

**Research article**

# Reform of Human Resources Management Through Merit System at West Java Regional Personnel Agency

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**Abstract.**

West Java was ranked first in a merit system evaluation by the State Civil Apparatus Commission in 2020. West Java also won the Meritrotation Award 2020 with a score of 375, up 198 points from the previous year. The purpose of this research was to find out how the Province of West Java was able to reform its human resource management system by implementing a merit-based system. A descriptive qualitative approach was used. The primary data for this study were collected through interviews with career officials from West Java Province's Regional Personnel Agency (BKD). Documents and personal observations were used to gather secondary data. According to the findings, the Province of West Java has done an excellent job of reforming the human resource management system by implementing a merit system through the BKD. The use of all-encompassing and integrated information and technology was one of two key factors in the successful implementation of meritocracy, the second of which was the importance of high officials.

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**Keywords:** merit system, public civil servant, West Java Regional Personnel Agency

## 1. Introduction

According to the Preamble to the 1945 Constitution, bureaucracy is the driving force of government in realizing the nation's ideals. National development is carried out in all sustainable fields by implementing Good Governance in order to realize these ideals. The World Bank published World Governance Indicators (WGI) in 2017 and 2019 to assess government governance in more than 220 countries using six indicators [1]

### **PicWorldwide Governance Indicators**

Year of 2017-2019

The highest achievement in Indonesia in 2017 was the public service sector and independence, with a score of 54.81 out of 100. This figure is 0.98 points higher than the previous year's performance. Another positive aspect is voice and accountability (freedom of expression and transparency). ) was 50.74, up 3.33 points from the previous year.

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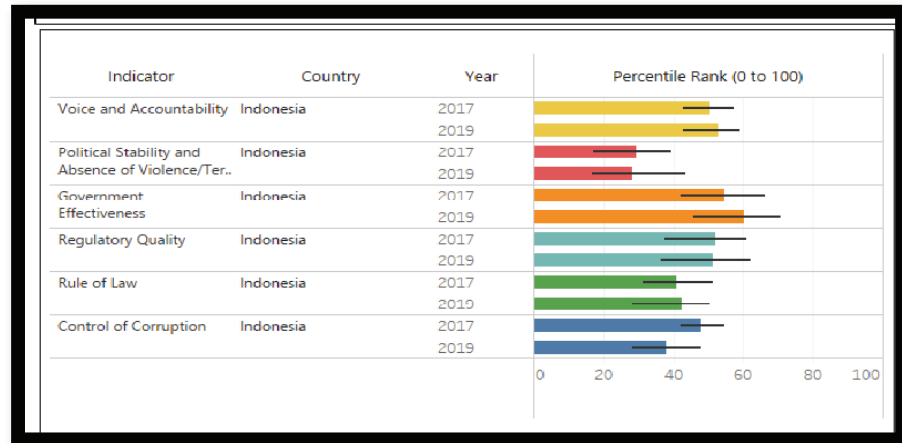


Figure 1: (Source: World Bank ((info.worldbank.org)).

Meanwhile, the worst aspect was political stability and absence of violence/terrorism (political stability and zero violence or acts of terror), which received a score of 29.05, followed by rule of law (law enforcement), which received a score of 40.87, and control of corruption (perception of corrupt officials), which received a score of 48.08. (RA).

The highest achievement in 2019 was in the Government Effectiveness sector, which received a score of 60.10 out of 100. 5.29 points higher than in 2017. Furthermore, the Voice and Accountability sector increased by 1.97 points to 52.71 out of 100. Meanwhile, the worst aspect remained the political stability and absence of violence/terrorism sector (political stability and zero violence or acts of terror) with a score of 28.10, a 0.95-point decrease.

Corruption is another indicator that, despite the realization of good governance, there is still a problem. The Corruption Perceptions Index for 2020, as shown below, is the result of a Transparency International survey.

**Corruption Perceptions Index**

In 2020 Transparency International released the results of the Corruption Perception Index survey or the Corruption Perception Index. Indonesia itself is in position 102 of 180 countries that have been surveyed with a score of 37 [2].

Based on the data presented above, it is possible to conclude that the implementation of good governance is inadequate. Indonesia’s continued underachievement in various sectors of government administration reflects a failure to make all-out efforts to achieve a professional government with integrity. In order to achieve Good Governance, a dependable and competent bureaucratic driver is required. As a result, the Merit System was implemented as a means of achieving good governance. As a tangible manifestation



Figure 2: (Source: Transparency International).

of its seriousness in enforcing the merit system in the government environment, the government has ratified Law No. 5 of 2014. Furthermore, the ASN Law is supplemented by Government Regulation No. 11 of 2017 on Civil Servant Management.

The merit system is defined epistemologically as "good things that deserve to be appreciated." The good news is that a system is in place to objectively evaluate a person's performance. Furthermore, Castilla and Benard (2010) stated that the scoring system should be free of non-merit factors such as gender, race, and class [3]. The merit system is defined by Wungu and Brotoharsojo (2003) as "a human resource management system based on employee performance or all good work behavior, which affects the ups and downs of the employee's position and income [4]."

Transparency International released the Corruption Perception Index results in 2020.

Although it is not as old as the history of meritocracies in other countries, the meritocracy in Indonesia can be divided into three major periods (Simanungkalit, 2019)[5]:

#### 1. The Period of Old Order (1945-1974)

Because there were no special institutions/organizations that managed state personnel during this time period, the related archives and documentation were difficult to describe. And, once again, there was a change and transition of power from the Dutch and Japanese governments during this period.

#### 2. Ordering Period (1974-1999)

This was an undemocratic era, with centralized and authoritarian bureaucracies. Civil servants are not neutral and are compelled to support the ruling party. The term "basis

for employment” refers to the Basics of Employment Act of 1974. The State Civil Service Administration Agency (BAKN) was also established during this time period.

### 3. The Reform Period (1999-present)

This was a transitional period from a centralized to a decentralized system, better known as regional autonomy. The president, as the head of government, serves as the government’s administrator. The government formulates national policies, while local governments carry out operations under the supervision and control of the central government. However, in its implementation, civil servant management has not changed significantly, particularly at the regional level. In order to achieve professional, neutral, integrity, and maximum performance in human resource management, the Government passed State Civil Apparatus Law No. 5 of 2014 in 2014. Its goal is to reform the Human Resource Management of Apparatus in Indonesia. In accordance with this, the State Civil Apparatus Commission is established, which is in charge of supervising and evaluating the implementation of policies and merit systems in ASN Management (KASN).

Every year, KASN evaluates the application of the merit system in government agencies. “The method employed is self-assessment based on the eight criteria and procedures outlined in KASN Regulation No. 5 of 2017 concerning Self-Assessment of the Implementation of the Merit System in the Management of State Civil Apparatus in Government Agencies” (KASN Policy Brief, 2018). This assessment includes everything from Ministries and Institutions to Local Governments.

KASN will announce the results of the Merit System Implementation assessment in January 2021. As a result, West Java Province was awarded the First Predicate in the Implementation of the Merit System in Indonesian Local Government. West Java achieved this result within two years of reforming the Human Resource Management system. When compared to other provinces in Indonesia, West Java received the highest score of 375.5.

Based on this, the research team is interested in investigating the efforts of Human Resource Management Reform implemented in the West Java Government through the Merit System.

## 1.1. Human Resource Administration

Human resource management, or HRM in English, was originally known as “Man Power Management” or “Personnel Management” (Legge, 1995). It was initially known as Personnel Management in the Indonesian government, despite the fact that the term seemed narrow and had a limited meaning. Human Resource Management is defined

by Pynes (2009) as "... the design of formal systems within an organization to ensure the effective use of employees' knowledge, skills, abilities, and other characteristics to achieve organizational goals, in other words, the organization's knowledge, skills, abilities, and other characteristics (KSAOC) are used into a system to achieve its goals [6]."

Human resource management is commonly associated with several activities, including recruitment, selection, training and development, compensation and benefits, retention, evaluation, and promotion (Pynes, 2009) [7]. Human resource management is concerned with system planning, employee development, career management, performance evaluation, employee compensation, and good working relationships. Human resource management encompasses all managerial decisions and practices that have a direct impact on human resources.

Human Resource Management is required to improve the effectiveness of the organization's human resources. The organization's goal is to become an efficient work unit. A personnel management study will demonstrate how companies must acquire, develop, use, evaluate, and retain the right number (quantity) and type (quality) of employees to achieve this goal.

## 1.2. Public Civil Servant

Management of Public Civil Servant (Aparatur Sipil Negara/ASN) is defined as "the management of ASN to produce ASN employees who are professional, have basic values, professional ethics, are free of political intervention, are free of corrupt practices, collusion, and nepotism" (Fatimah, 2017). With the ASN Management, it is hoped that the government's need for professional and superior human resources will always be met. ASN is classified into two types under State Civil Apparatus Law No. 5 of 2014.

### a. Civil Servants (PNS)

In this case, civil servants are Indonesian citizens (WNI) who have been appointed as ASN and are assigned an Employee Identification Number (NIP).

### b. Government Employees with Work Contracts (PPPK)

Meanwhile, (Pegawai Pemerintah dengan Perjanjian Kerja/PPPK) is an Indonesian citizen who is appointed on the basis of a work agreement for a set period of time to carry out government duties.

ASN is required to be free of political influence and intervention, as well as certain groups, in carrying out their duties and functions. This is done so that ASN can concentrate their attention, energy, and thoughts in order to carry out their duties properly. The following are ASN functions:

a. A government employee

As public servants, ASN are expected to provide professional and high-quality services.

b. Implementer of public policy

The ASN is in charge of enforcing policies established by the staffing officer.

c. The nation's glue and unifier

As an ASN with a function to strengthen the nation's unity and integrity, ASN is required to prioritize the interests of the State and to always place importance on the nation's unity and integrity.

ASN is given the authority to ensure their well-being if this function is carried out properly. This is done so that ASN can carry out their responsibilities properly. In addition, in carrying out its functions, ASN is armed with an ASN code of ethics and ASN code of behavior, both of which aim to preserve ASN's dignity and honor.

### 1.3. The Merit System

The merit system is defined epistemologically as "good things that deserve to be appreciated." The good news is that a system is in place to objectively evaluate a person's performance. Furthermore, Castilla and Benard (2010) stated that the scoring system should be free of non-merit factors such as gender, race, and class. Wungu and Brotoharsojo (2003) define the merit system as "a human resource management system based on the performance or all good work behavior of employees, which will affect the ups and downs of the employee's position and income. [3]" The meritocracy is based on the belief that people with the greatest potential can work and advance their careers without being influenced by issues of ethnicity, religion, race, or gender.

The meritocracy began in China, specifically during the Qin and Han Dynasties, when people with ability were given the opportunity to hold positions in government. This system was later adopted by the British Indian government and eventually spread to the United States via Europe. The merit system in the United States is said to have begun in 1978, when the Civil Service Reform Act of 1978 was passed as a national policy (Simanungkalit, 2019) [5]. It states that the purpose of this merit system is "to provide

the people of the United States with a competent, honest, and productive workforce and to improve the quality of public services, federal personnel management must be carried out in accordance with merit system principles.” Previously, the appointment of government employees used a spoil system, with government employees being those who supported the leadership in power at the time. Bribery and poor public services became the backdrop for this period. This prompted the enactment of the Civil Service Reform Act of 1978, which established a professional merit system for the appointment and evaluation of government employees, also known as “Government by the Professional.”

The US Merit Protection Board (1979) contains nine principles for applying the merit system to government employees, which are as follows: a. The recruitment and selection process is fair and open.

- b. Treat all government employees fairly.
- c. Equality in salary and benefits distribution
- d. Upholding integrity, ethics, and a love of the public good
- e. Management of government employees that is effective and efficient
- f. Performance-based evaluation; g. Opportunities for development for government employees.
- h. Protecting government employees from political influence
- i. Legal safeguards for government employees [8]

#### 1.4. Management of ASN

Although it is not as old as the history of meritocracies in other countries, the meritocracy in Indonesia can be divided into three major periods (Simanungkalit, 2019) [5]:

a. The Period of Old Order (1945-1974)

Because there were no special institutions/organizations that managed state personnel during this time period, the related archives and documentation were difficult to describe. And, once again, there was a change and transition of power from the Dutch and Japanese governments during this period.

b. Period of New Orders (1974-1999)

This was an undemocratic era, with centralized and authoritarian bureaucracies. Civil servants are not neutral and are compelled to support the ruling party. The term “basis for employment” refers to the Basics of Employment Act of 1974 BAKN was established during this time period.

c. The Reform Period (1999-present)

This was a transitional period from a centralized to a decentralized system, better known as regional autonomy. The president, as the head of government, serves as the government's administrator. The government formulates national policies, while local governments carry out operations under the supervision and control of the central government. However, in its implementation, civil servant management has not changed significantly, particularly at the regional level.

In order to achieve professional, neutral, integrity, and maximum performance in human resource management, the Government passed ASN Law No. 5 of 2014 in 2014. Its goal is to reform the Human Resource Management of Apparatus in Indonesia. In line with this, the ASN Commission (KASN) was established, which is responsible for monitoring and evaluating the implementation of policies and merit systems in ASN Management. 5 of 2014, namely:

- a. The low quality of ASN, which affects the effectiveness of government administration.
- b. The widespread use of spoil systems, particularly in local government as a result of direct elections in the regions, contributes to the high number of corruption cases in Indonesia.
- c. ASN is widely regarded as far from neutral, with numerous complaints of violations of the ASN neutrality principle.
- d. According to Article 1 of the ASN Law No. 5 of 2014, the purpose of establishing a merit system in Indonesia is as follows:
  - e. Recruitment, selection, and promotion are conducted in a fair and open manner.
  - f. ASN who are treated fairly and equally
  - g. Effective and efficient ASN management
  - h. Reimbursement for high-performing employees
  - i. Recognition of outstanding employees
  - j. Imposing sanctions or penalties on employees who are not disciplined
  - k. Establishing standards of integrity, ethics, and community concern
  - l. Conducting standardized competency tests for required positions
  - m. Providing as many opportunities for ASN development as possible
  - n. ASN performance management is required to achieve organizational goals.
  - o. Protecting ASN from political interference and official arbitrariness
  - p. ASN safeguarding



To put these policies into effect, the government establishes the following principles for implementing the merit system in Government Regulation Number 11 of 2017:

- a. All government positions must have a standard of competence for the position.
- b. Employee needs must be planned for in accordance with workload.
- c. Recruitment, selection, and advancement must be conducted in a fair and open manner.
- d. Talent management-based career management.
- e. Use of rewards and punishments based on objective and open performance evaluations.
- f. Implement an ethics and conduct code
- g. Provide opportunities for each ASN to grow as a result of the performance appraisal results.
- h. Shield ASN from political meddling and office arbitrariness.
- i. Develop a competency-based integrated information system that is accessible to ASN.

## 2. RESEARCH METHODS

In this study, the descriptive qualitative research method with a case study approach is used. In descriptive analysis research, case studies are used to focus on a specific case to be observed. An in-depth examination of various related factors is required to reach accurate conclusions. The primary focus of this research will be HR management reform through the implementation of a merit system at the West Java Provincial Personnel Agency.

Two types of data are required to conduct this study on the merit system in the appointment of ASNs:

- a. Primary Information

The researchers gathered information from informants through in-depth interviews about the reform of human resource management through the implementation of the merit system at the West Java Provincial Civil Service Agency.

- b. Secondary Resources

Secondary data for this study came from various field research documents, which were later used as study material to supplement the primary data.

As stated in the title, the research focuses on HR management reform through the implementation of the merit system at the Regional Personnel Agency of West Java

Province. The instruments used in this study were interview and document review guidelines. To ensure the validity of the instrument, the researcher validated the interview guide and the document review guide, which had been validated by an expert validator, while evaluating himself on his understanding of qualitative methods, mastery of theory in the field under study, readiness, and provision for conducting research.

Data from interviews were collected for analysis, and the description of the merit system's enforcement was analyzed descriptively using qualitative techniques. The data analysis process used in this study is (1) data reduction, which is carried out through the process of selecting interview results, (2) data presentation, which is compiled through a collection of information and research in accordance with the research framework or model, in order to provide information and data that are related between the aspects studied, and (3) drawing conclusive conclusions. The descriptive analysis was carried out by analyzing the description of the merit system's enforcement using qualitative techniques.

### 3. RESULT AND DISCUSSION

#### ASN JUARA



Figure 3

According to research on the BKD of West Java Province, the merit system used by the West Java government covers a variety of aspects. First, the ASN performance appraisal and awards field by applying the assessment and evaluation of civil servant performance, awards for outstanding civil servants with innovative, inspiring, and future

leadership aspects, and fostering employee discipline. The two areas are apparatus development by increasing managerial, technical, and sociocultural abilities for high leadership and administrator positions, and functional position development by increasing technical and sociocultural abilities. Change agents and talent management, as well as increasing civil servant qualifications through scholarship programs. Third, service for transferring civil servants to district and city governments, managing ASN promotions, completing civil servant ranks, and structuring and managing high leadership and administrator positions in West Java province's regional apparatus. The four areas are procurement, dismissal, and personnel information, which are improved by compiling the formation requirements and implementing ASN procurement, SIMPEg integrated SI performance assessment (SIAp JABAR-TRK-KMob), database development, and staffing analysis as ASN management input (procurement, career development and competency improvement, promotions and transfers), and improving employee welfare. It is also linked to the secretarial division, which is in charge of maintaining office facilities and infrastructure, as well as providing training, short courses, and technical assistance for BKD apparatus. According to the theory related to the application of the merit system to government employees contained in the US Merit Protection Board (1979), namely:

- a. The recruitment and selection process is fair and open.
- b. Be fair to all government employees. West Java's government has implemented a performance appraisal and awarding system based on digital assessments such as TRK and EoTM.
- c. Salary and benefit distribution equity
- d. Upholding integrity, ethics, and a love of the public good
- e. Effective and efficient management of government employees
- f. Performance-based evaluation
- g. Development opportunities for government employees
- h. Protection of government employees from political influence
- i. Legal protections for government workers

The West Java government has put in place a system in which the BKN conducts the selection process centrally and transparently through the use of the CAT system. Furthermore, the West Java Government has implemented a performance appraisal and awarding system, namely TRK and EoTM, as well as being awarded a dinner with the West Java Governor if elected as an exemplary employee within the West Java local government. Every employee is given the opportunity to gain self-development in any position, JF or JPT, for periodic employee development, and there is also

the SEKARUNG BERAS application, which includes works and a joint study room for employees within the West Java Regional Government. The goal is to produce civil servants who are both national and international in their standards.

### BIROKRASI JUARA



Figure 4

All of these aspects are integrated into the JUARA BUREAUCRACY information system. The first is the evaluation and awarding of Apartur and award performance through the use of TRK, EoTM, early warning system attendance, awards for outstanding civil servants. The two apparatus development areas are SALITER BENSIN (Preparing Expert and Skilled ASN with National and International Standards), SILAJANG/e-functional (Functional Position Service System (online service for competency test, appointment, promotion, and dismissal of JF)), SATAPAK (administrative system) credit score assessment team), and SEKARUNG BERAS (Work collection system and shared study room). Third, in the mapping of West Java provincial civil servants, SIAP PAK EKO (Capacity Improvement for Civil Servants Mutations), Builder of guard lists for promotion, SILA UMAT (Regency and recommendation service system for district/city sub-district heads), SILA TUUR (Inspector proposal service system), and district/city assistant inspectors, J With the updating of ASN profile data and data integration with SAPK BKN, SIMPEG district/city, and other SI, the development of web-based digital staffing service features, and geospatial analysis on SIAP Employee mobile app development (attendance, vuti, permits, activity inputs, and so on), development of the JAbar SIAP dashboard feature, termination and retirement (e-pension), e-cards (KARIS, KARSU, TASPEN KARTU), and secretariat department by improving IT facilities and facilities Offices, development of BKD website portals, integrated information systems and personnel services, e-KGB, call center services

## Putting Together an Integrated Personnel Information System Integrated Information System

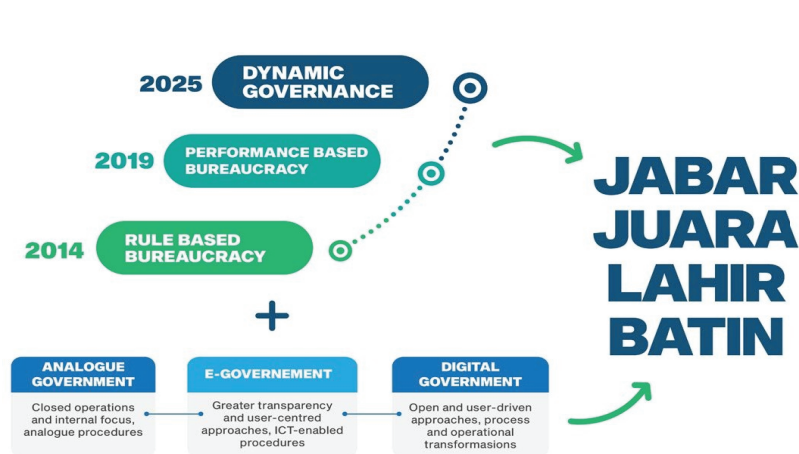


Figure 5

The West Java Provincial Government established the West Java roadmap to be an Inner and Outer Champion in order to achieve the goals of the ASN and the Champion Bureaucracy.

This roadmap is intended to strengthen West Java as a world-class local government, where the current bureaucracy, which is still based on performance, will lead to dynamic governance, namely governance capable of carrying out collaborative development in which all elements can play a role. The concept of the Pentahelix relationship, which includes ABCGM (Academics, Business, Community, Government, and Media), refers to these elements. As a result, a collaborative government ecosystem in which all parties can participate in development is required.

Digital Government, namely the provision of more efficient services online through an integrated one-stop portal, is required to support the achievement of Dynamic Governance. Similarly, the merit system is being used in the West Java Province BKD, which has implemented Digital Government. Building an integrated personnel information system is how technology is used. The Apparatus Information System (Siap Jabar) application scope includes: Personnel Database, Personnel Services, and Data and Statistics Recapitulation. As a result, several applications that can accommodate all BKD Personnel services for West Java Province are developed. Performance Evaluation and Awards, Apparatus Development, and Transfers and Promotions are among the services provided. The West Java Province BKD has created the following applications:

TRK

West Java BKD created the TRK application to objectively and proportionally measure employee performance. TRK can be accessed via desktop computers, laptops, and smartphones at any time and from any location. TRK is a component of a comprehensive personnel management system. TRK has a more effective and efficient impact on performance measurement, where previously performance measurement was done in a traditional manner and was not integrated with other data. The TRK application has been used by 98 percent of employees in West Java Province since January 2020 and can effectively measure employee performance based on work achievement groups per month, average trend of final grades, and monthly performance comparisons. TRK is a finalist in the Administration category of the IDC Smart City Asia Pacific Award 2021 this year. This application, in addition to measuring SKP (Employee Performance System), allows assessment of employee behavior based on 360 reviews and work behavior based on evidence. It will later be combined into an overall performance assessment and used as the basis for monthly payment of performance allowances. Employees who perform the best each month will receive certificates of appreciation, rotating trophies, an additional 100% performance allowance, and the opportunity to dine with West Java's Governor.

#### k-MOB

K-Mob is a real-time application developed by the West Java Provincial BKD to measure employee attendance at the office and outside the office using Wifi and GPS technology. It has been in use since January 2019. K-MOB measures employee performance in addition to attendance. This includes work targets and work behaviors that have been synchronized with attendance data, budget absorption, and performance outputs that will affect the agency's overall performance.

#### SIM JAWARA

In order to implement ASN talent management, the West Java Provincial BKD developed an application known as SIM JAWARA (Sistem Informasi Manajemen Talenta Jawa Barat Juara). This application is a system designed to evaluate ASN's performance and potential. This application has 92 features that include individual information (qualification, competence, potential, behavior, and performance) and institutional features. It was created by assessing the performance and potential of ASN, which is mapped into nine talent boxes. SIM JAWARA will make the process of mutation, rotation, placement, and promotion transparent, objective, planned, open, and free of political interference.

The role of the Leader in the Merit System at the BKD of West Java Province is very helpful in implementing the various innovations that have been produced, not only by facilitating by preparing an information technology system, but also by being involved in

awarding exemplary ASN by providing opportunities for all ASN in West Java Province to meet face-to-face and express direct appreciation to its employees. Furthermore, as a leader, the application of this merit system will not work if the leader is not open-minded, for example, in performance appraisal where there is a 360-rating system so that if the leader is open in giving assessments, he can provide an objective assessment for his subordinates. Another example in employee development is talent management; if there is no leadership role that provides "equal" opportunities for all civil servants, then talent management results cannot be applied in government, no matter how good they are.

#### 4. CONCLUSION

The findings of the research conducted within the framework of Human Resource Management Reform, which is implemented through the Merit System in the West Java Government environment, are intended to generate innovations in the fields of procurement, dismissal, and personnel information systems, apparatus development, apparatus performance appraisal and awards, and transnational mobility. These innovations were developed by combining integrated information technology from one field with the State Civil Service Agency. This is what has led to the West Java government being named a merit system award winner in Indonesia for all local governments and Ministries of Institutions. The role of the leader in implementing the merit system is also very important, especially because the decision is made by the regional leadership itself, and no matter how good the design is, it still requires support from the leadership. Human resource development is based on a meritocracy, with positions filled openly and competitively, underpinned by strong leadership and a commitment to good government governance. Access to good public services begins with filling positions using the "right man in the right place" principle [9].

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