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Research Paper

Characteristics and Performance of Small-Qualification Construction Service Companies in Bekasi Regency

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Abstract: *This study examines the characteristics, competency fit, and performance of small-qualification construction service companies in Bekasi Regency, Indonesia. The study responds to a practical problem in local public construction projects: small contractors often hold formal business eligibility, yet their actual capacity does not always match the technical, financial, managerial, and administrative demands of road and infrastructure work. The research applies a quantitative survey with limited qualitative support. Valid processed data came from 20 company-side respondents and 18 service-user respondents from the Dinas Sumber Daya Air, Bina Marga dan Bina Konstruksi Kabupaten Bekasi. The variables cover project management, human resources, finance, equipment and technology, project experience, legality and administration, competency mismatch, and project performance. The findings show that project experience reached the highest competency score (mean 3.35), while human resources reached the lowest score (mean 2.54). Project management (mean 2.56) and finance (mean 2.60) also remained weak. The most visible mismatch appeared in project administration and reporting, where firms often needed external assistance (mean 4.00). User-side assessment rated contractor competency and performance as low (mean 2.49), while mismatch and its impact reached a high level (mean 3.53). Correlation results show that project management had the strongest significant relationship with performance ($r = 0.760$; $p < 0.001$), followed by human resources and finance. The study recommends competency mapping, project management training, workforce certification, financing support, contract administration coaching, and technical assistance before and during project implementation.*

Keywords: *Small construction firms, competency mismatch, construction performance, project management, public procurement, Bekasi Regency*

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I. INTRODUCTION

The construction sector supports national and regional development because it produces roads, drainage systems, irrigation facilities, public buildings, and other infrastructure needed for social and economic activity. In Indonesia, construction remains a major economic sector. Statistics Indonesia reported that construction contributed 10.06 percent to national gross domestic product in the third quarter of 2024 [1]. At the regional level, Bekasi Regency also depends on construction activity to support industrial growth, settlement expansion, and public service delivery [2].

Small-qualification construction service business entities, known in Indonesia as Badan Usaha Jasa Konstruksi kualifikasi kecil, play a direct role in local infrastructure delivery. These firms commonly handle road improvement, drainage, small irrigation, simple public facilities, and maintenance packages. Their local role matters, but their capacity often remains limited. Many firms face weak working capital, few certified workers, limited managerial systems, rented equipment, and low capability in project documentation.

The regulatory framework requires construction service providers to meet legal, technical, administrative, and performance standards. Law No. 2 of 2017 on Construction Services and its amendment under Law No. 6 of 2023 emphasize reliable, competitive, and quality-oriented construction services [3]. Government Regulation No. 22 of 2020 and Government Regulation No. 14 of 2021 regulate construction business classification, market segmentation, provider selection, contracts, guidance, supervision, and sanctions [4]. Newer risk-based licensing rules under Government Regulation No. 28 of 2025 and public procurement rules under Presidential Regulation

No. 46 of 2025 also increase the need for providers to align formal eligibility with actual operational capacity [5], [6].

The core problem in this study is competency mismatch. A small contractor can meet formal administrative requirements, but the firm may lack the human resources, equipment, cash flow, technical experience, project management, or reporting capacity required by a specific work package. In local government projects, this mismatch can delay work, reduce quality consistency, disrupt cost control, weaken daily and weekly reporting, and increase audit risk. This study examines that issue in Bekasi Regency through the case of small construction firms related to works under the Dinas Sumber Daya Air, Bina Marga dan Bina Konstruksi Kabupaten Bekasi.

The study has four objectives. First, it describes the characteristics of small-qualification construction service companies involved in Bekasi Regency construction work. Second, it analyzes the fit between contractor competencies and the types of work implemented. Third, it examines the perceived impact of mismatch on quality, time, cost, project administration, and compliance. Fourth, it formulates policy recommendations for local government guidance and contractor capacity improvement.

II. LITERATURE REVIEW

2.1 Small Construction Firms and the Resource-Based View

The Resource-Based View explains firm performance through the resources and capabilities that a firm owns, controls, and uses. Barney argues that valuable, rare, imperfectly imitable, and non-substitutable resources support sustained competitive advantage [8]. In small construction firms, these resources include certified personnel, project management routines, equipment access, cash flow, technical knowledge, administrative skill, and reputation. Recent studies also show that firm characteristics and strategic orientation influence performance through internal capability and business environment conditions [9].

Small construction firms operate with narrower resource margins than medium and large contractors. Alkilani and Loosemore show that performance measurement in small and medium-sized construction contractors requires a multidimensional view because project outcomes depend on resources, stakeholder demands, management systems, and external constraints [10], [11]. This view fits the Bekasi case, where the study does not treat legal documents as the only measure of competency. It also assesses whether firms possess the actual resources needed to complete public construction work.

2.2 Competency Fit, Mismatch, and Project Performance

Competency fit refers to the alignment between a contractor's formal and actual capabilities and the requirements of a specific construction package. Fit covers business certification, relevant experience, certified workers, working capital, equipment, technology, project management, contract administration, and quality control. Mismatch occurs when the firm's capability does not meet the demands of the project type, scale, method, schedule, documentation, or procurement compliance requirements.

Construction performance normally includes time, quality, cost, productivity, contract compliance, safety, administration, and user satisfaction. Project management standards such as PMBOK and ISO 21502 stress planning, coordination, monitoring, resource management, risk management, and communication as central elements of project delivery [14], [15]. Empirical studies also link organizational factors with project performance, especially in smaller firms where internal systems remain less formal [12]. Current performance measurement literature supports the use of multi-indicator measures rather than a single financial or schedule indicator [13].

2.3 Conceptual Framework

This study positions project management, human resources, finance, equipment and technology, project experience, and legality and administration as internal competency dimensions. These dimensions influence performance directly and through competency fit or mismatch. Local government development policy acts as an intervention mechanism that can reduce mismatch by improving actual contractor capacity.

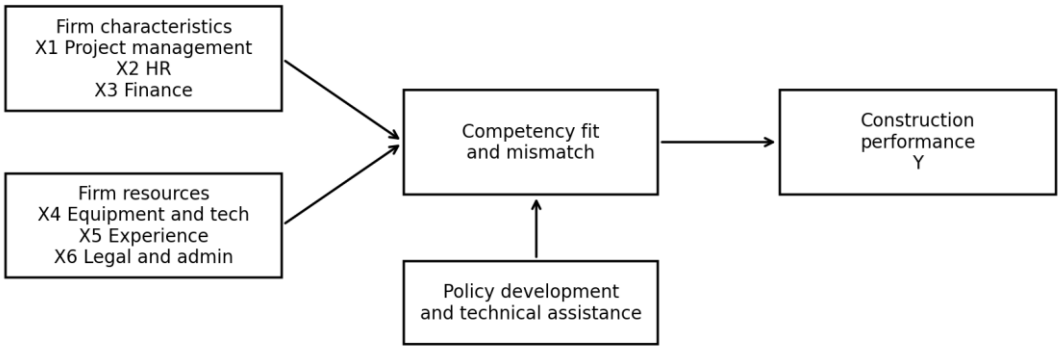

Figure 1. Conceptual framework of competency fit, mismatch, and performance.

Table 1. Research variables and operational focus.

Code	Dimension	Operational focus
X1	Project management	Planning, schedule control, cost control, reporting, quality supervision, coordination.
X2	Human resources	Personnel availability, certification, experience, training, role suitability.
X3	Finance or capital	Cash flow, working capital, financing access, dependence on advance payment, payment capability.
X4	Equipment and technology	Equipment availability, condition, suitability, simple technology use, digital documentation.
X5	Project experience	Similar work experience, project value, complexity, owner assessment, lessons learned.
X6	Legality and administration	NIB, SBU, contract administration, project reports, compliance documents.
M	Competency mismatch	Technical, experience, SBU, human resources, equipment, finance, and administrative mismatch.
Y	Performance	Time, quality, cost, productivity, administration, supervision response, user satisfaction.

Source: Adapted from the thesis instrument and literature framework.

III. RESEARCH METHODOLOGY

The study uses a quantitative approach supported by limited qualitative data. The quantitative approach suits the research problem because the main data came from structured questionnaire scores. The qualitative support came from directed interviews and document review, mainly to interpret the survey results and formulate policy recommendations.

The research design is a cross-sectional survey. The study measured contractor characteristics, competency dimensions, mismatch, and performance in the same research period. The research location was Bekasi Regency, with data linked to small construction companies that operate in or have worked on local infrastructure activities under the Dinas Sumber Daya Air, Bina Marga dan Bina Konstruksi Kabupaten Bekasi. The project context focuses on 2025 work packages, while the research processing took place in 2026.

The company population consisted of 30 small-qualification construction firms connected to the research context. The thesis design used purposive sampling, with criteria that the firm was active, small-qualified, operated in Bekasi Regency, had implemented relevant civil works, and had respondents who understood internal company conditions and project implementation. The processed results in Chapter IV contain 20 company-side respondents and 18 service-user respondents. The service-user respondents included PPK, PPTK, a supervision team leader, and field supervisors.

The study used primary and secondary data. Primary data came from company questionnaires and service-user questionnaires or directed interviews. Secondary data came from project documents, procurement documents, firm profiles, legal documents, SBU records, regulations, statistical publications, and previous studies. The questionnaire used a Likert scale from 1 to 5. Higher scores on competency variables indicate stronger competency. Higher scores on mismatch and mismatch impact indicate higher mismatch or higher impact.

The analysis used descriptive statistics, mean interpretation, mismatch category analysis, and correlation analysis. The mean score categories follow the thesis scale: 1.00 to 1.80 very low, 1.81 to 2.60 low, 2.61 to 3.40 medium, 3.41 to 4.20 high, and 4.21 to 5.00 very high. The correlation analysis examined relationships between competency dimensions, mismatch, and company performance. Qualitative synthesis translated the findings into development recommendations for local government and related institutions.

Table 2. Respondent composition in the processed thesis results.

Group	Respondent type	Number	Main measurement focus
Company-side respondents	Directors or company leaders	14	Internal firm characteristics and competency.
Company-side respondents	Project managers	6	Project implementation and administration.
Service-user respondents	PPK	11	Performance assessment and mismatch impact.
Service-user respondents	PPTK	1	Project control perspective.
Service-user respondents	Supervision team leader	1	Technical supervision perspective.
Service-user respondents	Field supervisors	5	Field implementation and performance perspective.

Source: Processed from thesis Tables 4.4 and 4.5.

IV. RESULTS AND DISCUSSION

4.1 Company and Work Profile

The company profile shows a clear local-small-contractor pattern. The dominant business form was CV, the firms were active, and the qualification level was small. Their main sub-classification was road work. Most firms had only 1 to 5 permanent workers and 1 to 2 certified workers. They reported more than 10 projects in the last five years, but they still depended on external resources. The main financing source was bank loans, and the main equipment ownership status was rental.

The profile of the last or main work also shows a road-centered public construction pattern. The dominant work type was road reconstruction, the contract value exceeded Rp 1 billion, and the source of work was the local government. Respondents considered the match between the work and company experience as only fairly suitable, while the match with SBU or sub-classification was suitable. The main obstacle was human resources. This result shows that formal business suitability did not fully remove operational weakness.

Table 3. Main company and work profile findings.

Aspect	Main finding	Interpretation
Business form	CV	Small firms commonly use simpler business structures.
Qualification	Small	The firms fit the target group of the study.
Main sub-classification	Road work	The study context strongly relates to road infrastructure.
Permanent workers	1 to 5 workers	Internal labor capacity remains limited.
Certified workers	1 to 2 workers	Certification depth remains weak.
Project experience	More than 10 projects in 5 years	Experience exists, but it does not guarantee full competency fit.
Main financing source	Bank loans	Working capital depends on external finance.
Main equipment status	Rental	Equipment access depends on market availability.
Main work type	Road reconstruction	The work has technical, schedule, and administrative demands.
Main obstacle	Human resources	Human resources appear as the main bottleneck.

Source: Processed from thesis Tables 4.6 and 4.7.

4.2 Competency of Small Construction Firms

The competency results show that small contractors had their strongest condition in project experience, while human resources, project management, and finance remained weak. This pattern supports the Resource-Based View. Experience alone does not create performance when the firm lacks certified personnel, project management routines, and working capital. The results also show why small firms need development support beyond formal licensing.

Table 4. Mean score of company competency variables.

Code	Competency variable	Mean	Category	Analytical meaning
X1	Project management	2.56	Low	Planning, control, and reporting capacity remain weak.
X2	Human resources	2.54	Low	Certified and experienced personnel remain insufficient.
X3	Finance or capital	2.60	Low	Working capital and cash flow remain fragile.
X4	Equipment and technology	2.72	Medium	Equipment access exists, but often through rental.
X5	Project experience	3.35	Medium	Past work experience is the strongest competency.
X6	Legality and administration	3.25	Medium	Formal legality exists, but administration still needs improvement.

Source: Processed from thesis Table 4.8.

Project experience reached the highest mean score at 3.35. This indicates that many contractors had handled several work packages, but their experience did not fully translate into strong project management or human resource systems. Human resources recorded the lowest score at 2.54. This confirms the profile finding that most firms had only 1 to 2 certified workers and limited permanent staff. Project management also scored low at 2.56, which means firms still need support in planning, scheduling, reporting, and field coordination. Finance reached 2.60, at the upper boundary of the low category, which shows that working capital remains a serious operational risk.

4.3 Competency Mismatch

The mismatch analysis shows that administrative and reporting capacity created the clearest competency gap. The highest mismatch item was the need for external assistance in project administration and reporting, with a mean of 4.00. Other mismatch items sat in the medium category, including experience fit, SBU reflection of actual technical capacity, personnel fit, equipment fit, and difficulty when work differed from previous experience.

Table 5. Competency mismatch results.

Mismatch aspect	Mean	Category	Meaning
Technical demands exceed internal capacity	2.10	Low	Not the dominant mismatch based on company-side response.
Work type does not always match main experience	3.00	Medium	Experience fit still needs screening.
SBU does not fully reflect actual technical capacity	3.00	Medium	Formal documents do not fully prove field capacity.
Technical personnel do not always match work needs	3.00	Medium	Personnel matching remains a risk.
Equipment does not always match work type and volume	3.00	Medium	Rental and availability can affect implementation.
Working capital does not match project financing needs	2.20	Low	Company-side response rated this lower than HR and administration issues.
Administration and reporting need outside assistance	4.00	High	This is the most visible mismatch.
Work differs from previous experience	3.00	Medium	New work types increase delivery risk.
Mismatch can affect time, quality, or cost	3.00	Medium	Mismatch has a practical project impact.
General mismatch between small contractor competency and work type	3.00	Medium	Mismatch exists, but varies by aspect.

Source: Processed from thesis Table 4.9.

This result matters because project administration forms part of public accountability. Daily reports, weekly reports, monthly reports, progress documentation, backup volume, and payment support documents do not only support internal management. They also protect the owner and the contractor during verification, handover, and audit. When firms rely on outsiders to complete these documents, they show a gap between formal provider status and actual project governance capability.

4.4 Contractor Performance

The performance indicators show a mixed result. Quality compliance and general company performance reached the high category, both with a mean of 4.00. Most other performance indicators reached the medium category. The lowest score appeared in timely completion of project administration, with a mean of 2.60. This finding aligns with the mismatch result: administration and reporting remain the most urgent weakness.

Table 6. Contractor performance indicators.

Indicator	Mean	Category	Interpretation
Completion according to schedule	3.40	Medium	Schedule performance needs tighter control.
Quality meets technical specifications	4.00	High	Quality is perceived as relatively strong.
Cost control	3.00	Medium	Cost control remains moderate.
Labor and equipment productivity	3.00	Medium	Productivity still needs improvement.
Timely project administration	2.60	Medium	This is the weakest performance item.
Response to supervisor or owner instructions	3.00	Medium	Coordination remains moderate.
Reduction of rework	3.00	Medium	Work execution still carries quality risk.
Project completion without volume or material deviation	3.00	Medium	Compliance needs stronger verification.
Service-user satisfaction	3.00	Medium	User satisfaction is not yet strong.
General company performance	4.00	High	Company-side view remains positive.

Source: Processed from thesis Table 4.10.

4.5 Service-User Assessment and Mismatch Impact

The service-user assessment provides an important comparison. Users rated contractor competency and performance at a low mean score of 2.49. They rated mismatch and its impact at a high mean score of 3.53. They also rated the need for development policy at a very high mean score of 4.21. This gap between internal and user-side views suggests that local government needs a more objective performance evaluation system. It also shows that user-side staff directly observe implementation weaknesses that company respondents may understate.

Table 7. Service-user assessment summary.

Service-user assessment	Indicators	Mean	Category	Interpretation
Competency and performance of small contractors	10	2.49	Low	Users see contractor capacity as weak.
Mismatch and its impacts	8	3.53	High	Users see mismatch as a serious project issue.
Need for development policy	7	4.21	Very high	Users strongly support structured capacity development.

Source: Processed from thesis Table 4.11.

The mismatch impact indicators reached the medium category. The highest impact was project delay, with a mean of 3.25. Other impacts included inconsistent work quality, cost deviation or resource waste, project administration problems, potential audit findings, lower user trust, and lower competitiveness of local small contractors. These findings support the view that mismatch is not only a firm-level problem. It affects public project delivery and local contractor development.

Table 8. Impact of competency mismatch.

Impact of mismatch	Mean	Category
Project delay	3.25	Medium
Inconsistent work quality	3.00	Medium
Cost deviation or resource waste	3.05	Medium
Project administration problems	3.05	Medium
Potential audit findings in public projects	3.05	Medium
Lower trust from service users	3.10	Medium
Lower competitiveness of local small contractors	3.05	Medium

Source: Processed from thesis Table 4.12.

4.6 Relationships between Competency Variables and Performance

Correlation analysis shows that project management had the strongest significant relationship with performance. Human resources and finance also showed significant relationships. Equipment and technology, project experience, and legality and administration did not reach statistical significance at the 5 percent level. This result does not mean those variables do not matter. It means the processed data did not prove a significant relationship within the observed sample. The result highlights project management, human resources, and finance as the most urgent levers for performance improvement.

Table 9. Correlation results.

Relationship tested	Coefficient	Sig.	Decision	Interpretation
X1 Project management to Y	0.760	0.000	Accepted	Positive, strong, significant.
X2 Human resources to Y	0.555	0.011	Accepted	Positive, medium, significant.
X3 Finance or capital to Y	0.479	0.032	Accepted	Positive, medium, significant.
X4 Equipment and technology to Y	0.256	0.275	Rejected	Positive, weak, not significant at 5 percent.
X5 Project experience to Y	0.373	0.106	Rejected	Positive, weak, not significant at 5 percent.
X6 Legality and administration to Y	0.411	0.072	Rejected	Positive, medium, not significant at 5 percent.
M Mismatch to Y	0.556	0.011	Accepted with caution	Positive, medium, significant, but the direction needs careful interpretation.

Source: Processed from thesis Table 4.15.

The significant positive relationship between mismatch and performance needs caution. The expected theoretical direction would usually be negative because higher mismatch should reduce performance. The positive result can occur when respondents who recognize mismatch also rate their response or general performance positively, or when the scoring direction combines perception of mismatch awareness with performance-related items. For this reason, the finding should not support a causal claim that mismatch improves performance. It supports a more careful conclusion: mismatch is statistically associated with performance perception and needs more objective measurement in later research.

4.7 Policy Development Priorities

The policy needs results show that the strongest priority was technical assistance before and during project implementation, with a mean of 4.10. Contract administration and project reporting coaching followed with a mean of 4.05. Training in project management, workforce certification, financing support, simple digital technology, performance evaluation, association involvement, and competency-based coaching all scored high. This pattern confirms that small-contractor development should combine technical, managerial, financial, and administrative support.

Table 10. Priority development needs.

Development need	Mean	Category	Policy meaning
Competency mapping by work sub-classification	3.00	High	Screen firms by actual capacity, not only documents.
Project management training	4.00	High	Improve planning, scheduling, control, and coordination.
Construction workforce certification	4.00	High	Increase certified technical workers.
Financing or working-capital facilitation	4.00	High	Reduce cash flow risk during implementation.
Contract administration and reporting coaching	4.05	High	Target the strongest mismatch area.
Simple or digital technology use	4.00	High	Support reporting, documentation, and monitoring.
Technical assistance before and during implementation	4.10	High	Provide field-level support during high-risk stages.
Performance evaluation for future development and opportunity	4.00	High	Use performance data as a guidance basis.
Association involvement in capacity improvement	4.00	High	Share development roles with industry bodies.
Competency-based guidance, not only administrative completeness	4.00	High	Focus on real capability and job fit.

Source: Processed from thesis Table 4.13.

4.8 Discussion

The findings show that small contractors in Bekasi Regency are not capacity-empty firms. They have project experience and formal business status. However, experience and legality do not fully solve performance risk. The firms still need stronger human resources, project management, finance, and administration. This result fits the Resource-Based View because performance depends on how firms organize and deploy their resources, not merely on whether they possess formal eligibility.

The administrative mismatch deserves direct policy attention. In public construction projects, administration is not a secondary activity. It supports payment, contract control, handover, supervision, and accountability. A contractor that delivers physical work but fails to prepare timely and accurate reports still creates project risk for the local government. The low score for timely project administration confirms this point.

The service-user perspective strengthens the practical value of the findings. Users scored contractor competency and performance lower than companies did. This gap indicates the need for measurable performance evaluation that combines contractor self-assessment, owner assessment, technical supervision records, and objective project indicators such as schedule deviation, quality findings, variation orders, and completeness of contract documents.

The policy implication is clear. Local government should not treat all small contractors as equal simply because they hold small-qualification status or SBU documents. Development should start with competency mapping by sub-classification and work type. After mapping, the government can design targeted development: project management coaching for firms with weak planning, certification facilitation for firms with weak personnel, financing support for firms with cash flow risk, and administration assistance for firms with reporting problems.

V. CONCLUSION AND RECOMMENDATIONS

5.1 Conclusion

This study concludes that small-qualification construction service companies involved in Bekasi Regency public construction work generally operate as CV-type firms, focus on road and simple infrastructure works, employ limited permanent workers, have few certified personnel, rent their main equipment, and face working-capital constraints. This profile shows that the firms still rely on external support for several important project resources.

Competency fit remains uneven. Project experience is the strongest competency dimension, but human resources, project management, and finance remain weak. The most visible mismatch occurs in project administration and reporting, where firms often need assistance from outside parties. This means formal eligibility and SBU conformity do not always represent actual readiness to meet public construction project demands.

Mismatch affects project implementation mainly through administrative problems and schedule risk. User-side respondents also perceive contractor competency and performance as low, while mismatch and its impact are high. Correlation results show that project management, human resources, and finance have significant positive relationships with performance. These three variables should become the first targets for capacity improvement.

Local government development policy should move from document-based compliance to evidence-based competency development. The most urgent programs are technical assistance before and during project implementation, contract administration and reporting coaching, project management training, workforce

certification support, working-capital facilitation, simple digital documentation tools, and performance evaluation linked to future development opportunities.

5.2 Recommendations

For the local government and the Dinas Sumber Daya Air, Bina Marga dan Bina Konstruksi Kabupaten Bekasi, the study recommends a contractor competency map that combines SBU data, sub-classification, project experience, certified personnel, equipment access, working capital, project administration capability, and previous performance records. This map should guide procurement risk assessment and contractor development programs.

For procurement and project implementation, the study recommends stronger evaluation of actual capability before awarding or assigning work packages. The evaluation should not stop at administrative documents. It should assess whether the contractor has the personnel, equipment access, working capital, administrative system, and technical experience required by the specific work package.

For small construction companies, the study recommends investment in certified workers, internal project administration, project management routines, cash flow planning, and documentation discipline. Firms that improve these areas will reduce reliance on external assistance and strengthen their credibility with public project owners.

For construction associations and certification bodies, the study recommends practical training and mentoring programs focused on contract administration, project reporting, quality control, scheduling, field coordination, and workforce certification. These programs should use real public works documents and project cases so contractors can apply the training directly.

5.3 Limitations and Future Research

This study uses survey-based perception data supported by limited qualitative information. Future research should use more objective project performance data, such as schedule deviation, quality test results, cost realization, audit findings, number of corrective instructions, and user satisfaction records. Future studies can also compare small, medium, and large construction firms or apply Structural Equation Modeling to test the relationship between resources, mismatch, and performance more rigorously.

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