



Critical Success Factors Merit Implementation of Civil Service Management in Indonesia

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Abstract. Law Number 5 of 2014 concerning the State Civil Apparatus (ASN) mandates implementing the ASN management merit system in all government agencies at the central and regional levels. This law supports the priority program of the Government of the Republic of Indonesia in creating superior human resources ASN that prioritize competencies such as knowledge and skills possessed as a public service provider. However, the implementation of the ASN management merit system has not been able to be carried out correctly in several government agencies. The Government has established a commission authorized to supervise the implementation of the merit system in Indonesia, namely the State Civil Apparatus Commission (KASN). The results of the assessment of the application of the merit system owned by KASN in 2021 show that there are still low numbers of agencies that can achieve the 'GOOD' index for the implementation of the ASN management merit system. The data shows that: (1) at the Ministry level, 25 out of a total of 34 ministries have reached the excellent index of the implementation of the ASN management merit system that achieved 75.53%; Non-Ministerial Government Institutions (LPNK) just gained 53.84%; while Provincial Government has only reached 38.24%. These are all government instances with a good index; The district/city level is only 4.92%. The purpose of this paper is to analyze how to improve the implementation of the merit management system of the State Civil Apparatus in Indonesia. The results showed that 3 (three) main factors could increase the implementation of the ASN management merit system in the Government, namely: (1) the budget that supports the management of ASN human resources; (2) the commitment of the leadership in establishing policies for the implementation of the ASN management merit system; and (3) understanding of HR and ASN managers in the application of the ASN management merit system.

Keywords: Civil Service Management · Civil Service Reform · Merit Values · Key Success Factors (KSF) · Indonesia

1 Introduction

In bureaucratic reform, there is a reform in civil service management. Prioritize to s HR development management strategies designed to create superior ASNs and withstand the dynamics of changes in ASN's mission in carrying out public services. HR management is a collection of several strategic policies discussing an organization's employment relations. These efforts can improve the quality of human resources in a planned manner through the development of morals, ethics, motivation, assignments, disciplinary actions, and exercises that are supported by determining the standardization of the number of employees and strategic placement of employees.

The Indonesian Government, when making the National Medium-Term Development Plan (RPJMN) from 2020 to 2024, focused on developing the human resources sector for the foundation of the country's progress, especially on the ASN (State Civil Apparatus). To create a State Civil Apparatus with integrity, neutrality, high performance, and professionalism, the Indonesian Government has made Law of the Republic of Indonesia Number 5 of 2014. This law concerns the State Civil Apparatus, which contains provisions for applying the merit system in the Management of the State Civil Apparatus in every agency in Indonesia. Law Number 5 of the year 2014 also explains that the concept of ASN development focuses on human capital, not development only through an employee administrative approach. That way, it is expected that employees know the quality of their performance results and know the leader's assessment of the work productivity produced by employees.

Law Number 5 of the year 2014 describes the role of the Indonesian Civil Service Commission (KASN). The commission carries out its duties in supervising the implementation of the merit system in civil service management. KASN has the highest power over ASN management policies and professional development. Moreover, KASN has the authority to evaluate the implementation of ASN Management based on merit.

The new system and professional development of ASN, including KASN, in monitoring the merit system implements in government institutions. In addition, KASN supervises the application of the principles, values, code of ethics, and code of conduct of ASN in every government instance. Therefore, KASN issued a regulation Number. Nine of 2019 concerning Procedures for Self-Assessment of the Merit System of State Civil Apparatus Management in Government Agencies. In this arrangement, the content is about criteria and guidelines for assessing the extent to which government agencies have implemented a merit system in ASN Management. The application of the merit system is to provide certainty to officials in the government bureaucracy who meets the qualification and competence requirements. The significant development in the Human Resources Apparatus is an effort to realize ASN that is professional, has high performance and integrity, and prioritizes impartiality.

However, several government agencies have not correctly implemented the ASN management merit system. Figure 1 shows the assessment results of applying the merit system issued by KASN, namely SIPINTER. It shows there are 4 (four) government agencies at the Ministry level, LPNK (Non-Ministerial Government Institutions), Provinces, and Regencies/Cities, and only a few agencies can achieve a good index. At the Ministry level, 25 out of a total of 34 ministries have achieved an index of either the implementation of the ASN management merit system or around 75.53%.

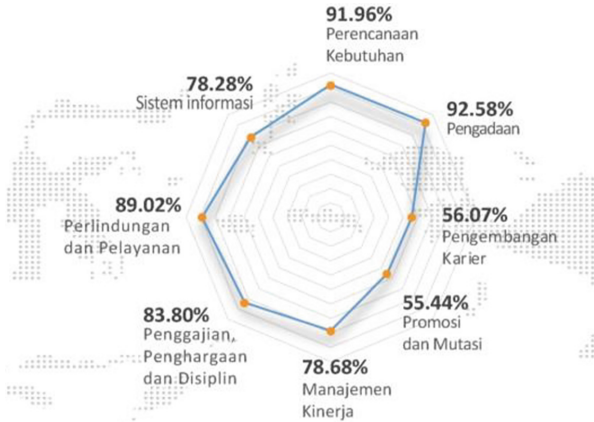


Fig. 1. 2 Analysis of 8 criteria for implementing the ASN management merit system in Indonesia in 2021.

For Non-Ministerial Government Institutions (LPNK), there are only 14 agencies that have reached an index of a total of 30 agencies, or approximately 53.84%. While at the provincial level, about 38.24%, or about 13 of the 34 provinces, have a good index. Meanwhile, at the district or city level, there are a total of at least government agencies that already have a good index in the ASN management merit system, which is around 4.92% or 25 new regencies/cities that have a good index of the implementation of the ASN management merit system from a total of 514 regencies/cities in Indonesia in 2021.

2 Literature Reviews

2.1 The Importance of Merit Values for Civil Service

Proper management for civil service (ASN) is the key to initiating a change to a better side, and adding a sound government management system is desirable [1]. Through the merit system, civil service will later receive a form of appreciation and punishment due to work productivity and professionalism to receive the form of equity among civil services.

The merit system is a program in which all decisions use core values according to qualifications, competencies, and performance with fairness and do not discriminate regardless of background [2, 3]. To operate public, Government, and several development services, ASN employees must have a professional and implemented Merit System or compare the qualifications, competencies, and performance required position with the qualifications, competencies, and performance possessed by prospective employees. In the field, the merit system can reduce subjectivity consideration. This objectivity applies to all stages of managing human resources (recruitment, appointment, placement, and promotion) openly and competitively, in line with good governance [4]. This system is generally side by side with the spoils of the system, wherein the application of HR management prioritizes subjective considerations [5].

2.2 Model Civil Service Management in Indonesia

Generally, a model means a conception design used for guidance when carrying out a single activity. Models can describe in simple one and use for analysis. Such an efficient method of interaction, the model can show what one method operates like and stimulate thinking about what policymakers must improve their objectivity based on evidence data. A model is a logical picture of what the system works like or what other components connect. By creating a model from one system, Government agencies hope it can make it easier to carry out an analysis. The model aims to make it easy to analyze and develop.

Meanwhile, ASN management, according to Law No. 5 of 2014 concerning the State Civil Apparatus or ASN Law, is a system for managing ASN to make ASN employees more professional and instill the fundamental ethical values of ASN. Government agencies must adjust their ASN Management based on a merit system to serve optimally so that the ASN management model is a conceptual framework that is a system for ASN management in organizing to arrive at goals based on a merit system.

Implementation of a merit system could attract qualified individuals to work in one organization. It provides opportunities for anyone to develop a career aligned with each capacity. It is not influenced by other weighing such as gender, ethnicity, or other non-merit factors. The implementation of the merit system can encourage economic growth and reduce corruption. The merit system introduces positive culture in Qin Dynasty and Han China [6, 7]. The system continued to develop so nobles and village communities could hold positions in the Government. The system was subsequently adapted by the 17th-century British Indian Government and later developed in Continental Europe and the United States (KASN 2018:5–6). Indonesia also implements a merit system as the basis for ASN management. Law Number 5 of 2014 about Civil Service (ASN) states that a merit system should implement in ASN management. The model used is based on the Law and KASN Regulation No. 9 of 2019 [8], as well as supporting regulations made by the central and local governments to maximize the implementation of ASN management, starting from making formation needs until the employee retires. ASN programs and management are based on qualifications, competencies, and performance, which are used fairly and sensibly with no discrimination. The Government also explained in more detail the 2020–2024 ASN Development plan, which has the vision to create an ASN with integrity, professionalism, and service and is ready to go to a World-Class Bureaucracy in 2024.

2.3 Merit System in Civil Service Management

The initial stage of merit-based ASN management is an effort to organize an ASN needs plan based on organizational intentions through position analysis and workload analysis, along with staffing audits with a direction that is adjusted together with national policies. The next stage is procurement or recruitment to choose the best and most qualified candidates. Recruitment on a position basis (diversification test) & certification. In addition, basic ability tests and field Ability tests with an implementation system that already uses Computer Assisted Test or CAT, as well as work orientation for each duty in the new office. Furthermore, continuous performance monitoring through efforts to form a Performance Assessment Team, performance dialogue, and performance-based

incentives. Promotion and rotation are essential to reach dynamic civil servants through talent mapping, rotation, succession, and national career planning efforts for the gluing of the Republic of Indonesia. Open recruitment is an effort to obtain quality talent in the institution (talent management). Capability development in reducing competency distance with training efforts of 20 h per year per civil servant, TNA (Training Need Analysis), training, coaching mentoring on a performance basis.

3 Methods

The method applied to this study is qualitative research. Qualitative research can describe phenomena that occur sharply by collecting information or data based on the studied object. Moreover, the method can make it easier to understand and know the critical factors for successfully implementing the ASN management merit system, which is currently unable to run optimally.

Data of the study from interviews, observation, document review, and focus group discussions. Informants in the study were commissioners of the state civil apparatus commission, personnel managers in regional ministries/governments, academics, and the State Civil Apparatus (ASN). Source techniques, methods, and triangulation techniques are applied.

4 Discussions

The design of the critical success factors aims to improve the ASN Management Merit System Implementation policy in Government agencies. Based on the results of interviews and observations, there are some crucial success factors suggested as follows:

4.1 Develop a Position Map and Employee Needs Plan in the Medium Term

In the aspect of needs planning, several things encounter to be obstacles in the process of implementing ASN needs planning. Among them, there is no position and workload analysis available in the Government agencies. In addition, the planning of employees who will retire is only in the current year, and there is no data on retired employees for the next 5 (five) years.

The critical success factors that are an appropriate solution in the aspect of planning are: to make a position map; to provide employee needs plan for the medium term based on a job analysis, to analyze the workload in each apparatus organization with details by position, rank, task description, and qualifications. Due to this responsibility, the organization must follow applicable government regulations. In addition, it also provides readiness to agencies to plan the needs of ASN to match the competencies needed by the Government.

4.2 Establishing Employee Procurement Policies for Both Civil Service and Non-Civil Service

Based on the results of this study, the Government does not yet have an internal policy related to procuring non-ASN and non-ASN ASNs in existing regional apparatus organizations. So that during the recruitment or procurement process, there is no clear SOP if the Government wants to recruit such as supporting staff outside the CPNS and PPPK procurement processes. Based on the results of interviews with BKPSDM employees, non-ASN employees are selected based on their proximity to the leadership but not on the competencies or qualifications needed by the agency. It causes the selected employee to be unable to complete or assist with the task of the work unit or agency to be completed. The competence of the employees chosen is not under the recruitment process based on the close relationship of personnel with the leadership or superiors.

4.3 Establishing ASN Career Development Policy

Whenever an ASN position is vacant or left behind, no one can immediately replace it. The study found no internal policy related to ASN career development planning, especially in leadership succession. ASN leadership succession occurs only momentarily or after the vacant post. Based on the results of interviews and observations, sometimes the career development process in Government agencies does not go through the recruitment process and selection of educational qualifications and employee achievements. Instead, it still applies system spoils or close relationships with the leadership. Even though government agencies have conducted open selection for high leadership positions, there are still difficulties in having competent officials as expected.

In conclusion, ASN's career development has not been optimal. Some Local Government also does not have a particular program for competency development for ASN. The Civil Service Development and Administration Unit in local Government mostly has not provided any system to support performance management mechanisms, such as work performance dialogue, consultation, coaching and mentoring, and talent management.

4.4 Providing Internal Policies for Promotion and Mutation

The study found several significant findings. First is implementing the merit system in the aspect of promotion and mutation in Government agencies has not run optimally. It is due to the lack of implementation of several sub-dimensions of the promotion and mutation. One of them is that there are still many government agencies that do not have a career pattern policy, and there is no policy that regulates the promotion and mutase of employees internally.

4.5 Developing a Performance Management System

Some Government agencies do not yet have a sound performance appraisal system. So far, in supporting the performance assessment, data on how ASN achieved its performance and targets is essential. However, for ASN who do not achieve the predetermined performance targets, there are no disciplinary sanctions for the employees. So

that employee assessment is only carried out by and for employees. In addition, there has been no work assessment based on work unit groups or regional apparatus organizations. There is no competitive culture and competitiveness created between employees and work units.

4.6 Rewarding Mechanism for Outstanding Employees

The results of the author's research found that many government agencies still have policies related to giving awards to outstanding employees and have not built strict discipline in the ASN work environment. Awarding for outstanding ASNs has been carried out but has not been a routine agenda. Moreover, there is no mechanism for awarding and qualifying employee requirements by making policies related to awarding outstanding employees, which is an annual agenda.

4.7 Providing Regulation for Employees' Protection Mechanism

Based on the results of interviews and observation, most government instances do not yet have programs or policies that regulate the protection of ASN outside the nationally organized program. Meanwhile, in terms of services that facilitate employee administration activities, they have provided financial services and other employee administration.

4.8 Developing Information and Technology for Supporting ASN and Working Services

Based on the results of the study, not all government employees' administration activities have been carried out entirely with technology. However, in its weakness, it found that the system owned by the government instances has not integrated due to budget constraints. It makes the employee's work system that manages the data unable to work automatically and quickly. Most of the systems already owned by the Government are *E-Performance data*, SIMPEG (Personnel Information System), employee attendance, and employee benefit systems.

5 Conclusions

Critical success factors to improve the recruitment process in government agencies are as follows. The first is to make internal policies related to procurement, both those that fill with non-civil service employees and civil services. The second is to produce boundaries in the field of work that can be filled by whom and for whom. The third is to provide the contract method used and the mechanism of the selection system used. Hopefully, this policy will produce an organizational commitment to compile an ASN procurement plan with details of the number of formations, positions and ranks, qualifications, and work units to fill. Later this will be the basis for making decisions in the procurement aspect.

The critical success factor in improving the criteria for career development is to make internal policies for employee career development programs in the Government.

To provide full support to ASN to have the opportunity to develop even in the workplace. In addition, the development of ASN has been a top priority to realize good governance in the bureaucracy.

Regulations for applying promotion and mutation based on merit have been implemented effectively in some government agencies. A critical success factor is creating an internal policy that regulates career patterns, promotions, and mutations of ASNs. Standard Operational Procedure (SOP) can be applied to each work unit or in every OPD (Regional Apparatus Organization) in the local Government in promoting and transferring employees who support the career pattern of employees.

To improve the performance management system, government agencies need to make policies for employee performance assessments carried out periodically and objectively. This system will improve the performance appraisal and will be able to create an organizational culture that strives to be the best.

The government instances need to provide and improve its protection regulations and procedures. This protection includes a protection program for pension preparation, health protection program, security protection program, bullying protection, impartiality protection, sex abuse protection, merit protection, and other programs to provide a sense of comfort and security in working as a public services apparatus.

For an information system that can support the implementation of the ASN management merit system, it is necessary to make several recommendations to be implemented by government agencies, first is the support of resources, such as the budget and human resources, as well as the commitment of the leadership. Planning and budgeting units at the central and local levels of Government need to support the development of this information system. It is also because the era of digitalization and application-based services are needed and are developing very quickly. The capabilities of the existing personnel information system also need to be improved. It should integrate with various systems and data owned, such as the integration of performance appraisal data, discipline enforcement, employee development to competency mapping, and performance and merit-based compensation. It is beneficial for HR managers so that HR services can run effectively and efficiently. It will also greatly support the development of ASN talent management which is currently a priority for the Government.

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