

The Merit System Development to Actualising Career Establishment of Civil Apparatus in East Java Province Government

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ABSTRACT

This research determines the civil servant's career development after implementing the merit system in the East Java Provincial Government. This research took place at the East Java Province Regional Personnel Agency in Planning, Procurement, Data Processing, and ASN Information Systems. The descriptive qualitative approach was used in this study to determine professional personnel management with civil servant placement and government officials by applying performance competencies and track records as measurement instruments. However, the merit system has not been optimized by the Regional Government. If this system is fully implemented, local governments can obtain professional figures who have good performance. The practices that come off are the politicization of the State Civil Apparatus (ASN). The new regional leader usually exposes the staff along with their acquaintance or election success team. Everything is still related to returning the favor or revenge. So, it is necessary to apply a merit system in independent Local Government administration that is KKN-free. This research explored how the Merit System implementation in State Civil Apparatuses affects career growth and how the elements influencing Merit System application can increase transparency in ASN career development. The goal of this research is to create a professional environment within the regional government.

Keywords: merit system, state civil apparatus

INTRODUCTION

One of the issues confronting today's globalization is how to portray a professional State Civil Apparatus that is loyal in carrying out their tasks in such a way that they are carried out with high quality, on-time, meticulously, and with procedures that are simple for the public to understand and follow. The current Covid-19 outbreak was the worst disaster that has thrown our current economic situation into disarray and made a recovery difficult. This is one of the issues that should raise everyone's awareness of the need to improve the current government system. One aspect of government that has received

attention in the reform movement is the state civil apparatus (ASN) structure, which includes government bureaucratic structures, processes, and personnel resource management.

Improving the performance of public servants is a critical issue in public administration reform in many countries, including Indonesia. The demand for enhancing public officials' performance is increased when linked to local governments' efforts to improve the country's competitiveness in global competition (Balfour, 1997). A country's competitiveness is determined by the performance of its economy, the level of government efficiency, business efficiency, and the quality of its infrastructure.

Management of the State Civil Apparatus is one of the government's development priorities for 2021. A Technocratic Draft of the National Medium-Term Development Plan (RT-RPJMN) 2020-2024, the fourth RPJMN stage of the National Long-Term Development Plan (RPJPN) 2005-2025, has been prepared by the Ministry of National Development Planning/National Development Planning Agency. The 2020-2024 RPJMN aims to develop Human Resources from both the public (apparatus) and the non-public sectors to achieve Human Resources that are competitive on a global scale. As the theme of the RT RPJMN, 2020-2024 is "Prosperous, Fair, and Sustainable Indonesia," this attempt to boost competitiveness is part of a strategy to increase economic growth and cement Indonesia's position as the world's fourth economic power. (Septiana, 2019).

KASN has been tasked with overseeing the implementation of the merit system in ASN management policies. To carry out this job, KASN creates a map of the merit system's application to determine the capability of government entities to execute the merit system. All Ministries, Non-Ministerial Government Institutions (LPNK), and Provincial Governments were mapped in 2018. According to the Minister of State Apparatus Empowerment and Bureaucratic Reform Regulation Number 40 of 2018 and KASN Regulation Number 5 of 2017, the results of the evaluation of the merit system's use in government agencies are divided into the following categories:

a. Category I (scores 100-174) with a red signal indicating a 'BAD' score for the agency. Agencies in this category still require comprehensive supervision to meet the ASN management merit system application requirements.

b. Category II (scores 175-249) with a yellow signal, indicating a 'LESS' score for the agency. Agencies in this category must complete the different requirements of the ASN management merit system.

c. Category III (score 250-324), with a green indicator, indicating 'GOOD' score for the agency. Agencies in this category are currently

working on perfecting the many standards for implementing the ASN management merit system in their agencies. Still, they have conducted a limited talent pool selection under KASN oversight and are reviewed every year.

d. Category IV (scoring 325-400), with a blue signal indicating 'VERY GOOD.' The score for the agency. Agencies in this category have been told that they have met most of the standards and have been given permission to conduct limited selection inside their agencies using the talent pool. They are evaluated every 2 (two) years with KASN's approval.

The Ministry of State Apparatus Empowerment and Bureaucratic Reform's attempts to provide awards for ASN who excel in innovation demonstrates how serious the government is about addressing the problem of ASN professionalism, with one step being the implementation of the Merit System outlined in Law Number 5 of 2014 concerning State Civil Apparatus (ASN). This law officially establishes and implements a merit-based structure for government management. The merit system has long been recognized and enforced in government practice. The realization, on the other hand, is far from perfect.

The Merit System is the process of selecting someone to a high-ranking leadership position based on their abilities. However, the current merit system has become contaminated with monopolistic practices, a recruitment system controlled by political parties, and many other practices that affect this system that does not work correctly. For example, the ASN law, number 5 of 2014, is still not working correctly. As a result, it is hoped that Indonesia will increase the quality and competency of its current high-ranking officials. With the Merit System in order, it is expected that high-level leadership positions would no longer be selected based on subjective evaluations in the future.

The merit system is used as a competency-based basis for employees. Thus, every employee has the potential to thrive. This begins with recruitment, development, and placement in Job Promotions, by the description of the components of the ASN Law article 70 paragraph

(1) "That every employee has the right and opportunity to develop competence, which means that every government employee has the right to education, both formal and informal" (Meyrina, 2016).

Several indicators reflect the poor performance portrait of public service officers (most of whom are served by Civil Servants or PNS) in Regional Agencies, that shown by long-winded and bureaucratic services; high costs (high-cost economy, additional levies, officials' behavior who act as high-level officials than public servants; discriminatory services, prioritizing personal, group or group interests, prioritizing senior over public goods; Sloppy attitude in taking the initiative outside of the rules; strong tendency to await instructions from higher; disregard to public complaints; slow in providing services; lack of interest in disseminating various regulations to the public, etc

In addition to the merit system's implementation in government, employee discipline is an important aspect that has a significant impact on the success of government organizations. If a State Civil Apparatus (ASN) does not follow the rules, he will be unable to be held accountable for his work. ASN discipline refers to the organization's ability to meet responsibilities and avoid the restrictions set forth under the legislation and governmental regulations, which, if disregarded or broken, will result in disciplinary action. (2018, Martha R.).

A mix of word analytic approaches, motivation theory, and behavior modification can define a merit system. A merit system is defined as human resource management based on merit. All employee work behavior is evaluated as good or bad, directly impacting employees' compensation and career positions.

The merit system concept implies that the work performance factor is at the core of the process. To put it another way, the merit system's primary focus is on enhancing or improving work performance (Woodard, 2005).

If the employee's work performance is deemed satisfactory, the employee (HR) will be given an award or incentive in the form of higher pay and advancement in their career. Meanwhile,

if an employee's work performance (HR) is deemed inadequate, they will be penalized to reduce pay and career opportunities. Thus, employees will receive both of these things, namely reward or punishment, as feedback, which will undoubtedly affect all attitudes and work behavior in the future. This also applies to the East Java Provincial Government's State Civil Apparatus, the study's sample.

METHOD

The researcher cited descriptive qualitative research methodologies and secondary legal documents for responding to the formulation of the problem, with the approach of collecting data by doing a literature study, which entails reading, citing, copying, and analyzing qualitative data from books/literature, journals, or previous research, as well as some rules and regulations linked to the studies that the researchers compiled in the journal. The qualitative analysis describes quality data in regular, cohesive, logical, non-overlapping, and effective sentences. The information was gathered through research conducted by interviewing officials from the Regional Personnel Agency of East Java Province, which serves as a stakeholder in the State Civil Apparatus Commission's merit system review (KASN).

RESULT and DISCUSSION

The Concept of a Merit System in Local Government

A combination of approaches to word analysis, motivation theory, and behavior modification can be used to define the merit system. A merit system is defined as HR management based on merit. All employee work behavior is characterized as good or bad, which directly influences the rise or decrease in pay and career position, based on a word analysis approach and behavioral change theory.

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performance (Woodard, 2005). If the employee's work performance is deemed satisfactory, the employee (HR) will be given an award or incentive in the form of increased pay and advancement in their career. Meanwhile, if an employee's work performance (HR) is considered poor, they will be penalized to reduce pay and career opportunities. Thus, employees will receive these two things, either reward or punishment, as feedback, which will affect all attitudes and work behavior in the future.

It will positively impact HR's work performance if rewards or punishments are used in the concept of a merit system. This is because tips will respond to HR to maintain and improve work performance. On the other hand, punishment will evoke a reaction of leaving or refusing to repeat an attitude that will degrade work performance. As a result, the merit system concept will motivate HR to have high work performance, directly impacting obtaining high performance from the HR work unit, resulting in increased performance from the institution/organization as a whole.

The purpose of implementing a merit system in management, as defined above, is to improve HR performance to achieve high and sustainable institutional/organizational productivity. According to Simamora (1995), the approaches adopted for the merit system to work effectively:

1. Set high expectations for oneself because low expectations tend to become self-fulfilling. Peak performance is rarely the product of mediocre expectations.
2. Develop a comprehensive performance appraisal system that focuses on outcome-oriented and job-specific criteria.
3. Supervisors should be trained in performance appraisal mechanisms and provide feedback to subordinates. Ineffective performance must be constructively managed.
4. Using semi-annual performance reviews to grant or deny merit system enhancements to link rewards more closely to performance.
5. By making compensation increases more relevant, using a broad range of merit improves the merit system.

According to Hickman and Lee (2001), the merit system sub-system requires four key policies to be implemented in management: first, the policy of evaluating employee work (performance assessment); second, income (compensation); third, career; and fourth, training.

The sub-system in employee performance appraisal, with the primary goal of obtaining an objectively optimal employee performance score, is the most important in implementing the merit system (HR).

The Development of a Merit System in the Career Development of State Civil Apparatus

The Merit System is a personnel management system that emphasizes primary competency considerations for candidates appointed, placed, promoted, or retired in compliance with applicable regulations, particularly in the East Java Provincial Government. A candidate's competency for a position as a civil servant means that the candidate must possess the necessary skill and professionalism for the place to be filled. Therefore, the candidate's competence, skill, and professionalism are the most important factors to examine. The merit system is applied in the East Java Provincial Government.

The State Civil Apparatus Commission (KASN) is a government entity that ensures the formation of a high-performing, classy, professional, and integrity-filled apparatus free of collusion and nepotism. Aside from the issues mentioned above, it is envisaged that the candidate admissions committee would identify ASN with high human resource quality. Because ASN, like HR, is responsible for ensuring that public services are of the highest possible quality, it is believed that implementing this merit system is an excellent way to address these issues. Furthermore, it is possible to construct a sound governance system by correctly reciting and applying the Merit System.

Several factors must be considered while implementing the Merit System, including the provision of salaries, income distribution while also paying attention to inflation/weaknesses, and the compensation of the surrounding ASN must

be set to particular levels based on performance. In addition, in terms of coaching and developing ASN careers, rewards and penalties are critical.

By its responsibilities, powers, and authorities as mandated by Law Number 5 of 2014 about State Civil Apparatuses, the State Civil Apparatus Commission (KASN) has the responsibility to ensure that the ASN Law is implemented consistently in government entities. The use of the merit system in ASN management has begun to demonstrate progress since the enactment of the ASN Law. In addition, the deployment of a reward system is widely recognized as a way to improve bureaucracy and development performance. The increasing compliance of Personnel Guidance Officers (PPK) to fill high-level leadership posts through open and competitive selection is an accurate indicator (KASN, 2018).

Through education and employees, the employee development system aims to strengthen employees' technical, theoretical, conceptual, and moral qualities by the needs of the job or position. As a result, one of the tasks in implementing the Merit System is to establish an employee development system with skills training so that ASN can manage current human resources. If a public servant can shift and break down their mental block, it will be simple to become aware of and willing to address all of this. This mental block in a person's mind prevents him from moving forward and wanting to change to achieve his aspirations, objectives, hopes, desires, or make positive changes in their life. Furthermore, Work Performance Measurement must be carried out based on a mental revolution, as outlined in the NAWABHAKTI SATYA Governor of East Java's Regional Medium-Term Development Plan (Moonti, 2018).

The Regional Personnel Board of East Java Province is an important institution that affects a government's long-term sustainability. The BKD is responsible for the collection, management, and control of data in the form of databases, as well as data analysis for the preparation of ASN activity programs, so that the human resources in these institutions are reasonably skilled in their fields, as determined by appropriate and correct

scientific qualifications. At the Regional Civil Service Agency, strategic planning is an attitude that decides whether a government system is excellent or terrible in terms of service. The use of the Merit System, by the mandate of the legislation, would be the best and most effective step in facilitating the work of the BKD and ensuring that the ASN hired are indeed those with good human resources. The data on the number of civil servants in the East Java Provincial Government is as follows :

1. High Leader (Ess 2): 60
2. Administrator (Ess 3): 1.711
3. Supervisory Officer (Ess 4): 467
4. Implementing Position: 11.020
5. Teacher Functional Position: 27.156
6. Other Functional Position: 2.200
7. Functional Medical Position: 809
8. Paramedic Functional Position : 3.546
9. Total Amount: 46.969

Because the power held by government officials, in this case, is that of the Civil Service Supervisor, the Merit System cannot be implemented effectively. The office holder's approach to power or authority is prioritized by centralized government administration, especially if the officeholder is a political official from a political party. As a result, everything hinges on the power holder's viewpoint. By political goals, which are the basis for considering office authority holders, firmness and loyalty in implementing current laws are questioned. Even though Article 1 paragraph (22) of Law Number 5 of 2014 states: "The Merit System is a policy and management of ASN based on competency qualifications and performance fairly and reasonably without distinction of political background, race, skin color, religion, origin, gender, marital status, age, or disability" (Law Number 5 of 2014).

Local governments have made various attempts to strengthen the government system, particularly in the State Civil Apparatus (ASN), such as the State Civil Apparatus Commission's involvement (KASN). It is stated in Article 27 of Law No. 5 of 2014 that :

"KASN is a non-structural institution that is independent and free of political intervention to develop professional and performing ASN

personnel, provide fair and neutral services, and serve as the nation's glue and unifier."

Karen's efforts to strengthen the State Civil Apparatus' Career System by compiling the Guidelines for Self-Assessment of the Merit System's Implementation in the Management of the State Civil Apparatus. This guideline is based on the State Civil Apparatus Law No. 5 of 2014. This is done in an effort for it to become a standard reference for government agencies in the implementation of self-assessment in the application of the merit system for it to run efficiently and successfully. An important indicator that is currently happening in the performance of the Merit System as a form of transparency in ASN career development is that there are still activities of dismissing and transferring ASN employees, which are indicated by state officials' interests political party interference. The author opposes the transfer system, sometimes known as "employee rolling," because how can someone be considered a professional if their job with a company is not permanent? Local governments frequently use these transfer practices.

In addition to the preceding, socialization about Article 68 point (1) is required. According to the article, every civil servant's assessment of performance development is not yet intelligible, especially in the Regional Personnel Agency of East Java Province as the formulator of technical policies in the field of personnel, namely:

a. PNS (Public Servants) are assigned to specific positions.;

b. The competency-based Merit System is based on an objective comparison of employees' competencies, educational qualifications, and ability to perform the critical functions in their respective sectors;

c. Each position is classified based on its characteristics, mechanisms, and work patterns;

d. Civil servants can transfer across agencies in the following positions: High Leaders (Esselon II through Assessment), Administrative Positions, Functional Positions, and Implementing Positions.

CONCLUSION

Implementing the Merit System in the East Java Provincial Government has two (two) consequences: first, all positions must have competency standards by the Minister of Administrative and Bureaucratic Reform, and second, all officials must understand their duties, primary functions, and work objectives. This outcome aims to increase the knowledge of the State Civil Apparatus about the positions contested in the open recruiting agenda via the Merit System, also known as the position auction. Regarding the second consequence, applicants for office are expected to understand the outline of the work tasks carried out in the future. The Merit System is supposed to select the best candidates for strategic positions in the East Java Provincial Government. Furthermore, by the mandate stated in Law Number 5 of 2014 concerning ASN, it is understood that in the implementation of the Merit System, it is necessary to have an auction of positions and available selection at the bureaucratic level in the region so that the potential for corruption, collusion, and nepotism (KKN) is small.

Recommendation

Suggestions that can be conveyed through this research include:

1. The Merit System is expected to shorten the transfer process, generate skilled, qualified officials, and perform well.

2. The merit system concept will operate well if accompanied by strict open selection process supervision to assure its quality and legality.

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