were systematically reviewed to obtain contextual and procedural information related to digital competency development (Iverson & Dervan, 2020). This multi-source data collection strategy ensures a comprehensive understanding of the research phenomenon. Member checking, peer debriefing with academic supervisors, and data triangulation were applied to enhance credibility and confirmability of the findings.

Data Analysis

Thematic analysis was employed to analyze the data following Braun & Clarke, (2006) six-step framework, including familiarization, coding, theme construction, review, definition, and interpretation. This process was further supported by the interactive data analysis model by Miles et al., (2014), which involves iterative cycles of data reduction, display, and conclusion drawing to ensure analytical rigor and depth. Themes were developed to reflect technological, organizational, and human resource factors influencing the effectiveness of the Competency House Application. To enhance analytic transparency, coded segments were organized using digital matrices and audit trails were maintained to support dependability and confirmability.

Ethical Considerations

Ethical principles were upheld throughout the research process. All informants provided informed consent after receiving a clear explanation of the study's objectives, procedures, and confidentiality assurances. Personal identifiers were removed from transcripts to ensure anonymity, and all data were securely stored and used exclusively for academic purposes. Ethical approval was obtained from the competent institutional authority in accordance with standard academic research protocols. Additional ethical safeguards included secure digital storage, restricted file access, and the maintenance of confidentiality agreements to uphold research integrity.

RESULT AND DISCUSSION

The analysis produced a comprehensive understanding of how competency development is implemented through the Competency House Application at the Gorontalo Provincial Health Office. The findings indicate that the digital system, although conceptually designed to strengthen competency planning, mapping, and evaluation, has not yet been implemented effectively. Interviews with key informants revealed that the technological and system-support strategies have not been fully realized due to inadequate digital infrastructure, low system integration, and limited operational readiness, which collectively hinder optimal use of the platform. These technological obstacles are categorized as Hambatan Teknis, which reflect persistent infrastructural and system-readiness limitations.This mirrors earlier findings showing that system-quality and service-quality factors significantly influence technology utilization in public-sector contexts (DeLone & McLean, 2003).

The results further show that the socialization efforts conducted by the organization have not sufficiently improved employees' understanding of the application (Susanto et al., 2025). Many staff members still perceive the system as merely administrative, rather than as a strategic tool for competency development. This challenge is intensified by low digital literacy and inconsistent training, resulting in incomplete and inaccurate data inputs (Budiyanto & Mabruri, 2025). These challenges fall under human resource barriers, highlighting significant gaps in digital literacy, skill preparedness, and system comprehension.These findings align with (Ajzen, 1991) Theory of Planned Behavior, which explains how limited socialization diminishes positive attitudes toward system usage and reduces perceived behavioral control, ultimately lowering adoption rates. Observations also demonstrated that utilization of the Competency House Application remains restricted to basic data entry, with very limited use in designing training programs, assessing competency gaps, or supporting talent development processes. Consequently, the application has not been fully integrated into key HR processes, including performance planning and the development of Individual Development Plans, as indicated in the organizational documents reviewed.

In addition to implementation gaps, several barriers were identified that further constrain the effectiveness of the application. First, technical barriers consist of limited information-technology infrastructure, unstable internet connectivity, insufficient availability of digital devices, and restricted budgeting that impedes the expansion of competency initiatives (Rachmad et al., 2024; Sosiawan, 2008). These challenges are consistent with the literature on digital transformation in the public sector, which identifies technological readiness as a critical determinant of system adoption (Heeks, 2017). Second, human resource barriers also emerged prominently, including limited digital skills, insufficient understanding of system features, and a shortage of trained administrative personnel capable of managing the platform. Informants reported that many employees still rely heavily on manual processes, contributing to delays and inconsistencies in competency mapping. These findings reinforce assertions by Strohmeier (2014), who argue that effective electronic human resource management (e-HRM) requires adequate digital capacity among employees.

Third, organizational barriers were also found to influence system implementation, particularly the lack of strong leadership commitment and structured monitoring mechanisms. Without consistent direction from organizational leaders, utilization of the Competency House Application becomes fragmented and unsustainable (Aarons et al., 2016). These results align with previous studies emphasizing the decisive role of leadership in institutionalizing digital systems within government organizations (Gil-Garcia et al., 2018). Fourth, work culture barriers were identified as the most persistent challenges, with the findings revealing a low culture of self-learning and strong reliance on traditional work routines. Resistance to adopting new digital tools was evident, reflecting an entrenched bureaucratic culture that affects innovation uptake. These observations support Schein, (2010) view that organizational culture deeply shapes the capacity of institutions to adapt to technological change.

Overall, the results demonstrate that while the Competency House Application provides a structured framework for competency development, its practical use remains limited due to a combination of technological, human resource, organizational, and cultural factors. These findings provide strong evidence that successful implementation requires comprehensive improvements in digital infrastructure, user capability, leadership engagement, and cultural transformation within the organization.

The analysis of field data revealed a series of multilayered constraints that significantly influenced the effectiveness of competency development through the Competency House Application. These constraints emerged consistently across interviews, observations, and document reviews, demonstrating that the suboptimal implementation of the system stems not from a single issue but from interrelated technological, human resource, organizational, and cultural factors. The empirical findings show that limited digital infrastructure, low digital literacy, insufficient organizational support, and resistance to technology-based practices collectively hinder the application's intended function in competency planning, mapping, and evaluation (Dalimunthe et al., 2024; Lase et al., 2025).

To provide a clearer and more structured representation of these findings, the key constraints identified in the study are summarized in Table 1, which presents the thematic categories of barriers along with their core empirical characteristics. This table offers a concise visualization of the factors that most strongly impede the effective adoption of the Competency House Application, and it complements the narrative results by highlighting the dimensions where challenges are most prominent and persistent. The table also supports the interpretation that successful implementation requires simultaneous improvements across technological readiness, human resource capacity, leadership commitment, and organizational culture (Aderempas et al., 2025) .

Table 1. Key Barriers to Competency Development Through the Competency House Application.

Barrier Category	Empirical Findings
Technical Barriers	Limited IT infrastructure; unstable internet connectivity; insufficient digital devices; constrained budgeting that restricts expansion of competency programs.
Human Resource Barriers	Low digital literacy among employees; limited understanding of system features; insufficient number of trained system administrators.
Organizational Barriers	Weak leadership commitment; absence of structured monitoring mechanisms; inconsistent directives related to application usage.
Cultural Barriers	Low culture of self-directed learning; reliance on manual processes; resistance to adopting digital tools within bureaucratic routines.

Source: Research Data 2025

The barriers summarized in Table 1 reinforce the interpretive findings that the implementation challenges are systemic rather than isolated. The clustering of constraints across technical, human resource, organizational, and cultural dimensions suggests that strengthening only one component such as providing better infrastructure would be insufficient without simultaneous improvements in employee competencies, leadership involvement, and cultural readiness for digital transformation (Nufuz et al., 2025). These interconnected barriers demonstrate that the Competency House Application has not yet reached its potential as a strategic tool for competency-based human resource management, thereby underscoring the need for comprehensive and integrated policy interventions to ensure sustainable and effective adoption across the organization.

Interpretation of Key Findings

The findings of this study indicate that the implementation of the Competency House Application has not yet achieved its intended role as an integrated digital tool for competency-based human resource development within the Gorontalo Provincial Health Office. Although the system provides a structured framework for competency mapping, planning, and evaluation, its actual application remains limited to basic data entry rather than strategic HR development functions

(Samsumar et al., 2025). These outcomes suggest a misalignment between system design and organizational capability, driven by technological constraints, low digital literacy, insufficient administrative support, and inadequate leadership involvement. This interpretation underscores that the challenges are not merely technical but systemic, reflecting deeper organizational and cultural rigidity that inhibits digital transformation.

Comparison with Previous Studies

When situated in the broader literature, the findings are consistent with several studies on digital government and e-HRM implementation. The significant role of system quality, infrastructure readiness, and user competence aligns with the Information System Success Model proposed by DeLone & McLean (2003), which emphasizes that poor system and service quality directly reduce user satisfaction and utilization. Similar findings have been reported by Strohmeier & Parry, (2014), who argue that digital HRM platforms require a strong foundation of digital skills and clear procedural guidance to function effectively. Moreover, the behavioral constraints observed in this study are congruent with Ajzen (1991) Theory of Planned Behavior, which highlights that inadequate knowledge and unclear institutional expectations weaken perceived behavioral control, thereby reducing adoption intention. Additionally, the influence of leadership and organizational culture echoes studies by Gil-Garcia et al. (2018) and Heeks (2017), who assert that digital transformation in public organizations depends heavily on leadership endorsement and cultural readiness. Thus, the study both supports and extends prior research by providing empirical confirmation from an under-researched regional public-sector context.

Theoretical and Practical Implications

Theoretically, this study contributes to the understanding of digital competency systems in government institutions by demonstrating that technological tools cannot be isolated from the sociocultural and organizational environment in which they operate. The findings reinforce the integrated perspective that digital transformation requires alignment between infrastructure, human capability, leadership, and cultural values. Practically, the results highlight several actions needed to optimize the Competency House Application. According to research (Fahlevvi et al., 2025; Zulfikar, 2025) These actions include improving digital infrastructure, strengthening continuous training and system socialization, integrating the application into routine performance management processes, and enhancing leadership-driven accountability mechanisms. Furthermore, fostering a culture of self-directed learning and reducing reliance on manual processes are essential to embedding digital competency tools in daily practices (Pettalongi et al., 2025).

Limitations and Cautions

While the study offers valuable insights, several limitations warrant caution. The qualitative design limits the generalizability of findings, as data reflect the perspectives of selected participants rather

than the entire organizational population. Informant bias may also influence the interpretation of barriers, particularly in hierarchical public-sector environments where employees may express concerns cautiously. The study focuses on a single provincial institution, limiting comparative or cross-organizational analysis. Additionally, the absence of a technical audit of the application restricts the ability to assess system performance from a software or engineering perspective. These limitations should be considered when interpreting the findings and applying them to other contexts.

Theoretical Contribution

This study provides a specific theoretical contribution by extending the application of the Information Systems Success Model DeLone & McLean (2003) and the Theory of Planned Behavior Ajzen (1991) to the context of competency development for civil servants at the subnational level of government. While both models have been widely applied to general digital adoption settings, their integration in examining a mandatory competency-management platform within a provincial public health institution offers a novel analytical lens. The findings demonstrate that system quality, service quality, attitudes toward technology, perceived behavioral control, and subjective norms interact uniquely within bureaucratic environments characterized by hierarchical structures and limited digital readiness. By empirically showing how these theoretical components shape the actual use of a digital competency system, the study expands the explanatory power of IS and behavioral adoption theories in the understudied domain of local government human resource development.

Recommendations for Future Research

Future studies would benefit from employing mixed-methods or quantitative designs to measure user acceptance, system effectiveness, and competency improvement outcomes more comprehensively. Expanding the scope to include multiple regional health offices or other government agencies would provide comparative insights into organizational differences influencing digital adoption. Longitudinal research is also recommended to observe changes in system utilization over time, particularly as digital literacy improves and leadership priorities evolve. Additionally, technical evaluations of the Competency House Application could offer valuable insights into usability, interface design, and system performance issues, complementing the organizational findings of this study.

CONCLUSION

This study found that the Competency House Application has not been utilized as an effective digital tool for competency-based human resource development within the Gorontalo Provincial Health Office. Although the system was designed to support competency mapping, planning, and evaluation, its use remains limited to basic administrative functions due to technological

constraints, low digital literacy, insufficient leadership engagement, and entrenched bureaucratic work practices.

These findings indicate that the challenges are not merely technical but systemic, suggesting that digital platforms for competency development can only function effectively when technological readiness is supported by strong organizational capacity and a culture that encourages learning and innovation. The study confirms that human, organizational, and cultural factors collectively shape the degree to which digital HRM systems are adopted and used meaningfully.

To improve the effectiveness of the Competency House Application, several actions are necessary. Strengthening digital infrastructure, expanding continuous training, and improving socialization are essential to enhance user capability. Institutional leaders must demonstrate stronger commitment through structured monitoring and integration of the application into routine performance management processes. Additionally, cultivating a culture of self-directed learning and accurate competency data management is critical for ensuring that the platform supports evidence-based human resource development.

Overall, optimizing digital competency systems in the public sector requires not only technological enhancement but also strategic organizational reforms and cultural transformation. These measures are vital for ensuring that digital HRM tools can contribute effectively to improving civil service capability and institutional performance.

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