

Leveraging Employee Competence for Public Trust in Public Service of Land Certificate

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Abstract

Employee competence is key to enhancing public trust. This research aims to explore the condition of the utilization of employee competence as the main basis for enhancing public trust in public service of land certificate at the Merauke Regency National Land Agency/BPN Office. The research method used a qualitative approach consisting of research instruments, informants, data collection techniques, and data analysis techniques using N-Vivo 12 Pro software. Theoretical reasons support the previous literature that uses competence measurement methods. However, it is mandatory to make a scientific contribution related to leveraging of employee competence for public trust in public service of land certificate. The findings of this study are that competence is the most important part of public trust, however, in practice ignored as a top priority. Employee competence can be improved through enhancing education, training, and experience for enhancing public trust in public service of land certificates.

Keywords: Employee Competence, Public Trust, Public Services

1. Introduction

The Indonesian state is based on law (*rechtsstaat*), not power alone (*Machtsstaat*), and government is based on the constitutional system (Basic Law), not absolutism (Unlimited Power). The existence of the Indonesian State Government is for and based on the realization of justice, prosperity, and welfare of the people, one of which is the trust of public services or land service regarding land certificates as authentic evidence of land rights which is an important point based on the 1945 Constitution in article 33. The 1945 Constitution as the basic law of consideration gave birth to a basic agrarian law that obliges the State to regulate land ownership and direct its allocation so that all land in all regions guaranteed by the state is used for the greatest prosperity of the people, both individually and collectively.

The existence of Public Service Law Number 25 the Year 2009 obliges the state to serve every citizen and resident to fulfill their rights and basic needs in the context of public service which is a mandate of the 1945 Constitution of the Republic of Indonesia. However, building public trust in public service carried out by public service providers is an activity that must be carried out in line with the expectations and demands of all citizens and residents regarding improving public services and affirming the rights and obligations of every citizen and resident as well as

realizing the responsibilities of the state and corporations in providing public service, the need for legal norms that provide clear arrangements (Presiden Republik Indonesia, 2009). Then several other regulations support the basis for the implementation of fulfilling the needs of the community organized by the government of public service providers so that the government has been formed that has the task of managing land, i.e the National Land Agency Office/BPN which is responsible for the task of carrying out some of the duties and functions of the National Land Agency in the Regency / City concerned. The existence of Land Office is a vertical agency of the Ministry of Agrarian Affairs and Spatial Planning / National Land Agency in the Regency / City which is under and responsible to the Minister of Agrarian Affairs and Spatial Planning / Head of the National Land Agency through the Head of the Regional Office of the National Land Agency (Menteri Agraria Dan Tata Ruang/Kepala Badan Pertanahan Nasional, 2020). The land office has employees whose function is to carry out its duties and functions, namely State Civil Apparatus employees who specifically need to have employee competence.

In Article 3, the State Civil Service as a profession is based on the following principles: basic values; code of ethics and code of behavior; commitment, moral integrity, and responsibility to public service; competence required in accordance with the field of duty; academic qualifications; guarantee of legal protection in carrying out duties; and professionalism of the position (Presiden Republik Indonesia, 2014). Therefore, the competence employee is considered important to be in line with the implementation of the ideals of the nation and realize the goals of the state as stated in the preamble of the 1945 Constitution of the Republic of Indonesia. It is necessary to strengthen state civil apparatus employees with integrity, professionalism, and neutrality, free from political interference, clean from corrupt practices, collusion, and nepotism, and able to provide public services for the community and able to carry out their role as elements of national unity based on Pancasila and the 1945 Constitution of the Republic of Indonesia (Presiden Republik Indonesia, 2014).

Challenges The problems faced by the land office are getting heavier and more complicated to be able to solve problems in the land sector completely, the necessary efforts need to review the position, duties, and functions of employees based on their competence. The land office employees are an integral part of the national land agency that carries out the management of land rights in order to organize orderly administration in the land sector by carrying out research and development in the land sector as well as education and training of personnel needed in the land sector (Presiden Republik Indonesia, 1988).

In the activities of providing public services by the land office, some people think that it is difficult to access due to the complexity of service problems that are not clear, causing distrust and suspicion or skepticism. Skepticism is healthy, too much skepticism is unhealthy. Cynicism is the great enemy of democracy and it is embarrassing for public officials to govern when their character, values, and motives are always under suspicion (Keene & Bruce, 2000). The existence of public distrust and skepticism is the impact of providing services not according to procedures. Therefore, the focus of important attention is on the Office of the National Land Agency of Merauke Regency in terms of employee competence to carry out its duties and functions regarding the provision of land services as a public service. Examples of problems are often

found that problems that occur in land services regarding land conflicts, clarity of the land certificate processing process, and employee non-compliance with the timeliness of providing land services experienced by some communities so that they are considered long and convoluted and trigger distrust and skepticism of the community between the implementation of normative public services that should be in accordance with the Regulation of the Head of the National Land Agency of the Republic of Indonesia Number 1 of 2010 concerning Service Standards and Land Regulations and Law number 25 of 2009 concerning public service. The assertiveness of efforts in order to adjust the development and demands of public service needs in the land sector is reinforced in Article 2 Service Standards and Land Regulations implemented by the National Land Agency of the Republic of Indonesia, the Regional Office of the National Land Agency, and the Land Office. Other provisions in Article 3 The purpose of this regulation is to realize legal certainty, openness, and accountability of public service (Kepala Badan Pertanahan Nasional Republik Indonesia, 2010).

The reality of the public service of the Merauke Regency Land Office shows several empirical problems with land services as a public service, including untimely service, arrears of work, and land conflicts included in the Merauke Regency Land Office arrears list dated April 20, 2023, namely in 2018 as many as 23 files, in 2019 there were 14 files, in 2020 there were 13 files, in 2021 there were 33 files, in 2022 there were 268 files. The trend of land cases based on data from the Merauke Regency Land Office in 2018 was 1 case, in 2019 there were 3 cases, and in 2020 there were 10 cases. The factual arrears of land service and this case cannot be separated from the relationship between the competence of land office employees to be able to carry out their duties and functions as public service.

Employee competence is very important and is also a package that goes hand in hand with the implementation of public service of land certificates at the land office. The condition of the competence of employees of the land office of Merauke Regency obtained from initial observations is data based on the level of education SD/ Primary School, SMA/ Senior High School, D1/ Diploma I, D3/ Diploma III, S1 / DIV/ Bachelor, and these employee are placed in structural positions and functional positions. The fact that this employee's education shows that it is still low reflects the ability in educational qualifications. Higher education levels should be the foundation for developing employee competence (Syarifah et al., 2023). Lack of competence or training of service providers leads to careless mistakes and errors, and results in customers behaving badly (Lee & Kim, 2022).

Competence is a set of professional and functional characteristics that reflect personal characteristics (Tragel & Shemilina, 2015). The term competency is a term that has become very popular in recent decades (Jałocha et al., 2014). High employee competence can complete tasks as public service well so as to increase public trust. Competency-based trust is technical and rational, so there are different details and technical considerations for each domain (Connelly et al., 2015). Competence is a set of learnable skills and abilities that influence performance (Torabi et al., 2021). Public trust is the willingness and sincerity of all citizens or community groups to trust the authority and/or power of the government to realize the policies that have been set in its implementation (Haning et al., 2020). The main theoretical basis for this research is inspired in

the book *Managing Public Trust* as in previous literature there is competence as a dimension of trust. Competence is a specific domain that plays a key role in trust increases when people are considered competent (Kozuch et al., 2018). Therefore, this study aims to explore the conditions for utilizing employee competence as the main basis for enhancing public trust in public service of land certificates.

2. Brief Literature Review

Employee Competence

Competencies are characteristics of a person that relate to superior performance and demonstration of specific aptitudes in the practice and application of knowledge required to perform a job. It is also defined as an underlying characteristic that can be a person's motives, traits, skills, or aspects of self-image, social roles, or knowledge (Erwin et al., 2022). Competence is an important attribute of employees that describes their work abilities, attitudes, knowledge, and skills (Isah et al., 2022). In a professional context, competence is usually described as the ability to combine and use knowledge and skills to accomplish professional tasks (Tanninen et al., 2023).

Specifically, sustainability training affects competence from an organizational perspective which reinforces previous work on the importance of training for this action competency to offer skills. Specific thinking skills to employees, i.e. being able to create a plan (assess the current situation, set goals, develop a sequence of actions), and then implementation skills, i.e. being able to implement the plan. Individuals must develop the competence to evaluate situations and make decisions across a wide spectrum of actions (Schröder et al., 2023). Competence is the ability to carry out or carry out a job or task based on skills and knowledge and supported by the work attitude required by the job so the level of education is important to develop employee competence (Syarifah et al., 2023).

Public sector organizations as providers of public service or employees who carry out their duties and functions to meet public needs, which are referred to as State Civil Apparatus employees, require a clear competence profile. Competence profiles usually consist of soft skills and hard skills (Morozevich et al., 2022). The aspects of employee competency issues analyzed were, among others, lack of training (Wikarek & Sitek, 2022). Employee competence refers to a group of knowledge, skills, and attitudes that affect most of a person's work (role or responsibility) that correlates with performance in a job that can be measured against well-accepted standards and can be improved through training and development. Employee competence can also be interpreted as personality attributes or characteristics such as knowledge, skills, attitudes, abilities, motives, and self-concept demonstrated by employees so as to produce effective and superior performance (Salman et al., 2020). "Competence is a person's ability to do something", what needs to be done and carry out job responsibilities or interpret information correctly. From the perspective of public trust in government based on the perspective of interpersonal and institutional relationships in public services, the key dimensions that the government needs to implement include competence (Haning et al., 2020). Competence includes knowledge and skills

that stimulate a person to have the capacity and professionalism to carry out work (Haning et al., 2020).

Public trust

The frequent use of the term trust in political discourse has led to inflation in its use, so the terms trust, such as belief, perception, and government image, are often used interchangeably as generic terms (Walle & Bouckaert, 2007). In other words, trust is an important part of motivating others and it is necessary to avoid actions that violate trust in order to achieve common goals (Fauzie et al., 2023). Trust is seen as a necessary condition for successful collaboration (Osborne, 2010). Trust is the expectation in a society of orderly, honest, and cooperative behavior, based on shared norms, on the part of other members of the society (Fukuyama, 1995). Trust is also an important lubricant of social systems. It is efficient to save a lot of trouble by having a sufficient degree of dependence on the words of others. However, groups can enter a spiral of distrust when trust is reciprocated with what is perceived as betrayal or exploitation. Many public sector reforms are motivated by the belief that public trust in public services is low and declining (Van De Walle, 2013).

Trust is difficult to build and maintain, but can be easily destroyed. Public trust is part of the approach in the study of public administration. In this case, the concept of public trust is now a popular issue around the world in assessing the performance of government bureaucracy or public services. The definition of public trust is the willingness and seriousness of all citizens or community groups to trust in the authority and or power of the government to realize the policies that have been set in accordance with their implementation (Haning dkk., 2020). Public trust between organizations suggests that the concept of public trust can be defined as a relationship based on knowledge about public organizations and the belief that public organizations are capable of conducting public policies and programs that enable public interests to be served by public organizations (Kozuch et al., 2018). Public trust an important role in building the performance of the public bureaucracy, especially in providing public services, implementing public policies, and achieving expected results. (Daraba, 2021).

Public trust is an important element in realizing good governance in every country. It is also an important element needed to create a conducive atmosphere for institutions to implement public policies, uphold transparency, and enhance public participation (Ajadi et al., 2021). High public trust in public service influences high levels of public participation. Public participation is broadly defined as "the process by which individuals, organizations, and informal groups not formally associated with the government, become directly involved in democratic governance and decision-making related to public policies or programs". (Kim, 2014).

The need to build the conditions to create public trust is everywhere. Today, more and more people are arguing that public trust is the glue that holds democracy together. Public trust means that citizens value the government and its institutions, policy-making, and the behavior of its leaders. In this context, it is understood as a central indicator of people's feelings towards public policy and its implementation (Kozuch et al., 2018). Public trust was developed by Geert Bouckaert, there are three types of interactions and the direction of relationships based on public

trust (Bouckaert, 2012); (1) Public and organizational trust in government and the public sector; Government and public sector trust in people and organizations;

Trust between the government and the public sector

There is most importantly the book *Managing Public Trust* inspired the theory of public trust. In previous literature there are several dimensions of trust, one of which is competence is a certain domain that plays a key role in trust increases when people are considered competent (Kozuch et al., 2018).

Public service

The understanding of public services basically refers to the services provided to the community by the central or local government (Corsellis, 2008). The term public service is defined as a Government that employs people who work in public administration on government-funded services, motivating people to contribute to the common good of society (Mahajan, 2019). Public service is the result of public bureaucratic service received by users or the wider community and can be interpreted as a series of activities carried out by the public bureaucracy to meet the needs of citizens (Widanti, 2022). Every citizen is a member of the community who has the right to obtain good public services from the government, which is obliged to organize public service that leads to community satisfaction and expectations from several ideas found about public services (Denhardt & Denhardt, 2007) as follows: serve citizens, not customers, seek the public interest, value citizenship over entrepreneurship, think strategically, act democratically, recognize that accountability isn't simple, serve rather than steer, value people, not just productivity.

Public service is also an important focus as part of actions to restore citizen trust through improving services and aligning public service with citizen demands (Van De Walle, 2013). Public service between government and citizens is one and the role of government and public service is considered fundamental in order to create stable social and economic conditions by actively involving citizens and organizations and communities (Calabro, 2011). People always assume or entrust the government without considering the capacity of public service providers to provide service to the community, due to their belief that the government will always meet the needs of the community in providing public service (Susanti et al., 2017). Good governance efforts always apply the elements of public service (Widanti, 2022) i.e.: Efficient Public Service, Responsive Public Service, and Transparent Public Service.

Public service is a vocation or occupation for "Gentlemen" or as Washington put it for men of good character, i.e. aristocrats and scholars (Durant, 2014). If you see responsibility as an inspiring calling to serve the public and not just a job, the future of your citizenship or country will be in good hands (Durant, 2014). The public service is strongly influenced by aspects of the capability approach as it provides the right conceptual space to determine the ultimate goal of public service in terms of prioritizing capabilities such as life, physical and legal security, health, education, and learning. It has influence in providing the moral and economic framework for public service (Buddery, 2010). The fundamental reality of employees involved in public service is that they have no intention of involving themselves in the managerial aspects of the

organization resulting in widening the gap between the organization and its employees so that employees face a crisis in three areas: individuality, equality, competence, and competence (Mahajan, 2019). Public service and bureaucrats are one unit as public service employees who interact directly with the public in carrying out their work have considerable discretion in carrying out their work called "street-level bureaucrats" (Lipsk, 2010).

Land certificate

Land Certificates are authentic evidence to prove the status of rights to a land object. So the certificate as legal protection provided by the government is through Article 32 paragraph (1) of Government Regulation No. 24 of 1997 which states, "The certificate is a certificate of proof of rights that applies as a strong evidentiary tool regarding the physical data and juridical data contained therein, as long as the physical data and juridical data are in accordance with the data contained in the measurement certificate and the land book of the right concerned" (Presiden Republik Indonesia, 1997).

3. Methods

This research is a qualitative approach. The qualitative research approach aims to generally include information about the main phenomena explored in the research, research participants, and research locations used to provide a more complete and in-depth understanding of the object of research in analyzing and describing the reality being studied (Creswell & Creswell, 2018). Researchers obtained subjective data to be analyzed and explained in qualitative research mechanisms including research instruments, research informants, data collection techniques, and data analysis techniques. All are described as follows:

Research instrument: The instrument in this research is the researcher himself. Researchers in qualitative research are human instruments whose functions are to determine the focus of research, select informants as sources of information or data, collect data, assess data quality, analyze data, interpret data, and make conclusions about findings (Sugiyono, 2016).

Research Informants: BPN Merauke Regency employees and the community involved in public service as well as partners of BPN. Informants who have an understanding that is directly related to the problem or informants who are within the scope of the object of research that provide more accurate data and information as criteria for informants of the community involved in public services and partners of Public service providers.

Data Collection Techniques: observation using data collection instruments carried out by direct observation of the object of research and intended to obtain primary data and relevant secondary data; interviews are data collection techniques using the method of extracting data directly from data sources based on questions in the form of interview guides that have been prepared in advance to be asked directly to informants; documentation is data collection based on documents and other written reports related to the research.

Data Analysis Technique: the data collected was analyzed using N-Vivo 12 Pro software. Data analysis is the process of systematically searching and compiling data obtained from interviews, field notes, and documentation by compiling data into categories, breaking it down into units, synthesizing it, organizing it into patterns, sorting out what is most important and studied, and providing conclusions so that it is easily understood by researchers and others (Sugiyono, 2016). Data analysis using the N-Vivo 12 Pro software needs to go through at least several stages of the process which include data coding, case coding, data visualization, and data analysis (Jackson & Bazeley, 2019). The main theoretical basis of this research is inspired in the book *Managing Public Trust* as in previous literature there is competence as a dimension of trust. Competence is a specific domain that plays a key role trust increases when people are considered competent (Kozuch et al., 2018). Thus the discussion below reviews the leveraging of employee competence to enhance public trust in public service of land certificate at the National Land Agency/BPN of Merauke Regency using this framework. This discussion refers to the research results based on the data obtained.

4. Results and Discussion

Leveraging employee competence

In the context of utilization, employee competence refers to the ability of employees to carry out their tasks and functions effectively and efficiently in the activities of public service providers in public organizations. The fulfillment of the provision of public service of land certificate to the community requires leveraging the ability of employees to carry out their respective jobs and duties in order to produce effective and efficient performance, employees must have superior competence. Leveraging the competence of BPN employees in Merauke Regency is very important as one of the elements in increasing public trust in public service of land certificate so that enhancing public trust in land certificate service. Public service providers are required to work in accordance with the Land Service Standard Operating Procedure (SOP). Factually, the condition of competence owned by BPN employees in Merauke Regency consists of three attributes, i.e. education, training, and experience.

The importance of employee competence in the obligation to carry out public service bureaucratic tasks. So there condition of employee competence is important in this case according to the related literature Competence is an important attribute of employees who describe their work abilities, attitudes, knowledge, and skills (Isah et al., 2022). Competence is needed by public service to maximize the tasks or work of each employee. One part of employee competence is education. Research data regarding employee education found different conditions of education level and position placement, as seen in Table 1 and Table 2. The data can explain that the education and placement of positions held by employees of the Merauke Regency land Office from PNS/civil servants 23 employees and PPNPN/Government Employees Non-Civil Servants 32 employees. These employees need to be prioritized to improve their education because education is still low and the placement of positions needs to be rearranged because some of them are not in accordance with their abilities and educational

qualifications in their duties. The low-competence employee is an obstacle in maximizing employee duties in public service, however, BPN employees are required to serve and be professional and trustworthy, but low education is one of the obstacles in realizing these demands. Factually, the cause of the low condition of education is caused by the main reason, i.e. the thinking of leaders or the behavior of leaders and some other employees are reluctant to improve their education.

Table 1. Position Placement and Educational Qualifications of Civil Servants in Merauke Regency National Land Agency Office

| No. | Position | Educational Qualification |
|-----|---|--|
| 1 | Head of Merauke Regency Land Office | Diploma IV of Mapping |
| 2 | Head Subdivision of Administrative | Diploma IV of Mapping |
| 3 | Head of Survey and Mapping Section | Bachelor of Geodesy Engineering |
| 4 | Head of Land Acquisition and Development Section | Diploma IV of Mapping |
| 5 | Head of Rights Determination and Registration Section | Bachelor of Law |
| 6 | Head of Structuring and Empowerment Section | Bachelor of Law |
| 7 | Head of Dispute Control and Handling Section | Bachelor of Law |
| 8 | First APBN Financial Management Analyst | Diploma III of Accounting |
| 9 | First Land Arranger | Bachelor of Law |
| 10 | First Land Arranger | Master of Notary |
| 11 | First Land Arranger | Diploma III of Accounting |
| 12 | First Land Arranger | Diploma III of Land Administration |
| 13 | First Land Arranger | Bachelor of Engineering in Urban and Regional Planning |
| 14 | First Land Arranger | Diploma III of Land Administration |
| 15 | First Cadastral Arranger | Bachelor of Geodesy Engineering |
| 16 | First Cadastral Arranger | Diploma III of Land Administration |
| 17 | Land Law Analyst | Bachelor of Geodesy Engineering |
| 18 | Land Law Analyst | Diploma III of Land Administration |
| 19 | Expenditure Treasurer | Diploma III of Informatics Management |
| 20 | Measurement and Mapping Maintainers | Bachelor of Law |
| 21 | General Administration | Vocational High School of Management |
| 22 | Measurement Officer | Diploma I of Measurement and Mapping |
| 23 | Household Affairs Maintainers | Primary School |

Source: Merauke Regency National Land Agency Office 2023

Table 2. Position Placement and Educational Qualifications of PPNP in Merauke Regency National Land Agency Office

| No | Position | Education |
|----|-------------------------|--------------------------------------|
| 1 | Assistant File Verifier | Bachelor of Law |
| 2 | Assistant File Verifier | Bachelor of Development Economics |
| 3 | Application Maintainers | Bachelor of Management |
| 4 | Application Maintainers | Diploma I of Measurement and Mapping |
| 5 | Application Maintainers | Diploma I of Measurement and Mapping |
| 6 | Application Maintainers | Diploma I of Measurement and Mapping |
| 7 | Application Maintainers | Diploma I of Measurement and Mapping |
| 8 | Application Maintainers | Diploma I of Measurement and Mapping |
| 9 | Application Maintainers | Senior High School |
| 10 | Application Maintainers | Bachelor of Architecture |
| 11 | PPPK (Land Arranger) | Bachelor of Law |

| | | |
|----|----------------------------------|---------------------------------------|
| 12 | General Administration Assistant | Bachelor of Accounting |
| 13 | General Administration Assistant | Bachelor of Architectural Engineering |
| 14 | General Administration Assistant | Bachelor of Social |
| 15 | General Administration Assistant | Senior High School |
| 16 | General Administration Assistant | Senior High School |
| 17 | General Administration Assistant | Bachelor of Management Economics |
| 18 | General Administration Assistant | Senior High School |
| 19 | General Administration Assistant | Bachelor of Fisheries |
| 20 | General Administration Assistant | Bachelor of Computer |
| 21 | Computer Operator | Bachelor of Computer |
| 22 | Computer Operator | Bachelor of Computer |
| 23 | Computer Operator | Bachelor of Computer |
| 24 | PPPK (Land Arranger) | Bachelor of Computer |
| 25 | Computer Operator | Bachelor of Computer |
| 26 | Secretary | Senior High School |
| 27 | Driver | Senior High School |
| 28 | Security Officer | Senior High School |
| 29 | Security Officer | Senior High School |
| 30 | Security Officer | Senior High School |
| 31 | Cleaning Service | Senior High School |
| 32 | Cleaning Service | Senior High School |

Source: Merauke Regency National Land Agency Office 2023

The condition of employee competence based on low education and the placement of positions partly not in accordance with educational qualifications needs important attention for the development of employee competence and governance of employee placement according to educational qualifications by the highest leadership. Competence employees can support the utilization of competencies in carrying out tasks effectively and efficiently. Competence employees are able to issue quality land certificates. Land certificates are evidence that has legal guarantees. The existence of a certificate so that the land owned by the community does not conflict, but the factual results of the service practice have land conflicts such as the "Rights number. 02578" certificate overlapping as the research findings in the Merauke Regency area in the certificate plotting see Figure 1.

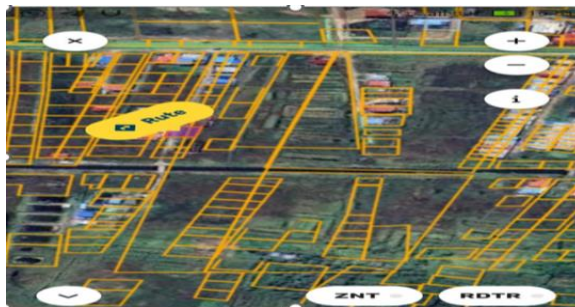


Figure 1. Overlapping Certificates in Plotting in Merauke Regency

Source: Sentuh tanahku Application

Based on Figure 1, it can be seen that there are overlapping plots of land. This land plotting case is one of many examples of land conflicts where more than one certificate is issued for a parcel of land. The existence of this case is an assessment and question of public suspicion of employee competence related to the implementation of employee duties. This case also provides distrust that can reduce the level of public trust in public service of land certificates as authentic evidence or evidence that has legal guarantees. Public trust is the willingness and sincerity of all citizens or community groups to trust the authority and/or power of the government to realize the policies that have been determined in their implementation (Haning et al., 2020). Public trust offers a philosophical orientation to public service. Public trust means that citizens judge the government and its institutions, policymakers, and the behavior of political leaders in this context, understood as a central indicator of public feelings towards the implementation of public policy. Public trust between organizations shows that the concept of public trust can be interpreted as a relationship based on knowledge about public organizations and the belief that public organizations can carry out public policies and programs that allow public interests to be served by public organizations (Kozuch et al., 2018).

In an in-depth study of competence, it has a key role in public trust in the literature entitled *Managing Public Trust*, the dimension of trust is mentioned (Kozuch et al., 2018): Domain-specific competence plays a key role. Trust can increase when people are perceived as competent. So this research review examines more deeply the condition for leveraging competence employees to enhance public trust in public service of land certificates. Based on the results of the research, there are findings of the development of research themes and then analysis and visualization of research data that shows the relationship between important themes in this study which include employee competence, public service of land certificate, and public trust. These important themes are outlined below:

Employee competence

The concept of employee competence in public service is the ability of employees owned by individuals and utilized to carry out tasks and complete responsibilities as public service employees. Public sector organizations such as the National Land Agency/BPN Merauke Regency, already have human resources or employees who are appointed through the recruitment process. Strengthening human resources as employee competencies that can be utilized for public service of land certificate at the BPN office. The condition of employee competence must be improved through three important attributes that have a strong relationship to improving employee competence including education, training, and experience. Further explanation is as follows:

Education is formal education. Formal education has the highest level at the doctoral level. In formal education, for example, employee are given the opportunity and support to continue or improve their education to a higher level.

Training is the development of employee knowledge and skills through stimulation methods called non-formal education. For example, the land office employee training is organized by PPSDM by providing training to employees within the Ministry of ATR/BPN.

Experience is the natural competence development from work events that reinforce knowledge and skills. For example, work experience that occurs when moving to a workplace based on length of service, mutation, rotation, or promotion where the position placement is not in accordance with the educational background automatically encourages new knowledge and must learn to deepen knowledge according to the current position and develop existing potentials for success in program activities that are given their respective responsibilities so that knowledge is gained as experience.

Employee competence in these three attributes is an important point that can support employee tasks in public service of land certificate so as to improve employee performance more effectively and efficiently. Employee competence development is important as an attribute. Competence is an important attribute of employees that describes their work abilities, attitudes, knowledge, and skills (Isah dkk., 2022).

Employee competence can be leveraged for enhancing public trust in public service of land certificate, but factually the condition of education of BPN employees in Merauke Regency is still dominated at the low education level, then the distribution of employee competencies based on education for dominant positions is not in accordance with educational qualifications or the required competencies are not in accordance with the field of work, this can be seen in tables 1 and 2. Employee competence is a characteristic of a person that relates to superior performance and demonstration of specific aptitude in the practice and application of knowledge required to perform a job. Employee competence can also be interpreted as personality attributes or characteristics such as knowledge, skills, attitudes, abilities, motives, and self-concept demonstrated by employees so as to produce effective and superior performance (Salman et al., 2020), which consists of 3 characteristics see Table 3. Competence as an attribute is expected to enhance public trust. Where competence is a specific domain that plays a key role trust increases when people are considered competent (Kozuch et al., 2018). Analysis of these characteristics leads to the conclusion that most of them include characteristics that can improve employee competence and leverage employee competence for enhancing public trust in public service of land certificates.

Table 3. Characteristics of employee competencies for enhancing public trust in public service of land certificate

| No. | Attributes | Characteristics |
|-----|------------|---|
| 1. | Education | The highest formal education level is doctoral. Employees with higher education possess the knowledge capacity and skills to perform tasks more effectively and efficiently. |
| 2. | Training | Development of employees' knowledge and skills through non-formal education methods such as training. Employees who have attended job-related training are more knowledgeable and skilled, thus increasing productivity. |
| 3. | Experience | Natural development of knowledge and skills through work experience. Employees who have worked for a long time or have been transferred to a new workplace acquire new knowledge from the work environment, enhancing their capacity to deliver professional performance. |

Source: Author's contribution

Competence is characterized by two important aspects, namely knowledge, and skills to achieve goals or improve the productivity, professionalism, and public trust of public service.

Competence is a characteristic that includes knowledge, skills, frame of mind, mindset, professionalism in acting, and so on that is used either personally or Collectively of all elements that can support the successful achievement of performance. The importance of competence is one of the priority aspects in building trust in actors (government officials or employees), both in public organizations despite having good intentions, without being balanced with competence in meeting public expectations will lead to public distrust. This prioritized aspect of competence improvement is an important element that must be implemented by public service providers to increase trust. Aspects of employee competence problems analyzed include a lack of increased education, training, and experience. Table 3. The above explains the importance of the attributes of increasing employee competence that need to be improved such as employee education needs to be improved to a higher level. However, the condition of the increase in education of BPN employees in Merauke Regency is in Table 4. There is 1 employee who has increased higher education. Conditions for improving employee competence based on training are in Table 5. There are 4 employees who have conducted training on Employee competence. Then increasing employee competence based on experience there are 2 employee mutations in 2022 and 3 employee mutations in 2023 as shown in table 6.

Table 4. Recap of employee competence improvement based on education in accordance with the position of employee Merauke Regency Land Agency Office

| Position | Education Previous/Year | Education Current/Year |
|---------------------|-------------------------|------------------------|
| First Land Arranger | Scholar / 2015 | Master / 2018 |

Source: Merauke Regency National Land Agency Office 2023

Table 5. Recap of employee competence improvement based on training according to position for employee Merauke Regency Land Agency Office

| Position | Training | Action for Change |
|---|---|---|
| Section Head of Dispute Control and Handling in Land Office | Supervisor of the Human Resources Development Centre of the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency | Optimising the Prevention of Land Problems through the Development of an Early Warning System for Land Plots in Dispute, Conflict and Case (Easy SKP) in Merauke Regency Land Office 2023 |
| Head of Land Acquisition and Development Section in Land Office | Supervisory Leadership Training Batch III of the Human Resources Development Center of the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency | Improving the Efficiency of Collecting and Entering Sample Data for Making Land Value Zone Maps Using the Avenza Maps Application in Merauke Regency Land Office 2023 |
| Head of Land Office | Leadership Training for Administrators of the Center for Human Resource Development of the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency | Mapping the Value of Plot-Based Property Assets Towards One Value Policy in Mimika Regency 2022 |
| Head of Land Infrastructure Section in Land Office | Supervisory Leadership Training Batch II of the Ministry of Agrarian and Spatial Planning/National Land Agency of the Republic of Indonesia | Increasing the Number of Registered Land Plots Identified and Integrated through Graphic Index Mapping in Jayapura City Land Office 2020 |

Table 6. Recap of employee competence improvement based on experience according to employee mutations in Merauke Regency Land Agency Office

| | | |
|----------|------|------|
| Mutation | 2 | 3 |
| Year | 2022 | 2023 |

Source: Primary Data

Public service of Land certificate

Public service of land certificates is interpreted as an activity of providing public service by BPN employees related to land certificates. Public service of land certificate leveraging employee competencies in the delivery of public services more effectively and efficiently. Employees as public service providers are required to have knowledge and skills of Computerization of Land Activities/KKP applications and mastery of procedures such as service standards, land regulations, and technical instructions so as to understand and carry out the duties and functions of employees effectively and efficiently in providing public service. Public service of land certificate consists of 6 service groups and 68 types of services in accordance with the Regulation of the Minister of Agrarian Affairs and Spatial Planning / Head of the National Land Agency of the Republic of Indonesia Number 1 of 2010, the 68 types of services are divided into 122 services contained in KKP application Land Activity Registration Counter. The provision of public service for land certificates needs to prioritize accurate accuracy and certainty of service according to rules and procedures so that in the future it will not cause land conflicts by issuing a land certificate. Many land conflicts occur due to land certificates issued not according to regulations or procedures, causing public losses due to the actions of parties who are not responsible for the duties of BPN employees. For example: Based on decision No. 38/G/2021/PTUN.JPR, the verdict of the panel of judges of the Jayapura State Administrative Court declared void the certificate of ownership number M.131/Samkai Village Jalan Nelayan dated 28 January 1982 temporary measurement letter No. AGR/316/HM/1982 dated 11 January 1982 and sentenced the defendant to pay court costs in the amount of 25,615,000 IDR (PRONA land certificate versus customary land release) and this is one example of the many land cases that exist.

Employees providing land certificate public services that are not effective and efficient or services that are not in accordance with regulations or procedures will cause various wicked problems and public service constraints such as land conflicts as a result of administrative defects or maladministration. The causes of public service constraints are not in accordance with procedures, i.e low employee competence and task placement not in accordance with educational qualifications, past problems of inaccurate Juridical data and physical data on land certificates, negligence of some employees who do not master and understand procedures and are not careful to check files according to procedures so that fatal consequences. The reality example of the time of public service exceeding the SOP as arrears of public service of land certificate can be seen in Table 7. As seen in Table 7 land service arrears that have not been resolved by the employee in charge and responsible for work from 2018 -2022 can be interpreted as Land public service time exceeding SOP.

Table 7. Recap of work arrears in 2018-2022 Merauke Regency National Land Agency Office

| Year | Arrears of Files |
|-------|------------------|
| 2018 | 24 |
| 2019 | 9 |
| 2020 | 12 |
| 2021 | 33 |
| 2022 | 289 |
| Total | 359 |

Source: Doctoral International Conference 2023

The results of employee work in public service of land certificate can be seen in the access to community participation from the data on the number of applicants according to the file number of 2018 – 2022 which is described in Table 5. When viewed from the description of Table 5, the number of file numbers in 2019 is quite high but, in other years, it is greatly reduced, so public participation in fulfilling the right to public service needs for land certificates is also reduced. When public participation decreases, public trust also decreases due to skepticism or distrust of the experience of accessing public service provided by employees who are considered competent, professional, trusted, and serving as the BPN motto.

Table 8. Summary of files of applicants for land services at the National Land Agency Office, Merauke Regency

| Year | Number of files |
|-------|-----------------|
| 2018 | 15,169 |
| 2019 | 29,538 |
| 2020 | 7,486 |
| 2021 | 10,508 |
| 2022 | 11,441 |
| Total | 74,142 |

Source: Sentuh tanahku Application

In the activity of organizing public service at the land office, not a few people complain about the service provided because the impact is directly felt by the community such as convoluted administrative service, complicated procedures, minimal procedure information known, slow and time-consuming, and requires a lot of costs not in accordance with the provisions of the procedure. This can cause people to become "apathetic, skeptical and distrustful" of direct personal access to land service, which has resulted in some people choosing to deal indirectly with other parties by authorizing or intermediating others who are able to arrange for the issuance of land certificates quickly. However, when the processing of certificates by other parties, there is often improper data filling, and the impact on land administration data is not correct, resulting in conflicts or land disputes in the future and providing opportunities for the land mafia.

If the public feels skeptical or distrustful about land service, they should not be surprised because it is considered a culture or has become a bureaucratic disease. "Scepticism is healthy, too much skepticism is unhealthy, Cynicism is the great enemy of democracy and it is unfortunate for public officials to govern when their character, values, and motives are always under suspicion" (Keene & Bruce, 2000).

Employees carrying out public service of land certificate are not considered capable of providing public service according to the SOP. Then the community feels that service delivery is so difficult and convoluted as the quality of public service is still suspected because the service provided is still not fully in accordance with the SOP, especially on timeliness and the process of completing files at the service counter is still often unclear or the transportation costs of measuring officers in the field exceed reasonableness. The implementation of public service for land certificates has an impact on public trust, so it is important to leverage the competence of effective employees in accordance with the SOP. Public service is all service activities carried out by public service providers as an effort to fulfill the needs of service recipients as well as the implementation of needs based on laws and regulations (Keputusan Menteri Pendayagunaan Aparatur Negara, 2003). Every citizen is a member of society who is entitled to good public service from the government which is obliged to organize public service that leads to public satisfaction and expectations from several ideas found about public service (Denhardt & Denhardt, 2007).

Land Certificates are authentic evidence to prove the status of rights to land objects. So the public service of land certificate product is a land certificate. Land certificates as legal protection provided by the government are through Article 32 paragraph (1) of Government Regulation No. 24 of 1997 which states, "The certificate is a valid proof of rights as a strong evidentiary tool regarding the physical data and juridical data contained therein, as long as "Physical data and juridical data are the same as the data in the measurement letter and book of the land rights concerned" (Presiden Republik Indonesia, 1997). So based on this regulation, the land certificate process can be proven as the process of registering and proving physical data and juridical data whether there is no error so that it can be recognized as true.

Public trust

Public trust in public service of land certificates is a popular issue by the Indonesian people in general and especially the people in Merauke Regency. Public trust is the result of trust felt by the community interacting directly or not with public service of land certificate. Findings from data analysis and visualization are interpreted as public trust in the public service of land certificates. The quality of land certificates affects the results of employee performance as a public service provider that can be assessed by the community. Public assessment of the results of providing land certificate service is public trust. A quality land certificate is through a series of issuance processes according to regulations and procedures so that there are no administrative or legal defects and the public assesses the performance of employees as public service providers and public confidence increases.

The frontline that is often assessed is counter employees who provide public service to the public as recipients of public service based on employee abilities. Positive belief or trust that employee at the counter have carried out their duties every working day in a way that is considered competent and trusted by the community due to kinship or insider relationships/ORDAL. This distrust gives a view that is not in line with the competence of employees who are considered competent because complicated until the service time exceeds the SOP This means that the provision of service in the service process is not in accordance with the provisions of the Regulation of the Minister of Agrarian and Spatial Planning / Head of the National Land Agency

of the Republic of Indonesia Number 1 of 2010. For example, the community believes that if the applicant is not proactive in checking the documents at the office, they will not be processed by the officer. In addition, unclear land measurement fees and transport costs borne by the applicant exceed the reasonableness of what is requested by the employee. This fee gives the impression of some sort of illegal levying by the measuring officer who goes down to inspect the land in the field.

Public trust can also be influenced by the many problems of public service of land certificates and land conflicts that occur based on the 2018-2021 conflict handling report, a total of 25 incoming letters addressed to the Merauke Regency BPN, including these letters are letters of complaint and letters of objection. The results of land conflict resolution efforts also generate trust and distrust. The trust is on the part of the community that feels benefited from the results of land conflict resolution and this distrust is on the part of the community that feels harmed by the results of land conflict resolution. It is not a good government endeavor to always implement the elements of public service (Widanti, 2022).

Efforts to enhance public trust by employees as an initial effort at the counter have made control cards for public service of land certificate files. Files control card is a format that serves to control the completeness of files and stages of the public service process for land certificate applicants. In addition, there is a land complaints counter to receive public complaints and follow up on the resolution of complaints. Public complaints are a form of public trust or distrust. Kondisi kepercayaan publik juga merupakan pelumas penting bagi sistem sosial. The condition of public trust is also an important lubricant for public service. Public trust is seen as a panacea (cure for all diseases) when the central and regional governments hope that all the policies implemented will be successful (Daraba, 2021). However, communities can enter a spiral of distrust when trust is repaid with what is perceived as betrayal or exploitation. Trust is difficult to build and maintain, yet can be destroyed easily. Public trust is the willingness and sincerity of all citizens or community groups to believe in the authority and/or power of the government to realize the policies that have been determined in their implementation (Haning et al., 2020). According to (Kozuch et al., 2018) Public trust between organizations shows that the concept of public trust can be interpreted as a relationship based on knowledge about public organizations and the belief that public organizations can carry out public policies and programs that allow public interests to be served by public organizations. Public trust plays an important role in building the performance of the public bureaucracy, especially in providing public service, implementing public policies, and achieving expected results (Daraba, 2021).

5. Conclusion

This research uses the main theoretical basis in the book managing public trust as previous literature emphasizes competence as a dimension of trust. According to (Kozuch et al., 2018) competence is a specific domain that plays a key role in trust increases when people are considered competent. The importance of leveraging employee competence to enhance public trust and the results of the study found the most effective methods and ways to ensure

competence as the main key to public trust and the need to improve employee competence in the future. Employee competence in providing public service of land certificate has a strong relationship with the duties and functions of BPN employees as public service in accordance with regulations and SOP which have implications for enhancing public trust. The need to effectively improve employee competence in the future by prioritizing the improvement of formal education, training, and experience as important attributes of employee competence. Effective and efficient use of employee competence is the main expectation for public trust in public service of land certificate and ultimately produces land certificate legal products as authentic evidence to prevent future land conflicts and trusted, professional, and serving BPN.

Conflict of Interest Statement

The authors declare that the research was conducted in the absence of any commercial or financial relationships that could be construed as a potential conflict. Therefore, this paper is part of the dissertation of the first author for his doctoral program which is also absent from any conflict of interest.

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