

Needs Analysis of English-Speaking Skills among Dukcapil Staff in Kebayoran Baru for Population Administration Services

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Abstract: English-speaking competence is increasingly required in public services when staff interact with foreign service users, yet communication difficulties may reduce the clarity and effectiveness of administrative services. Previous needs-analysis studies have largely focused on education, tourism, or general administration, while evidence from population and civil registration services remains limited. **Objective:** This study aimed to analyze English-speaking needs, communication difficulties, language-use situations, and training priorities among Dukcapil staff in Kebayoran Baru District. **Method:** A descriptive design integrating qualitative and descriptive quantitative data involved 20 staff selected through purposive sampling. Data were collected using Likert-scale questionnaires, semi-structured interviews, and direct observation and analyzed using descriptive statistics and an interactive qualitative model. **Findings:** The overall needs score was 4.20/5 (84%), while the specific need for speaking competence reached 4.35/5 (87%). Seventy-five percent of staff interacted with foreign nationals, and 90% experienced communication difficulties, particularly in administrative vocabulary, fluency, spontaneous responses, pronunciation, and confidence. **Implications:** The findings support practical, contextual, task-based English for Public Service training. **Originality:** Questionnaire, interview, and observational evidence are integrated to map English-speaking needs specifically in population administration services.

Keywords: English Speaking Skills; Needs Analysis; English for Public Service; Population Administration; Public Service

INTRODUCTION

Increasing international mobility, digitalized public services, and cross-border interaction require public institutions to communicate effectively with service users from different linguistic backgrounds. In population administration, officers must not only understand administrative procedures but also explain requirements, provide instructions, confirm personal data, and respond clearly when serving foreign nationals. English therefore functions as a professional communication competence rather than merely an academic skill. Workplace language needs are shaped by job tasks, communication situations, and professional roles, making occupationally relevant speaking and listening skills essential in service encounters (Ahmad Kamil & Muhammad, 2021; Druckman, Shafie, Abdullah, & Christ Dass, 2022; Mohammed, 2025). Studies in service-oriented workplaces likewise identify speaking, specialized vocabulary, interactional fluency, and confidence as important components of professional communication (Namtapi, 2022; Zaki, Purba, Nugraha, & Febria, 2025).

Previous research has consistently positioned needs analysis as a central stage in English for Specific Purposes (ESP) and English for Occupational Purposes (EOP) because it aligns learning objectives, content, and activities with learners' actual communication demands. Sadapotto, Jamaluddin, Hanafi, and Erfina (2021) emphasized the need to design English for public administration around field-specific requirements, while Seva, Sirait, and Setiandari (2022) highlighted the importance of adapting ESP content to active communication demands in public administration. Methodological work also shows that triangulating multiple data sources can improve the validity of needs analysis and reveal gaps between present competence and target situations (Smith, Jung, & Zenker, 2022). Systematic reviews further confirm that needs analysis supports stronger alignment among learner abilities, workplace expectations, and course design (Pang, Abd Majid, & Narayanan, 2025; Mansor, Abu Hassan, Amat, & Tambunan, 2025). Recent

studies in public administration and vocational contexts report recurring needs in speaking confidence, professional vocabulary, listening, and task-based communication (Bacus, Flores, Paquinol, Tancio, & Escandallo, 2025; Salazar, Dayaday, Paalisbo, Villapana, & Escandallo, 2025; Taupik, 2025; Murdanianto & Mas Muhammad, 2026).

Despite this growing literature, most studies have focused on students, vocational education, tourism, hospitality, health services, or broad administrative contexts. Namtapi (2022), for example, examined tourism personnel, Mohammed (2025) investigated public and environmental health employees, and Zaki et al. (2025) developed a needs-based module for hotel front-office staff. Nabilah (2025) compared English communication needs across public and private administration, but empirical evidence remains limited for frontline population and civil registration services. This context is distinctive because staff must communicate about identity documents, civil registration requirements, verification procedures, service stages, and formal instructions. The novelty of this study lies in triangulating questionnaires, semi-structured interviews, and direct observation to map the gap between target communication demands and staff members' actual abilities and to translate that gap into task-based recommendations for English for Public Service. This multi-source approach responds to calls for needs analyses that integrate actual professional situations rather than relying on a single perception-based instrument (Ahmad Kamil & Muhammad, 2021; Smith et al., 2022; Mansor et al., 2025).

Accordingly, this study aimed to analyze the English-speaking needs of staff at the Population and Civil Registration Office (Dukcapil) in Kebayoran Baru District within the context of public service. Specifically, the study examined the level of English use needed, situations in which English is required, communication difficulties, service-related vocabulary, fluency, pronunciation, spontaneous response ability, confidence, and the ability to explain administrative procedures to foreign service users. It also assessed training priorities and the availability of bilingual support as a basis for developing a practical and contextual English for Public Service program. By linking present abilities with target workplace communication, the study seeks to inform training that moves beyond General English and reflects the actual tasks performed in population administration services (Taupik, 2025; Pang et al., 2025; Murdanianto & Mas Muhammad, 2026).

RESEARCH METHOD

This study was conducted at the Population and Civil Registration Office (Dukcapil) in Kebayoran Baru District using a descriptive design that integrated qualitative data with descriptive quantitative data. The qualitative component was used to understand staff experiences, English-use situations, communication barriers, and competency-development needs, while the quantitative component summarized perceived needs using scores and percentages. This design was selected because a workplace needs analysis requires both a measurable profile of communication demands and contextual evidence regarding the gap between current ability and target service requirements.

The participants were 20 Dukcapil staff members directly involved in population administration services. Purposive sampling was used based on three criteria: direct involvement in public-service delivery, experience interacting with service users including foreign or bilingual users, and familiarity with population administration procedures. The findings therefore describe the needs of staff within the Kebayoran Baru Dukcapil setting and are not intended to represent all Dukcapil offices.

Data were collected through a five-point Likert-scale questionnaire, semi-structured interviews, and direct observation. The questionnaire covered ten indicators: need for English use, frequency of use, communication difficulty, confidence, public-service vocabulary, pronunciation, speaking fluency, ability to explain service procedures, training needs, and relevance of learning materials to public-service contexts. Interviews explored experiences using English, recurring communication situations, speaking barriers, vocabulary needs, previous training, preferred learning activities, and competency-development expectations. Observation addressed eight aspects: English use during service, interaction with foreign nationals, ability to explain procedures, communication difficulty, accuracy of service vocabulary, confidence, availability of bilingual media, and the need for English communication.

The research process included adapting the instruments to the communication functions of Dukcapil staff, coordinating permission and participant recruitment, administering the questionnaire, conducting semi-structured interviews, performing direct observation, and integrating the three evidence sources. Speaking-related indicators were organized around fluency, accuracy, vocabulary, and interaction as well as the

specific communicative functions required in population administration. Questionnaire, interview, and observation findings were compared as methodological triangulation to improve the credibility and consistency of interpretation.

Quantitative questionnaire data were analyzed using descriptive statistics, particularly mean scores and percentages. The overall ten-indicator score was interpreted separately from the specific speaking-need score to avoid conflating communication needs with difficulty, current performance, or training priorities. Qualitative interview and observation data were analyzed using the interactive model of Miles, Huberman, and Saldaña (2014), involving data condensation, data display, and conclusion drawing. The qualitative evidence was grouped into themes concerning English needs, communication barriers, language-use situations, and training needs, and then compared with questionnaire results to identify the gap between current staff competence and workplace communication demands.

RESULT AND DISCUSSION

The study involved 20 Dukcapil staff members and integrated questionnaire, semi-structured interview, and observation data. The three sources were used complementarily to describe the level of English-speaking need, actual service situations, communication barriers, and priorities for competency development. The results are presented by linking numerical patterns with qualitative interpretation so that the discussion does not rely solely on self-reported perceptions.

Level of English-Speaking Need

Ten indicators were used to describe the overall profile of English-speaking needs in public-service work. These indicators covered perceived need, actual use, communication difficulty, confidence, language resources, speaking performance, and training relevance. Table 1 summarizes the results.

Table 1. English-Speaking Needs Analysis

No.	Indicator	Score
1	Need for English use	4
2	Frequency of use	4
3	Communication difficulty	5
4	Confidence	4
5	Public-service vocabulary	4
6	Pronunciation	3
7	Speaking fluency	4
8	Ability to explain service procedures	5
9	Training need	4
10	Relevance of materials to public service	5
	Total	42
	Mean	4.20
	Achievement percentage	84%

Source: Research data, processed (2026).

Table 1 shows an overall mean of 4.20 out of 5, equivalent to 84%, indicating a high overall need for English communication development. The highest scores (5) occurred for communication difficulty, the ability to explain service procedures, and the need for materials aligned with public-service contexts. These results indicate that staff needs are functional rather than general: English is needed to complete specific administrative communication tasks accurately and clearly.

The pronunciation indicator received the lowest score (3), but it should not be interpreted in isolation as a low-priority skill. Interview and observation findings show that pronunciation forms part of a broader speaking problem that includes fluency, service vocabulary, spontaneous responses, and confidence. Thus, the needs profile is multidimensional and cannot be represented adequately by a single language component.

The overall 84% score should also be distinguished from the specific speaking-need score of 4.35/5 or 87%. For this specific measure, 10 participants (50%) reported that English speaking was highly needed, 7 (35%) reported it was needed, and 3 (15%) reported it was moderately needed; no participant selected low or no need. The two figures therefore represent different levels of aggregation rather than contradictory results. This interpretation is consistent with EOP literature emphasizing the distinction between target communication demands, present abilities, and learning needs (Ahmad Kamil & Muhammad, 2021).

English-Use Situations and Communication Barriers

Semi-structured interviews were used to deepen the questionnaire findings by identifying when English was used, what difficulties were encountered, and what forms of training staff considered relevant. Table 2 summarizes the recurring interview findings.

Table 2. Summary of Interviews with Dukcapil Staff

No.	Aspect	Main Finding
1	Experience using English	English has been used, but not every day
2	Use situations	Welcoming foreign nationals, identifying needs, explaining procedures and requirements
3	Communication barriers	Vocabulary, grammar, confidence, and spontaneous responses
4	Importance of speaking	Needed to support professional service
5	Vocabulary needed	Dukcapil service vocabulary and expressions
6	Previous training	Most staff had not received specialized training
7	Preferred materials	Practical, applicable, role play, rapid responses, and pronunciation
8	Support for training	Staff strongly supported training
9	Priority skills	Fluency and confidence in speaking
10	Expectation	Regular and continuous training

Source: Research data, processed (2026).

Table 2 indicates that English use was situational and task-oriented rather than routine. Staff used English when receiving foreign service users, asking the purpose of a visit, confirming information, explaining documents and requirements, describing service stages, giving instructions, and answering questions. This pattern places the need closer to occupational English than to general conversational English.

The major difficulties were similarly job-specific. Limited administrative vocabulary constrained staff members' ability to select appropriate terminology, while difficulty producing spontaneous responses showed that passive knowledge did not always transfer into productive communication under service conditions. These findings help explain why communication difficulty and explaining procedures received the highest scores in Table 1. ESP theory argues that course content should be derived from actual target situations; consequently, Dukcapil training should prioritize administrative terminology, service expressions, procedure explanation, and rapid interaction rather than isolated grammar instruction (Dudley-Evans & St John, 1998; Sadapotto et al., 2021).

Actual Conditions of English Use in Service Delivery

Direct observation was used to compare perceived needs with observable service conditions. Eight aspects related to English use and the service environment were recorded using the categories Yes, Sometimes, and No. The results are shown in Table 3.

Table 3. Observation of English Use in Public Service

No.	Observed Aspect	Yes	Sometimes	No
1	English use during service	3 (15%)	15 (75%)	2 (10%)
2	Interaction with foreign nationals	15 (75%)	5 (25%)	0 (0%)
3	Ability to explain procedures	4 (20%)	14 (70%)	2 (10%)
4	Communication difficulty	18 (90%)	2 (10%)	0 (0%)
5	Accurate service vocabulary	1 (5%)	14 (70%)	5 (25%)

No.	Observed Aspect	Yes	Sometimes	No
6	Confidence	10 (50%)	0 (0%)	10 (50%)
7	Availability of bilingual media	0 (0%)	4 (20%)	16 (80%)
8	Need for English communication	20 (100%)	0 (0%)	0 (0%)

Source: Research data, processed (2026).

Table 3 shows that English was not used continuously: only 15% were recorded in the Yes category for English use during service, while 75% were in the Sometimes category. This pattern is consistent with interview evidence that English is required situationally. Nevertheless, 75% of staff interacted with foreign nationals, confirming that cross-language communication is a recurring rather than hypothetical service demand.

The strongest pattern was communication difficulty: 90% were recorded in the Yes category. Only 20% consistently demonstrated the ability to explain procedures, while 70% were categorized as Sometimes. Explaining a procedure requires staff to select accurate terms, organize information sequentially, confirm user understanding, and respond to follow-up questions; it therefore places greater demands on productive speaking than simple greetings or routine questions.

Vocabulary accuracy showed an even clearer gap. Only 5% were recorded as consistently using service vocabulary accurately, compared with 70% in the Sometimes category and 25% in the No category. The finding reinforces interview evidence that staff often understand basic communication but have difficulty retrieving administrative terminology quickly. The 100% value for the need for English communication should not be interpreted as daily English use by every staff member; rather, it indicates that all participants work in a service environment in which English communication may be required. This interpretation is consistent with the lower frequency of actual English use shown in the first observation indicator.

Confidence and Bilingual Service Support

Observation showed an even split in confidence: 50% of staff appeared confident when speaking English, while 50% did not. This suggests that communication development should address both linguistic resources and opportunities for repeated use. Limited exposure to English may leave staff with some receptive knowledge but insufficient automaticity for spontaneous interaction. Practice therefore needs to include repeated simulations of authentic service encounters rather than classroom explanation alone.

The service environment also provided limited bilingual support. Eighty percent of observations were categorized as No for the availability of bilingual media, while only 20% were categorized as Sometimes. This condition increases dependence on staff members' oral performance and removes a potentially useful scaffold for both employees and foreign service users. Bilingual flowcharts, document-requirement sheets, frequently asked questions, standard service expressions, and administrative terminology lists could reduce communication load while providing continuous workplace language exposure.

Implications for an English for Public Service Program

Triangulation of questionnaire, interview, and observation findings indicates that training should be structured around the actual sequence of population administration tasks rather than General English topics. Table 4 presents recommended content derived from the identified communication situations and gaps.

Table 4. Recommended English Competency-Development Content

No.	Training Content	Competency Developed
1	Greeting and Welcoming	Welcoming foreign service users
2	Asking for Personal Information	Requesting and confirming personal data
3	Asking the Purpose of Visit	Identifying administrative needs
4	Explaining Documents and Requirements	Explaining required documents and conditions
5	Explaining Procedures	Explaining service stages
6	Checking and Confirming Information	Checking and confirming information
7	Giving Instructions	Providing clear and polite instructions

No.	Training Content	Competency Developed
8	Handling Questions	Responding to questions
9	Pronunciation and Fluency	Improving pronunciation and speaking fluency
10	Role Play and Simulation	Practicing communication in realistic service situations

Source: Needs-analysis results, processed (2026).

As shown in Table 4, the proposed sequence follows the workflow of a service encounter, beginning with greeting and identifying the purpose of a visit and progressing to document explanation, information confirmation, instructions, and question handling. Pronunciation and fluency should be integrated across these tasks rather than taught only as isolated topics. This task-oriented organization allows staff to repeatedly practice the language forms and vocabulary needed to complete actual administrative functions. Task-Based Language Teaching is particularly relevant because it places communicative task completion at the center of learning. Ellis, Skehan, Li, Shintani, and Lambert (2020) emphasize the use of meaningful tasks that require learners to mobilize linguistic resources in contexts resembling real communication. For Dukcapil, this can include simulated staff-user interactions, explaining required documents, verifying personal information, giving step-by-step instructions, and handling questions or complaints. Such activities directly address the gaps in fluency, spontaneous response, and confidence identified in this study.

Synthesis of Findings

Overall, the data show a clear gap between workplace communication requirements and current staff performance. The overall needs profile reached 4.20/5 (84%), while the specific need for English-speaking competence reached 4.35/5 (87%). At the same time, 75% of staff interacted with foreign nationals and 90% experienced communication difficulties. The main gaps involved administrative vocabulary, fluency, spontaneous responses, confidence, and the ability to explain procedures accurately.

The three data sources converged on the same pattern. Questionnaire results demonstrated high perceived need, interviews identified the specific service functions and barriers, and observations showed that these barriers occurred in actual service conditions. The findings therefore support a practical, contextual, and continuing English for Public Service program supported by bilingual workplace materials. This combination addresses both individual competence and the communication environment, which is consistent with needs-based ESP/EOP approaches that align training with target occupational situations (Ahmad Kamil & Muhammad, 2021; Smith et al., 2022).

CONCLUSION

English-speaking competence is a relevant workplace need for Dukcapil staff in Kebayoran Baru District, particularly when serving foreign users of population administration services. The overall communication-needs profile reached 4.20/5 (84%), while the specific need for speaking competence reached 4.35/5 (87%). English was mainly required for welcoming service users, identifying administrative purposes, confirming data, explaining document requirements and procedures, giving instructions, and responding to questions. The high level of need was not fully matched by current performance. Ninety percent of staff experienced communication difficulties, particularly in administrative vocabulary, fluency, spontaneous responses, pronunciation, confidence, and procedure explanation. Observation also indicated limited consistent use of accurate service vocabulary and insufficient bilingual support in the service environment. These findings demonstrate a gap between target communication demands and present speaking ability.

The findings support the development of a practical, contextual, and continuing English for Public Service program. Training should prioritize population-administration vocabulary, explaining procedures, giving instructions, question handling, pronunciation, fluency, and repeated role play or service simulations. Individual competency development should be accompanied by bilingual service aids so that communication performance and the workplace environment improve together.

This study is limited to 20 staff members in one Dukcapil office; therefore, the findings describe a specific institutional context and should not be generalized directly to all population administration offices. Future studies should involve larger and more diverse samples and evaluate the effectiveness of English for Public

Service interventions using pre- and post-training measures, allowing stronger conclusions regarding competency improvement and the transfer of training to public-service performance.

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