

Research article

Contextual Bureaucratic Reform in the Recruitment System of the State Civil Apparatus of Indonesia

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Abstract.

Bureaucratic reform is important for achieving the vision of a sovereign, advanced, equitable and prosperous Indonesia in preparation for the centennial celebration of Indonesia's independence in 2045. Improvement of public services within the framework of bureaucratic reform can be initiated with a good procurement or recruitment system for the state civil apparatus (ASN). Computer assisted tests were implemented in 2013, and the recruitment of prospective civil servants is increasingly fair, transparent and effective in attracting good quality candidates in line with the needs of the organization. However, ASN recruitment still encounters a number of problems ranging from formation, infrastructure and types of tests to the lack of interest from the diaspora community, persons with disabilities and other talented professionals to join and serve their country as civil servants. These weaknesses and constraints need to be solved immediately to capture the nation's best talents for the achievement of the Indonesia Vision 2045 agenda. This study aimed to carry out a comprehensive evaluation of ASN recruitment policies and develop policy recommendations for the recruitment of civil servants. A qualitative approach was used, and data were collected through a literature search and in-depth interviews. The findings can be used as a reference to support world-class bureaucracy in Indonesia.

Keywords: recruitment system, civil servants, bureaucratic reform

1. Introduction

In his last leadership period, President Republic of Indonesia has launched the Indonesia Vison 2045 agenda to accelerate the achievement of the goals of the life of the nation and state as stated in the Preamble to the 1945 Constitution. No half-hearted, the government has set a target in 2045, even one century of Indonesia's independence to become a state. advanced with a per capita income of Rp. 27 million per month, included in the top five world economic powers, poverty is close to 0%, and the role of the economy outside Java is more inclusive to 48.2% [1]. In this context, the quality of the

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state civil apparatus (aparatur sipil negara/ASN) is one of the main keys to realizing this grand vision. The problem lies in the not yet optimal quality of human resources (HR) that drive the bureaucratic machine. The government effectiveness index of Indonesia in 2019 is at 60.1 [2], far behind ASEAN neighbors such as Singapore, which is at 100 for the effectiveness of its government and indicators. Likewise with other global indicators such as competitiveness and ease of doing business, Indonesia is still lagging behind several countries in the Asian region (Figure 1) [3] [4].



Figure 1: Indonesia's Ranking in the Global Order (WEF, 2019; World Bank, 2020; dan NRGi et al, 2020).

The implementation of the merit system in Indonesia emphasizes the development of HR to create a world class government. Meritocracy is a government that is managed by people who are selected based on their competencies. In this regard, the implementation of ASN management as stated in Law number 5 of 2014 concerning ASN plays a very important role in encouraging the formation of superior bureaucrats who are agile and competent. So far, there has been an assumption that the government sector gets second class candidates from the labor market, first class candidates who are superior talents prefer to work in other sectors, especially the private sector. In other words, the government in recruiting first class candidates competes very closely with the private sector [5].

Implementation of computer assisted test (CAT) in 2013, civil servant candidates (calon pegawai negeri sipil/CPNS) recruitment is more fair, transparent, and able to attract ASN with better basic quality, more in line with the needs of the organization. CAT was selected as the Top Ten Global Public Sector Performance [6]. However, there are still a number of problems and policy inconsistencies in CPNS recruitment including committees, planning, servers, score scores, passing grades and rankings, collaboration between agencies [7] [8]. In 2018, the government even changed the passing grade policy to ranking because there were only 175 thousand applicants who were declared to

have passed the passing grade at the basic competency selection (seleksi kompetensi dasar/SKD) stage out of a total of 238 thousand formations opened. Ironically, the passing grade for SKD CPNS in 2019 was even lowered. Affirmative formations to recruit diaspora communities, Papuan children and persons with disabilities have also not been fully fulfilled. In table 1 it can be seen that of the 102 diaspora formations opened in 2019, only 17 people were applied for [9]. The redistribution of ASN in the frontier, outermost and least developed areas (daerah terdepan, terluar dan tertinggal/3T) is also a problem in the context of accelerating public services to all corners of the archipelago.

TABLE 1: Filling in the Formation in CPNS Recruitment for Fiscal Year 2019.

TYPE	FORMATION	APPLICANT	PASS THE SELECTIONS	ALL
Diaspora	102	17	37	
The Best Graduate (<i>Cum Laude</i>)	4.311	23.179	3.971	
Persons with Disabilities	2.574	1.865	2.158	
People of Papua dan West Papua	442	3.927	337	
Cyber-skilled	682	2.165	677	
General Applicant	142.260	4.166.065	131.595	
Grand Total	150.371	4.197.218	138.775	

Source: State Civil Service (Badan Kepegawaian Negara/BKN), 2021

Bureaucratic reform is important to carry out in order to achieve the vision of a sovereign, advanced, just and prosperous Indonesia in 2045. Bureaucracy is the main foundation of national development in its function as planners, actors and supervisors of policies and implementers of public services. However, the reality on the ground, in Figure 2 shows that the distribution of JF technical functional positions (JF) that support regional superior potential and national priorities such as tourism and the processing industry is also still very lacking, for example only 0.27% of ASN in Bali and Nusa Tenggara with a background tourism background, and only 0.06% in Sumatra with a manufacturing industry background [10]. Of the 4.16 million ASN people, 39% are filled by administrators. Meanwhile, technical functional positions (jabatan fungsional/JF) other than teachers, lecturers and health workers, only reached 6.18%.

Recruitment is an essential process in an organization both in the private sector and the public sector (government) to obtain quality HR. Quality HR will determine the success of the organization in achieving its goals. The success of the government can be determined by its ability to recruit employees [11]. The process of recruiting

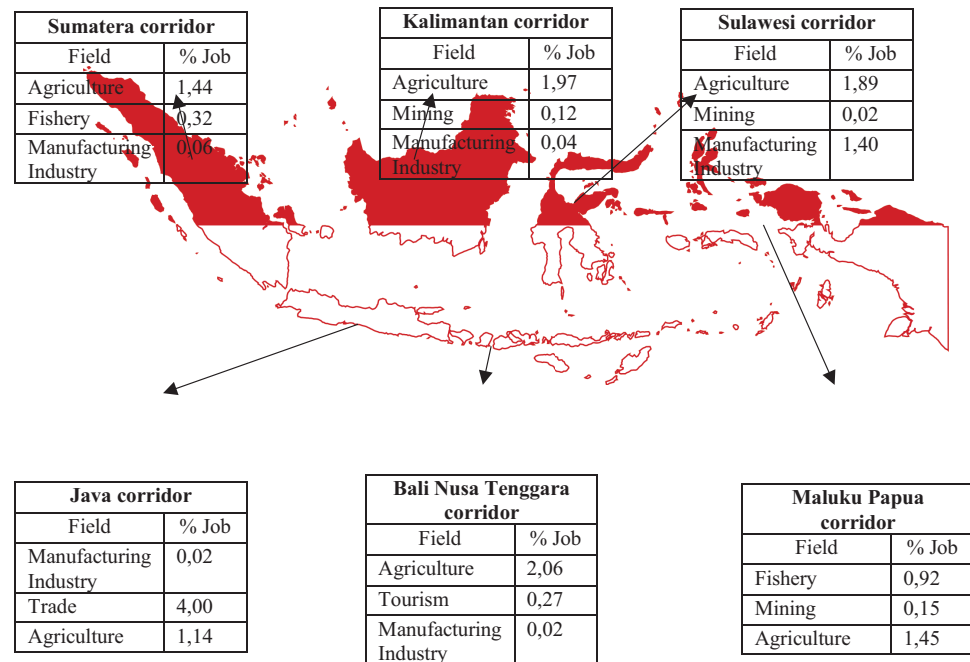


Figure 2: Percentage of Technical Positions in Leading Regional Sector (Bappenas, 2019).

qualified employees in government institutions is a crucial process that can determine the quality of public services and improve government performance [12]. Skilled and highly motivated ASN is an important determinant of effective governance. How does the government recruit the best ASN candidates (CASN) with integrity? Various approaches to recruitment through: career and position oriented systems; measuring knowledge versus competence; screening of applicants through written or oral tests; and recruiting junior and senior level civil servants. It also compares the advantages and disadvantages of centralized and decentralized recruitment processes [13].

Contextual bureaucratic reforms that are focused, inclusive and oriented to the public interest also need to be reorganized, starting with improving ASN recruitment that is more transparent, fair and non-discriminatory. Despite all the complexity and rigidity in its implementation, the application of CAT is an achievement that needs to be appreciated. The instruments used today tend to encourage candidates to do the exercises as they were when they were about to enter college. Therefore, it is not surprising that in many places there are sellers of training services regarding the recruitment of civil servants. As a result, many who are accepted as CPNS are those who are trained to work on questions such as those used to measure the basic competency selection (SKD). The selection instrument for ASN candidates needs to be improved continuously so that it can truly measure the quality of candidates, especially in terms of integrity, technical competence, and socio-cultural suitability, so that it will be able to produce a new

generation of ASN employees who are reliable and able to answer global challenges and achieve agendas. development priorities [14].

The government has pushed for a policy direction to strengthen the implementation of merit-based ASN management formulated in the 2020-2024 national medium-term development plan [15], with two strategies to be implemented, namely: (1) implementation of ASN national talent management; and (2) increasing the professionalism of ASN. One of the things that indicate the continued implementation of the merit system in professional ASN management is a good ASN candidate recruitment system to support talent management. It is expected that each agency will have a cadre of professional ASN, which is arranged based on the qualifications, competencies, and performance required for the position in question. Thus, the continuity of the organization will be guaranteed because of the availability of reliable candidates for leaders whenever needed. That is, when employees enter retirement, the layers below are ready to replace vacant positions left by previous officials.

The recruitment of ASN candidates is an important part of the upstream talent management process in the public sector, namely preparing future leaders in the bureaucracy [16]. Future leadership cadres need to be prepared, so that there are no vacant positions when the official concerned has to resign from his position for various reasons, including entering the retirement age limit. Employment vacancies can interfere with organizational performance. The talent management process includes important components, one of which is talent acquisition, including: analysis of talent needs as an early stage to determine the ratio of positions that will be vacant and the number of talent needs, and identification of talents by considering employee profiles. An employee must go through a number of assessments to become an ASN candidate.

To get to a world-class bureaucracy that is ready to face the industrial era 4.0 with ASN who are professional, competitive, have integrity, and serve, breakthrough steps are needed, starting from improving planning, procurement/recruitment to other key elements that will attract the best talent. What this nation has is competency development, performance appraisal and discipline, career development, to the provision of remuneration in the form of salaries, benefits, protection, pensions, and old-age benefits, hereinafter referred to as the 6Ps of ASN Management [17].

A survey for 23,000 ASN in ten developing countries identified four reforms that had a positive impact on directing a bureaucracy filled with ASN that was more motivated, committed, satisfied, performing, and ethical [18]. The four reforms to make the civil service work must be based on a recruitment system that has the following principles: (1) depoliticization of ASN recruitment; (2) limiting nepotism in ASN recruitment; (3)

ensure that aspects of competence and performance become the main elements in the certainty of ASN careers; and (4) appropriate remuneration levels for recruiting highly motivated and high performing ASN.

This is different from the empirical research to find out the people's motivation to join ASN in Romania [19]. Furthermore, the results obtained that the key factors (high and very high influences) are leadership style, working environment conditions, type and job description, independence at work, and work security. While other additional factors are opportunities for education/training, environmental benefits, career development, and level of income/welfare. Furthermore, with different types of respondents, namely the perception of the motivation of private employees when offered to work in the public sector as ASN in Belgium [20]. From the survey results, it is found that the characteristics of work, leadership, career and affiliation have a positive correlation in motivating employees to become ASN. Concentration of authority and rigidly structured work patterns have a negative impact on employee motivation to work in the public sector. Uniquely, the salary itself is not the main source of motivation for them.

In order to achieve the Indonesia Vision in 2045, institutional development with the strengthening of the bureaucracy is one of the main agendas. In addition to the institutional structure, governance, of course, there must be human resources for state civil servants who are professional and with integrity to be able to carry out their functions as implementers of public policies, public servants and glue and unify the nation. Specifically related to the procurement of ASN, there are a number of problems. Becoming an ASN is part of the job market and is still an annual event that is targeted by many people as Indonesian Dream, especially the productive workforce (fresh graduates). However, from a talent management perspective, we have not been able to fully capture top talent from both the diaspora and domestic professionals. Likewise with other affirmative groups such as persons with disabilities and 3T areas which still lack inclusive involvement in contributing to developing the country. This study aims to evaluate the implementation of the CASN recruitment policy, identify the determinants of the affirmative group to join the ASN; and provide policy recommendations to strengthen the CASN recruitment system that is in line with the dynamics of bureaucratic change in supporting the achievement of the Indonesia Vision 2045 agenda.

2. method

This study uses a qualitative approach including investigation, understanding, and explanation of the evaluation of CASN's recruitment policies so far, and the determinants

of public perceptions of CASN recruitment policies, especially perceptions of community groups who will fill affirmative formations such as diaspora, and persons with disabilities. Comparative studies were also carried out by comparing recruitment models carried out by domestic and/or foreign institutions [21]. Data and information were collected through focus group discussions (FGD) and interviews with key informants who have knowledge and competence in accordance with the research objectives. Some of the key informants involved were: (a) the National CASN Selection Committee Team, namely: the Ministry of Administrative Reform and Bureaucratic Reform (KemenPANRB), and the State Civil Service Agency (BKN); (b) the State Civil Apparatus Commission (KASN); (c) Ombudsman (ORI); (d) Affirmation groups such as: Association of Indonesian Persons with Disabilities (PPDI), Indonesia Diaspora Network (IDN); (e) and personnel HR management and policy experts; (f) Local Government; and (g) Central Bank of Indonesia (BI) and the World Bank. A desk study was also carried out to obtain supporting data and information from valid and reliable sources.

3. RESULTS AND DISCUSSION

3.1. CASN Recruitment Policy Overview

In the past, CPNS recruitment was heavily criticized because of fraud and corruption, collusion and nepotism (KKN) practices throughout the recruitment process. However, the impetus for bureaucratic reform that appeared in the 2010s and the merit system in early 2014, 'forced' the implementation of information systems in government administration, including in the recruitment of civil servants. BKN has built an information system for CPNS selection, namely the State Civil Apparatus Candidate Selection System (SSCASN). SSCASN is an ASN candidate application portal. SSCASN as a new way of recruiting prospective CPNS and government employee with work agreement (calon pegawai pemerintah dengan perjanjian kerja/CPPPK) [22].

However, in the course of implementing the CASN selection with the CAT system, there are still a number of challenges and problems including: (1) infrastructure constraints in several areas (electricity and internet network); (2) data that has not been integrated and standardized makes the verification process difficult; (3) the use of a large enough budget in each implementation; and (4) control of the implementation of the technical competency selection (SKB) has not been maximized, especially in terms of transparency. The issue of the CASN procurement is important because the recruitment of employees is an entry point for the development of the quality of ASN in

the future. If the intake is good, it is hoped that it will improve the quality of ASN in the future, and in the long term it will have an impact on public services to the community. On the other hand, if the incoming employee is not good enough because it is through a spoil system, for example, it is difficult to expect the realization of quality ASN.

Recruitment in the CAT era has been routinely carried out since 2013. In 2021, there are 74,625 formations in central agencies and 632,997 formations in regional agencies, which are divided into 66,070 for ministry/institutional formations and 8,555 formations in 8 official schools. Meanwhile, for regional agencies, it is divided into 139,018 for provincial governments (34 provinces) and 493,979 (495 regency/municipal governments). 2021 become a record in the history of bureaucracy in Indonesia, because of large and massive scale of recruitment of CASN about 1.3 millions [23].

TABLE 2: Progress of Determining CASN Needs in 2021.

Agency	Number of Needs	Determination Amount	Description
Central	83,669	74,625	66,070 (on ministries/institutions/K/L); 8,555 (8 government official school)
Regional	1,191,718	632,997	139,018 (on 34 provincial government); 493,979 (on 495 regency and city government)
Total	1,275,387	707,622	

Source: KemenPANRB (2021)

Of the 707,622 formations, there were 531,076 formations for teachers, 20,960 formations for non-teacher CPPPK, and 80,961 formations for CPNS. The question is whether the formation will be fulfilled? What if it cannot be fulfilled and how to fulfill it? Then, what improvements can be offered for future CASN procurement (not just 2021)? Most of these questions have been answered with the issuance of regulation of Ministry of State Administrative and Bureaucratic Reform (PermenPANRB) number 27, 28, 29 of 2021, but some others have not been revealed to the surface.

Procurement or recruitment is essentially a process of determining and attracting applicants who are able to work in a organization. This process begins when applicants are sought and ends when their applications are collected. The result is a collection of prospective new employee applicants to be selected and selected. In addition, recruitment can also be said as a process to get a number of qualified human resources to occupy a position or job in a organization.

3.1.1. Recruitment of CPNS

Furthermore, Article 2 of PermenPANRB 27/2021 states that the purpose of procurement of civil servants is to obtain civil servants who: (a) have personal characteristics as public service providers; (b) capable of acting as an adhesive for the unitary state of the Republic of Indonesia; (c) have high intelligence for capacity building and organizational performance; and (d) have the skills, expertise, and behavior in accordance with the demands of the position (Article 2 PermenPANRB 27/2021). Procurement of civil servants includes planning, announcement of vacancies, applications, selection, announcement of selection results, appointment of prospective civil servants and a probationary period of prospective civil servants, and appointment to become civil servants (Article 22 PermenPANRB 27/2021).

Planning for CPNS procurement at least consists of a procurement schedule and infrastructure and facilities for CPNS procurement. The CPNS procurement schedule is prepared by each agency with reference to the national schedule. The selection committee of each agency adjusts to the national procurement schedule. The agency committee, after the implementation of national recruitment, is only tasked with carrying out part of these stages. This condition is sometimes described as a 'reduction in the role' of personnel managers in agencies, especially in the regions. This is as stated by the Secretary of the Serang Regency as follows: "in this CAT mechanism we are only 'onlookers' because we cannot be directly involved in the CPNS selection process. But yes, we admit this is very good for building a merit system in the future. Don't be a child of an ordinary employee, even if the child of the Regency Secretary and President does not pass (the SKD test), he/she cannot continue the next stage." This condition is in line with the statement by the Deputy for Personnel Information Systems at BKN, that one of the differences between the old and new recruitment models is the excellent transparency of the process and the public can even monitor the results of SKD scores directly (live scoring). On the other hand, the recruitment of prospective civil servants is more periodic and becomes an annual event. It has not become a regular and periodic recruitment according to the dynamic needs of the government.

Furthermore, related to the provision of infrastructure and procurement facilities, most of the problems are in the presence of minimal computer facilities. So this is often a problem in the implementation of the selection. The same thing was acknowledged by academics at the University of Sultan Ageng Tirtayasa (Untirta) Serang, that the lack of infrastructure and facilities for the procurement of civil servants should be a concern of the government to build a special building for the purpose of implementing the

procurement of civil servants, in this case the basic competency test and the field of using special buildings and computers. Of course, these properties can also be used for other purposes when not used in the context of SKD and SKB.

In addition to physical infrastructure, in this procurement planning the agency committee also provides official helpdesk/call centers/social media, determination of special needs positions, grouping of positions, and preparation of additional SKB guidelines. Regarding the determination of special needs positions, it includes positions for the best graduates/cum laude, diaspora, persons with disabilities, and Papua and West Papuan men/women for Central Agencies and for 'minus' Regional Agencies for the category of Papuan and West Papuan men/women.

TABLE 3: Special Needs Position.

	Agency	Special Needs Position	Description
1.	Central	Cum laude 10%	If K/L "X" has a formation of 100, then the need for civil servants cum laude is 10 people.
		Diaspora (according to the needs of the organization)	Researcher, lecturer, policy analyst, engineer
		Disability (2% or less than 2%)	
		Local people of Papua and West Papua < 200 formations = 1 requirement 201-1,000 formations (2 needs) 1,001-2,000 formations (3 needs) >2,001 formation (4 needs)	If the K/L "X" has a formation of 250 then the need for local civil servants of Papua and West Papua is 2 people
2.	Regional	Cumlaude	Adaptable
		Diaspora	Adaptable
		Disabilities	Adaptable

Source: PermenPANRB 27/2021

According to the International Organization of Migration, diaspora are emigrants and their descendants who live abroad which are not their place of birth and not their ancestral country, either permanently or temporarily, but still maintain close relations with their country of origin. Meanwhile, according to Presidential Decree 76/2017, diaspora are Indonesian citizens who live and/or work in the local country; foreigners who are ex-Indonesia citizens; foreign national children of former Indonesian citizens; Foreigners whose biological parents are Indonesian citizens. Meanwhile, according to PermenPANRB 27/2021, what is meant by diaspora are Indonesian citizens who have a valid Indonesian passport and reside outside the territory of the Republic of Indonesia and work as professionals in their fields as evidenced by a letter of recommendation from the place concerned. year.

How to attract Indonesian diaspora to become civil servants? There are five steps that can be taken to attract diaspora so that they do not brain drain (loss of talent) into brain gain (contribution to investment, trade and transfer of skills) [24], namely: (1) targeted recruitment to fill jobs that are indeed require the unique skills or experience of the diaspora; (2) provide adequate remuneration and facilities, and in accordance with market value; (3) open the possibility of telecommuting/flexible work arrangement (FWA); (4) conduct socialization with Diaspora Hubs such as Indonesia Diaspora Network (IDN) Global; and (5) adjustment of rules specifically for diaspora recruitment regarding unique backgrounds.

Furthermore, persons with disabilities can apply for the following types of positions: (1) positions whose work is administrative in nature; (b) positions whose work is carried out regularly; (3) positions whose work does not require special requirements; and/or (4) positions in which the work environment does not have a high risk. The problem is what are the factors that cause the low graduation rate of persons with disabilities? This is interesting because the enthusiasm for applying is quite high but the pass rate is relatively low. Indeed persons with disabilities have internal and external limitations. Persons with disabilities have external and internal barriers to meeting the available CPNS quota [25]. External barriers include: (1) incompatibility of the skills of workers with disabilities with existing job requirements and working conditions, for example researchers, policy analysts, extension workers, computer administrators, librarians, and others; (2) lack of awareness and acceptance in the world of work towards workers with disabilities; (3) the emergence of underestimation of workers with disabilities due to their disability conditions; (4) there is no standard in accepting CPNS in all agencies, either ministries, institutions or local governments; and (5) not yet strong commitment to fulfill the 2% quota from the government.

The internal barriers include: (1) the individual from the workforce with disabilities themselves due to the mentality of children who are not ready to adapt to the world of work, to a new environment, and inadequate infrastructure; (2) family factors, most parents are worried if their children work away from their families and will not be able to be independent; (3) parents want their child to work in the area of origin; (4) people with disabilities tend to choose jobs in companies/offices because they want jobs that match the skills they already have, and (5) some people with disabilities want independent businesses, not working in government agencies and companies.

Meanwhile, positions that cannot be filled by persons with disabilities include: (1) positions whose work is specific and requires physical readiness and ability to carry out activities efficiently without causing physical fatigue; (2) positions whose work requires

high and fast mobility; (3) positions whose working hours are uncertain; (4) positions with specific work situations in handling disasters, riots, and fires; and/or (5) positions whose work environment has a high risk.

The announcement of PNS recruitment vacancies is carried out by the National Selection Committee (Panitia Seleksi Nasional/Panselnas) based on the needs submitted by the agency through the SSCASN portal. In addition, government agencies also announce these vacancies on their respective portals, for at least fifteen calendar days. Announcement of vacancies shall contain: (1) name of position; (2) number of job vacancies, (3) placement work units; (4) educational qualifications; (5) the address and place where the application is intended; (6) schedule of selection stages; (7) application requirements that must be met; and (8) official helpdesk/call center/social media managed by each government agency.

To avoid and prevent the occurrence of corruption, collusion and nepotism (KKN) in determining the graduation of the SKD, the passing grade e system is used. Based on PermenPANRB 35 of 2013 concerning SKD CPNS, threshold values in 2013, passing grades for CPNS applicants are as follows: Personal Characteristics Test (TKP) a maximum of 105 (60%), General Intelligence Test (TIU) a maximum of 75 (50%), and a National Insight Test (TWK) maximum 70 (40%). The number of questions for the TKP is 35 questions, TIU is 30 questions and TWK is 35 questions. In 2014, based on Permenpan and RB No. 29 of 2014 concerning the Threshold Value of TKD CPNS in 2014, the passing grade of TKD CPNS for TKP was increased by 126 to 271 (totaled with TIU 75 and TWK 70). The passing grade score changes every year to place an emphasis on scoring components that are graded. SKD still has a weighted score of 40%.

Government agencies that conduct additional SKB, besides the SKB provides by Panselnas also contain the type of SKB and the weight of the test scores to be held. Several types of additional SKB include: (1) psychotest; (2) academic potential test; (3) foreign language proficiency test; (4) mental health tests; (5) physical fitness test/aptitude test; (6) practical work test; (7) test the addition of the value of the certificate of competence; (8) interviews; and/or (9) other tests according to the requirements of the position. For regional agencies, it is not allowed to use interviews for additional types of SKB. SKB contributed 60% of the total final selection score. For the record, interviews conducted by K/L have not gone through strict requirements, namely interviewers are not required to have 'certification'. This certification is needed to encourage capacity as a professional interviewer. So that the number and quality of questions submitted are measurable. Such cases have occurred in the recruitment system for prospective employees of Central Bank of Indonesia [26].

Regarding applicants, from table 1, it can be informed that the acceptance of CPNS is not only from general applicants, but also from special or affirmative applicants. However, it is unfortunate that the applicants were not entirely able to fulfill the specified formation, because they failed in the SKD. However, on the other hand, there are formations that are impossible to fulfill because the number of applicants is below the available formations (diaspora and persons with disabilities). For the diaspora, from 57 formations, only 39 applicants were applied and 23 applicants passed the integration. Likewise for disability formations, out of 2,121 job formations, 2,740 people applied and passed integration as many as 1,808 applicants (still not fulfilling).

3.1.2. Recruitment of CPPPK

The need for competent ASN continues to increase in accordance with the government's objectives in organizing an effective and efficient government wheel. CASN recruitment is the spearhead in getting competent and professional employees. Through the CASN recruitment process, which is based on meritocracy, it is hoped that the bureaucratic order that was once known as employees who work slowly, unprofessionally, prone to corruption, and tends to be non-neutral can be abolished and gradually disappear. ASN consisting of PNS and PPPK must of course be filled by the best sons and daughters of this country, who will face various disruptions in the realm of bureaucracy. Therefore, the selection process for ASN must continue to receive special attention from the government. Various reinforcements in a positive direction must continue to be pursued in order to attract as many world-class bureaucrats as possible.

Superior HR are certainly one of the important factors in realizing the world class bureaucracy. Some concrete steps, such as the transition of most officials from structural positions to functional positions, of course emphasize that ASN in this country must have special competencies to answer various challenges in the implementation of the bureaucracy in this country. It is not enough to stop there, the existence of competent and superior ASN must be prepared from the initial/recruitment stage. Therefore, the pattern of ASN recruitment in Indonesia must continue to be given input and reinforcement in all aspects from various competent parties, in order to increase the chances of realizing smart ASN which in turn will bring Indonesia to the stage of world-class bureaucracy.

Currently in Indonesia there are 400,000 honorary workers (non ASN), which are dominated by teaching staff, health workers, and agricultural extension workers. In order to fulfill Indonesia's vision and mission listed above, ideally it should be recruited for

experts/professionals in accordance with current needs. Therefore, PPPK can be used as a solution in accordance with the mandate of Law Number 5 of 2014 concerning ASN. The recruitment process for the new era (using CAT) is aimed at obtaining CASNs who are professional in their fields and based on meritocracy. Strengthening the merit system in the CASN recruitment process. The strategic value of the merit system which is about staffing selection, placement, promotion, and compensation should be based on a system of achievement and competence and other factors, such as individual values to improve human resource management [27].

When referring to the context of the logic of thinking in the ASN Law, then in fact the recruitment of PPPK in the Indonesian staffing horizon is really intended for selected people. There are specificities, privileges, and priorities that indicate that PPPK is not only a forum that will be filled automatically by non-permanent employees or temporary employees, but must meet the criteria and requirements that have been set, and follow a series of selection flows and recruitment mechanisms based on the ASN Law. and the implementing regulations, namely Government Regulation number 49 of 2018 concerning Management of PPPK [28]. PPPK is actually formed to accommodate professional and experienced personnel in certain fields, not to accommodate honorary staff who have served for a long time. So that the placement of honorary workers into PPPK is not the right solution. The number of honorary staff (teachers) in the government reaches 1.6 million people. Not only many, not a few of them have a long service period in serving the country. The large number of honorary workers is certainly expected to get a place as a civil servant. A comprehensive solution is needed starting from certification, verbal, and then being appointed as a civil servant.

The fundamental thing to get professional and experienced employees lies in a strict employee recruitment pattern. In this case, each government agency conducts an analysis related to the formation of positions that need to be filled by the PPPK. If possible, the criteria for determining the formation of the position refers to an analysis of the workload, availability of employees, as well as technical capabilities that are not available/possessed by civil servants who have served. Because in essence, PPPK is a professional and experienced employee (pro-hire) recruited to assist in the development of organizational capacity and performance as well as to fill competency gaps that are not owned by civil servants. So that those who are recruited into PPPK are not merely to accommodate honorary employees who have long served in various government agencies. The PermenPANRB 29 of 2021 has set the goal of PPPK procurement is to get ASN who have high intelligence to help develop organizational capacity and

performance, as well as ASN who are able to accelerate the functions and tasks of the organization.

3.2. Contextual Bureaucratic Reform on CASN Recruitment System

In order to strengthen CPNS recruitment, it is necessary to take strategic steps. First, the need for refinement of the CAT method. Some parts of the CAT method that require improvement include improving exam questions, fulfilling infrastructure, and standardizing additional SKB and SKB questions. Improvements to SKD questions are in the form of refinement or validation of questions that have been prepared and the formulation of new questions related to counter-radicalism and terrorism without causing political upheaval. In the case of an additional SKB test to meet the interviewer's certification, so that the interview will run professionally. The SKB should be the main instrument for capturing superior CASN based on expertise and competence, while the SKD should be a supporting instrument to become the basis for each agency to improve managerial and socio-cultural capabilities. Second, filling in vacant formations, by utilizing the ranks below them in accordance with the provisions of PermenPANRB 27/2021 concerning the Procurement of Civil Servants. It is necessary to consider the existence of a special formation for an affirmative quota for local communities as much as a minimum of 10 percent and a maximum of 20 percent in order to ensure that their representation in the bureaucracy is filled. Of course, strict supervision and assistance are needed to ensure that their competencies will still be met according to the required standards. Special formations for 3T affirmative regions should be considered to ensure even distribution of the number and quality of personnel. Third, increasing the intensity of dissemination of CPNS acceptance for diaspora groups and persons with disabilities. This is to answer complaints about the lack of socialization to join as CPNS for diaspora groups and people with disabilities. Fourth, increasing the use of information systems and big data in a responsible manner. The application of SSCASN in ASN recruitment should be appreciated. However, the SSCASN system needs development to be able to read big data and prevent the possibility of hijacking the system by hackers. Fifth, the implementation of CPNS recruitment throughout the year. This is as has been implemented by Singapore. This method will streamline the amount of budget allocation and make it possible to obtain competent employees. The use of technology and information through virtual exams can be considered in the future, as has been done by Bank Indonesia and the Indonesian Institute of Sciences (LIPI) for the recruitment

of prospective researchers from diaspora formations. And the sixth, mainstreaming functional positions for CASN, the proportion of administrative positions in the future is expected to be no more than 10%.

Meanwhile, to strengthen the CPPPK recruitment system, several improvements need to be made. First, the CPPPK formation was expanded to functional positions in potential sectors (not only focused on teachers and health workers. The government should focus on PPPK recruitment for potential sectors in accordance with the mandate of Government Regulation number 49 of 2018. The PPPK formation is actually wide open throughout the government agency requires certain competencies that civil servants cannot do. Second, the recruitment system from administrative selection is strengthened by the requirements for the completeness of professional/skilled certification, as well as competency selection in the form of examinations through submission of proposals and presentations according to the needs/targets of each agency, and so on. Exams in the form of managerial and sociocultural no longer dominate and are crucial in the recruitment process, because what is needed is special competence and experience in working in the technical field. Third, welfare aspects including salaries, benefits, facilities need to be displayed from the beginning of recruitment (including FWA). Since the initial publication of CPPPK recruitment includes not only administrative requirements, but also rights and obligations, rewards, work patterns, and others in accordance with the market value of the profession. The application of post-pandemic FWA to ASN can also be started from the PPPK circles who are not directly involved in public services. Fourth, recruitment is opened regularly throughout the year but the selection and acceptance of PPPK can be done according to the formation needs of each agency (not a once-a-year event). This is important considering the needs of the organization are very dynamic. Therefore, agencies have the flexibility in selecting PPPK candidates in order to respond to certain issues that cannot be fulfilled by civil servants.

4. CONCLUSIONS

The fundamental thing to get professional and experienced employees lies in a strict employee recruitment pattern. In carrying out CASN recruitment, the Indonesian government is on the right track. But there are still obstacles in practice. One of the problems that arise in the CASN recruitment process. Indeed, CASN recruitment for both CPNS and CPPPK is intended to accommodate professional and experienced personnel in certain fields or diaspora who have a lot of experience abroad, not only to accommodate honorary staff who have served for a long time. Several related policies are needed to

overcome this, and restore the dignity of ASN as a prestigious profession in accordance with statutory regulations. What needs to be built in the future is to strengthen the CASN recruitment pattern based on competence and expertise. As well as additional selection in the form of a contextual exam with the needs of the agency. Exams in the form of managerial and sociocultural competencies no longer dominate the calculation of the final score in the recruitment process, because what is needed is specific technical competence and experience in wrestling in the field.

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