

Conference Paper

Merit System in the Career Development of Civil Servants in the Makassar City Government

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Abstract.

The career development of civil servants in government agencies involves the movement of positions towards improvement and progress. This study focuses on applying the merit system to the career development of civil servants in the government of Makassar City, aiming to provide solutions for better quality human resources. The research utilized qualitative methods to systematically and accurately describe the issues. However, the merit system has not been effectively implemented in the career development of civil servants in the City Government of Makassar. This is attributed to suboptimal compensation, limited education and training opportunities, and budget constraints. The study also highlights the significance of Employee Performance Targets (SKP) as determinants of career development for civil servants in the Makassar City Government. Despite the challenges, the career development of civil servants in the government has shown some progress. In conclusion, the study underscores the need for effective implementation of the merit system and improvement in compensation and training opportunities to enhance the career development of civil servants in the Makassar City Government. The findings provide valuable insights for the government to further develop its human resources and promote a more efficient and productive civil service.

Keywords: merit system, career development, civil servants

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1. Introduction

Public organizations or, in this case, the bureaucracy, as an organization, have human resources known as civil servants (PNS). In Law of the Republic of Indonesia Number 5 of 2014, the state civil apparatus is a profession for Civil Servants (PNS) and Government Employees with Employment Agreements (PPPK) who work in government agencies. Civil servants are appointed by civil service development officials and entrusted with duties in a government position or other state duties and are paid based on statutory regulations.

Concerning civil servants, positions within the scope of government are divided into two types: structural and functional positions. Functional positions are positions that are

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not listed in an organizational structure, but their existence is necessary because of their function in carrying out the main tasks of the organization. The structural position is the profession of civil servants (PNS), who have a position in an organizational structure.

With regard to the placement of civil servants, it is expected that they are based on their competence and skills. A well-known work principle or concept, namely "The Right Man In The Right Place" is to place people according to their expertise, because a person will be able to move precisely and quickly if he does things according to his expertise.

As a description priority agenda of the 2020-2024 National Medium-Term Development Plan (RPJMN), the implementation of the merit system is designated as one of three priority programs in the apparatus sector in the 2020 Government Work Plan (RKP): (1) increasing performance accountability, supervision, and bureaucratic reform; (2) increasing innovation and quality of public services; and (3) strengthening the implementation of merit-based civil servant management.

To realize bureaucratic reform in this country, the government is trying to organize a reliable bureaucracy and nimble in order to repair increased performance and interest in society, as well as to change the mindset that has so far been unresponsive to the circumstances led. It is necessary that there is a movement for change structure, as the role of the bureaucracy is important and the main factor in bureaucratic administration, where civil servants play a role in the progress of regional development, will depend heavily on the range of human resources (HR) or civil servants.

The Merit System has attracted a lot of public and actual attention, because in an effort to guarantee the election of people professional and competent, according to job competency standards, by doing open promotion, which is actually not much different from fit and proper test.

Moekijat [1] argues that the merit system is a staffing system in which the appointment of employees is based on skills. There are two skills in question: practical and theoretical. Practical skills are seen from how employees work in daily practice, while theoretical skills are seen from passing the position exam.

Stahl [2] suggested that merit system features include open competitive exams, criteria that prioritize individual excellence, and employee classification based on objective performance analysis. However, there is no single best approach for designing modern personnel systems. One approach can be used to fill in certain types of jobs.

Bernard Rosen [3] defines a merit system in the context of selection, he says that a merit system is a fair and orderly process for hiring, paying, developing, promoting, retaining, disciplining, and retiring people. based on their abilities and achievements.

This is the opposite of work based on racial, ethnic, or religious preferences; political honors; discrimination based on sex; personal favoritism; or unvalidated selection devices. In other words, the merit system is based on the principle of merit and is designed to produce a competent and stable workforce to carry out governance.

In addition to the concepts from the experts above, the government also created a concept for analyzing the phenomenon of applying the merit system in position placement through Law Number 5 of 2014. Where it is explained that the merit system is defined as the policy and management of civil servants based on qualifications, competence, and performance, which is enforced fairly and reasonably without any discrimination. The government further released the merit system concept in the form of merit system criteria through Regulation of the Minister of Administrative Reform and Bureaucratic Reform (Permenpan RB) Number 40 of 2018 concerning Guidelines for Merit Systems in the Management of State Civil Apparatuses. In theory, the Merit System is still not maximal and optimal for implementation through bureaucratic recruitment.

Civil servants are human resources whose existence is needed in the context of providing public services to the community. Concerning the state's duties carried out by civil servants, there are problems, one of which is the career development of civil servants.

The civil servant career development plan is a management process that describes the movement of civil servant positions or positions towards improvement and progress throughout their service in government agencies, namely, from the beginning as a Candidate for Civil Servants (CPNS) to dismissal, which is described in the career pattern of civil servants (PNS).

However, the phenomenon thus far shows that there are still various problems in the career development of civil servants. Although laws and regulations have stipulated the basis for civil servant career development, it must be carried out based on qualifications, competence, performance, and considering aspects of integrity and morality. However, in its implementation, it is often not appropriate/accurate or deviates from the provisions of applicable regulations.

On the one hand, there are employees who, in terms of qualifications, competence, and performance, do not meet the requirements, but have more opportunities for career development (such as opportunities to attend education and job training, certain courses/upgrades, and technical training), are placed in positions that are better or greater responsibilities, and promotion opportunities). On the other hand, there are employees who are better or more qualified, but are given less attention and fewer opportunities for career development. As a result, there are employees whose career

development is better and progresses quickly, and there are also employees whose career development progresses slowly, and some even temporarily stall or do not work. In addition, in the career development of civil servants, the government has limitations in providing education and training programs for civil servants in terms of both resources and managerial limitations. This also occurred in the career development process for civil servants in the Makassar City Government. Based on this explanation, the focus of this research is to analyze the merit system in the career development of civil servants in the City Government of Makassar.

2. Methods

Qualitative research methods were used in this study. The qualitative research method in this study aims to explain or describe problems in a systematic, factual, and accurate manner [4].

The research location is the Makassar City Government, where the selection of this location is based on the merit system in the career development of civil servants at the Makassar City Government, where the authors obtained secondary data or information directly.

The informants in this study were persons authorized to provide information regarding the merit system in the career development of civil servants at the Makassar City Government, in this case, the Makassar City Personnel and Human Resources Development Agency (BKPSDM).

Primary and secondary data were obtained. Primary data are obtained directly from research informants who are actively involved in the career development process for Civil Servants in Makassar City, and observations are made of career development activities. Secondary data are obtained in the form of publication data and documents related to career development studies. The primary data in this study are the result of direct interviews with informants and observations about the implementation of the merit system in the career development of civil servants at the City Government of Makassar, while the secondary data consist of data related to the merit system and career development of civil servants. from the internet, books, journals, and previous research.

In this study, the main data collection techniques were in-depth interviews and participant observation, namely, observation where the researcher is involved with the daily activities of the person being observed or used as a source of research data. The study of documentation, namely, studying documents or records of events that have

passed. In addition to the data analysis techniques in this study, using interactive model data analysis techniques from Miles et. al [5].

3. Results and Discussion

Career development in the Makassar City Government was analyzed using the merit system approach proposed by Wungu et al. [6], which consists of four dimensions: performance appraisal, compensation, career development, and education and training. The description of the research results for each dimension of the merit system is as follows.

3.1. Performance Assessment

In general, the evaluation of the performance of civil servants is a periodic evaluation of the performance of work by a civil servant. The purpose of performance appraisal is to determine the success or failure of a civil servant and its strengths and weaknesses. by Civil Servants concerned with performing their duties. According to Wungu et al. [6], the results of performance appraisal should be used as material for consideration in the development of Civil Servants, including appointments, promotions, appointments in positions, education, training, and awarding.

In the career development of civil servants in the City Government of Makassar, the legal basis for evaluating the performance of civil servants is to follow Government Regulation Number 30 of 2019 Concerning Civil Servant Performance Evaluation and Regulation of the Minister of Administrative Reform and Bureaucratic Reform of the Republic of Indonesia Number 8 of 2021 concerning System Civil Service Performance Management.

The assessment is carried out by the Appraiser, namely, the direct reason for the Civil Servants being assessed, with the lowest possible condition being the Head of Affairs or other officials of the same level. Based on the latest regulations, there are two aspects of evaluating the performance of civil servants: the work results achieved in work units by the Employee Performance Targets (SKP) and an assessment of work behavior. Employee Performance Targets (SKP) are performance plans and targets that are to be achieved within a certain period. Government Regulation Number 30 of 2019 provides the freedom to use performance measurements every month, quarter, semester, or year. These principles are adapted to the needs of organizations. Employee Performance

Targets (SKP) include the main performance that must be achieved by a civil servant every year.

1. Very Good, if the Civil Servants have: 1) grades 110 (hundred and ten) – 120 (hundred and twenty); and 2) creating new ideas and/or new ways of improving performance that benefit the organization or country.
2. Good if the Civil Servant has a score of 90 (90) – 120 (one hundred and twenty);
c. If the PNS has a score of 70 (70) <–90 (90);
3. Less, if the Civil Servant has a score of 50 (fifty) – 70 (seventy); And
4. However, if a Civil Servant has a score < 50 (50).

The flow and stages of Employee Performance Targets (SKP) in the career development of civil servants in the City Government of Makassar are explained as follows.

1. Submission of SKP.

The completed Employee Performance Targets (SKP) are given by the appraisal to the civil servant being assessed. If the Civil Servant who is considered agrees with the assessment of himself, as stated in the Employee Performance Targets (SKP), then he will put his signature in the space provided. Civil Servants are required to return the Employee Performance Targets (SKP) that have been signed by them to the Appraiser Officer no later than 14 (fourteen) days from the date of receipt of the said Employee Performance Targets (SKP). Employee Performance Targets (SKP) that have been signed by the Appraiser Officer and by Civil Servants who are assessed are sent by the Appraiser Officer to the Appraiser's Superior, namely the direct superior of the Appraiser Officer,

2. Objection to Assessment of Work Implementation.

If the Civil Servant is considered to have objections to the value in the Employee Performance Target (SKP), either in part or in whole, then he can submit a written objection to the Superior of the Appraiser. The objection is stated in the space provided in the Employee Performance Target (SKP) along with the reasons. The objection mentioned above is submitted through the hierarchical channel within 14 (fourteen) days from the date of receipt of the Employee Performance Target (SKP). Objections submitted after the 14 (fourteen) day deadline cannot be considered again.

3. Decision of the appraiser's superior.

The supervisor of the Appraisal Officer carefully examines the Employee Performance Targets (SKP) submitted to him. If there are sufficient reasons, the supervisor of the appraisal can change the values listed in the Employee Performance Targets (SKP). Changes made by the Appraiser's superiors cannot be contested. The new Employee Performance Targets (SKP) take effect after approval from the Superiors of Appraisal Officers. The Appraisal Officers Concurrently Serve as the Superiors of the Appraisal Officers.

Based on the research findings, the Makassar City Government also conducts employee performance assessments as a form of implementation or guidance of the law in the form of Employee Performance Targets (SKP). If related to what was stated by Wungu et al. (2003), the merit system must implement employee performance appraisal as an important factor and is a sub-system in the merit system in the career development of civil servants, then based on research findings on civil servant performance appraisal in City Government Makassar, in this case, Employee Performance Targets (SKP), is one of the determinants of the career development of civil servants in the Government of Makassar City.

3.2. Compensation

As revealed by Wungu et al. [6], compensation is a sub-system of the merit system, which is a form of reward or remuneration for employee performance—in this case, the career development of civil servants in the Makassar City Government. These rewards are in the form of salaries, allowances, or bonuses for achieving the results of the activity or performance of the job. If employees see that their hard work or high performance is recognized and rewarded by the organization, they expect such a relationship to continue in the future. To maintain the link between the performance and motivation of civil servants, it is necessary to have an accurate employee performance appraisal,

The results of research on the dimensions of compensation or income in the career development of civil servants in the Makassar City Government show that income other than the basic salary is in the form of allowances and incentives. The number of allowances and the basic salary by echelon for all civil servants in the Makassar City Government can be seen in the table below.

Based on the table above, the largest number of civil servants are echelon 4 B civil servants, namely 408 people, while the least civil servants are echelon 21 civil servants, that is, only one person.

TABLE 1: Total Allowances and Basic Salary Based on Echelon Civil Servants in Makassar City Government.

Echelon	Number of Employees	Total Echelon Allowances (Rp)	Total Echelon Basic Salary (Rp)
2A	1	3,250,000	5,158,700
2B	37	74,925,000	168,504,600
3A	66	83,160,000	289,637,600
3B	136	133,280,000	552,268,800
4A	390	211,040,000	1,485,224,800
4B	408	200,420,000	1,547,929,100
TOTAL	1038	706,075,000	4,048,723,600

Source: Makassar City Personnel and Human Resources Development Agency, 2023

Another form of compensation received by civil servants was a salary of USD 13. All of these compensation systems have been regulated by government regulations concerning civil servant salaries and apply to all civil servants in Indonesia.

The research findings also show that civil servants consider the amount of compensation or incentives given insufficient. Budget limitations are obstacles to increasing these incentives.

The research findings indicating that there is compensation in the form of performance allowances and incentives for civil servants in the City Government of Makassar show that it is by Wungu explanation, et al (2003) regarding compensation as a sub-system or dimension in the merit system. Nonetheless, the finding that the compensation is still relatively low can cause failure in the application of the merit system, as revealed by Wungu et al. (2003). This is due to an imbalance between compensation (in this case, performance allowances and incentives) and workload or employee performance, where performance should be directly proportional to the amount of compensation received by civil servants.

3.3. Career Development

Development careers where agencies should have career development policies and programs that begin with talent mapping, analysis of competency and performance gaps, strategies and programs to address gaps, and the formation of talent pools and succession plans. Wungu et al. [6] believe that career development is an important element in the sub-system of merit system assessment.

The City Government of Makassar, based on the results of the research, shows that policies related to career development are still in the form of a Talent Management Mayor Regulation (Perwali) draft, which is still in the legal process. Currently,

the competency-mapping stage of civil servants is also underway. Then, the career development path for civil servants will later be adjusted to the Talent Management Mayor Regulation (Perwali) and will be adjusted to the position competency standards.

The requirements or criteria that must be met by civil servants in career development at the Makassar City Government are the level of education, education and training that has been attended, rank and class, competence and potential, and adjusted to the competency standards of the position.

Civil servants in the Makassar City Government also take advantage of the opportunities provided for career development. This is shown by the large number of civil servants who registered at the selection and registration held related to career development.

The career development of civil servants in the Makassar City Government shows that this has been accomplished. This is demonstrated by career development, which can be accessed and utilized by civil servants for career development. In addition, there is a specific policy for career development, namely the Talent Management Mayor Regulation (Perwali), as well as clear and predetermined criteria and conditions that must be fulfilled by civil servants in the City Government of Makassar to carry out career development.

3.4. Education and Training

Education and training are important elements of merit systems [6]. Therefore, these elements are also analyzed in the career development of civil servants in the City Government of Makassar. The research findings show that education and training for civil servants have been implemented openly, and efforts have been made to motivate employees to strengthen and improve their respective performance, especially in career development, because education and training are one of the terms and criteria considered in career development. It is just that budget constraints are an obstacle, resulting in a limited impact on civil servants participating in education and training programs.

The table above shows that the education and training programs with the most activities are in 2023 and 2022, while the fewest are in 2021.

The results of research on education and training show that education and training is one of the criteria for career development in the City Government of Makassar, but it is still limited to be attended by all civil servants because of limitations; therefore, when analyzed through the merit system theory proposed by Wungu et al. [6], this does not meet the ideal criteria of a merit system. Whereas according to Wungu, et

TABLE 2: Civil Servant Education and Training Program for the Makassar City Government for 2021-2023.

Year	Program name	Name of activity	Name of Sub Activity	Total Budget
2021	Regional Civil Service	ASN Competency Development	Management of Training Administration and ASN Certification	IDR 13,500,000
			ASN Advanced Education Management	IDR 150,000,000
	Human Resource Development	Institutional Certification, Managerial, and Functional Competency Development	Implementation of Competency Development for Regional Leaders, High Leader Positions, Functional Positions, Leadership, and Pre-Office	IDR 385,344,000
2022	Regional Civil Service	ASN Competency Development	Management of Training Administration and ASN Certification	IDR 32,658,000
			ASN Advanced Education Management	IDR 440,000,000
			Coordination and Cooperation in the Implementation of Functional Position Training	IDR 146,658,000
	Human Resource Development	Institutional Certification, Managerial, and Functional Competency Development	Implementation of Competency Development for Regional Leaders, High Leader Positions, Functional Positions, Leadership, and Pre-Office	IDR 6,067,284,000
			Guidance, Coordination, Facilitation, Monitoring, Evaluation, and Reporting on the Implementation of Certification, Institutional Management and Competency Development Personnel, Management of Learning Resources, and Cooperation, as well as Competency Development of Regional Leaders, High Leader Positions, Leadership, and Pre-Office	IDR 1,505,190,000
2023	Regional Civil Service	ASN Competency Development	Management of Training Administration and ASN Certification	IDR 609,870,100
			ASN Advanced Education Management	IDR 740,000,000
			Coordination and Cooperation in the Implementation of Functional Position Training	IDR 127,788,800
	Human Resource Development	Institutional Certification, Managerial, and Functional Competency Development	Implementation of Competency Development for Regional Leaders, High Leader Positions, Functional Positions, Leadership, and Pre-Office	IDR 4,222,056,100
			Guidance, Coordination, Facilitation, Monitoring, Evaluation, and Reporting on the Implementation of Certification, Institutional Management and Competency Development Personnel, Management of Learning Resources, and Cooperation, as well as Competency Development of Regional Leaders, High Leader Positions, Leadership, and Pre-Office	IDR 2,822,456,100

Source: Makassar City Personnel and Human Resources Development Agency, 2023

al [6], education and training are important dimensions in the merit system that affect employee performance

4. Conclusion

Based on the results of the research and discussion above, the conclusions of this study indicate that in the career development of civil servants in the City Government of Makassar, the merit system has not been implemented effectively. This is due to the compensation aspect, which has not run optimally, and the education and training aspects, which are still limited for all civil servants and budget constraints. While assessing the performance of civil servants in the Makassar City Government, in this case, Employee Performance Targets (SKP) are one of the determinants of the career development of civil servants in the Makassar City Government. In addition, the career development of civil servants in the Makassar City Government shows that this has been accomplished.

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