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# **Career Development of Civil Servants with the Implementation of the Merit System at the Secretariat General of the House of Representatives of the Republic of Indonesia**

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**Abstract.** The merit system implementation in the environment of the General Secretariat of the House of Representatives of the Republic of Indonesia has reached a “Good” category. However, it has not achieved an ideal or maximum value as career development (54%) and information systems (54%) could be better. This research is a qualitative study with data obtained through observations and interviews of the parties involved in the career development policy of civil servants there. The analysis showed that civil servants' career development policy has gone well and is in line with the rules. However, one factor should be corrected or noted by the leadership, which is related to the fairness factor. This study proposes a policy model for the career development of civil servants called the SIMANTAP TIMBO Model. It is a simple system that includes evaluating civil officials' profiles or mechanisms for forming a talent pool and determining candidates who will occupy a position (successor office).

**Keywords.** Career Development, Civil Servants, Merit System, SIMANTAP TIMBO Model

## **Introduction**

It cannot be denied that government officials or bureaucracy played a crucial role in the past, present, and future national development process. The development successes that the Indonesian nation has achieved are primarily the result of implementing a series of development policies, in which the bureaucracy has provided the most significant contribution. Thus, the role of bureaucracy occupies a strategic position in the sustainability and progress of a nation [1].

Government officials must be proactive, innovative, and anticipatory when faced with dynamics in the government's internal and external spheres. For this reason, developing and improving government officials' knowledge, skills, and behavior must be considered continuously or sustainably so that professional government officials can be created.

Related to the above, public officials' selection, appointment, guidance, and development are based on correct and professional principles. Ability, capability, competency, professionalism, skill, integrity, and acceptability must be the primary considerations and parameters in appointing, approving, selecting, or all forms of recruitment of public officials and personnel. The appointment of public officials or other employees aims to find the person

with the most “merit” from the many available candidates. In this case, meritocracy is a political system that rewards those with more achievements or abilities. Meritocracy can also be interpreted as a view or providing opportunities for people to advance based on merit, namely based on their worthiness and skill or brilliance. The term meritocracy is often derived from the merit system, which, according to Woodard, is “a set of personnel policies and practices that focus on competence and ability in employment decisions to the exclusion of such nonjob-related factors.” These factors include patronage or other favoritism or discrimination” [2]. Additionally, Rakhmawanto [3] stated that Woodard's theory is in line with the bureaucratic reform in the Indonesian Civil Servant Act [4], which conveys that qualification, competence, performance, and fairness values are essential to increase the quality of public officials.

In connection with the above, for civil servants – or as Indonesian said, ASN (Aparatur Sipil Negara) – the Indonesian government is promoting the merit system as a strategic basis for strengthening ASN Management, as stated in the National Medium Term Development Plan (RPJMN) for 2020-2024 [5]. In the RPJMN, the strategy for strengthening ASN Management consists of:

1. Implementation of ASN Talent Management;
2. Simplification of Bureaucracy;
3. Functional Position Arrangement; and
4. Implementation of the ASN Merit System.

The merit system’s implementation is linked to several things, including the assessment of Bureaucratic Reform [6] and the National Strategy for Preventing Corruption [7]. The merit system is also linked to a program from the Corruption Eradication Commission (KPK), namely the Monitoring Centre for Prevention (MCP) Program, where ASN Management, as the spirit of implementing the merit system, is a critical assessment.

Minister of State Apparatus Empowerment and Bureaucratic Reform Regulation Number 40 of 2018 concerning Guidelines for the Merit System in ASN Management has been stipulated to realize a merit system in ASN Management. Following the Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform, in operationalizing the merit system, each government agency prepares a Road Map for Implementing the Merit System. The roadmap is outlined in an action plan document accompanied by achievement targets (outputs) and impacts/results of the planned actions (outcomes). Furthermore, to assess the implementation of the merit system, each government agency must form a Merit System Self-Assessment Team, which the Civil Service Development Officer determines [8].

In the context above, there is a strong interest or urgency regarding implementing the merit system in ASN Management. This is not only an effort to create professional ASNs as part of bureaucratic reform. However, it is also related to the realization of good governance. Thus, there is an urgency to implement the merit system immediately in all government agencies.

The merit system is a process (personnel management) that concerns all aspects of personnel management, from selection/recruitment, development/training, promotion, and other things based on ability/competence, not other considerations. Within ASN's scope, the merit system's operationalization is based on the Regulation of the Minister for Administrative Reform and Bureaucratic Reform Number 40 of 2018. The scope of the merit system includes:

- a) carry out recruitment, selection, and promotion based on open and fair competition by preparing sustainable human resource planning for the apparatus;
- b) treat ASN employees fairly and equally;
- c) manage ASN employees effectively and efficiently;

- d) provide equal remuneration for equal work, taking into account performance results;
- e) offer rewards to high employee performance;
- f) provide punishment for disciplinary violations;
- g) maintain high standards of integrity, conduct, and concern for the interests of society;
- h) implement position filling with competency tests by the required job competency standards;
- i) provide opportunities to develop competencies for ASN employees;
- j) carry out employee performance management to achieve organizational goals;
- k) protect ASN employees from political interference and arbitrary actions, And
- l) protect employees.

Based on the descriptions above, there is a strong interest or urgency in implementing the merit system in ASN Management. This is not only an effort to create professional ASNs as part of bureaucratic reform but also related to realizing good governance.

However, the merit system could have been running better and is being implemented quality by government agencies, both at the central and in the regions. The data shows that with the implementation of the merit system at the central level, most ministries and agencies have reached category III (Good). This means that most ministries and agencies have met the criteria for implementing the merit system. In the ministry scope, the figure has reached 94.1%; in the agency scope, it has reached 81.5%. Also, quite a lot of merit system implementations at the provincial level have met the established merit system criteria, namely 55.9%. On the other hand, the picture in the city/regency scope shows that most city/regency governments still need to meet the established merit system criteria, namely 12.8% of the total number of cities/regencies in Indonesia. Thus, the merit system policy has yet to be fully implemented within the scope of government agencies.

On the other hand, the achievement of implementing the merit system in government agencies can be seen from eight aspects that surround it, i.e., needs planning; procurement, career development; promotion and mutation; work management; remuneration, rewards, and discipline; protection and service; and information system. Based on the results of data analysis of the merit system assessment that has been carried out in the regional government scope, it shows these eight aspects in the implementation of the merit system in the regional government scope have not shown ideal results and are pretty far from the maximum value in each element. This description explains that regional government agencies that manage or administer their ASNs still need to follow the principles of the merit system.

Meanwhile, implementing the merit system within the Secretariat General of the House of Representatives of the Republic of Indonesia (Setjen DPR RI) has reached the “Good” category, with 54% of the aspects achieved [9]. However, judging from the aspects of the merit system surrounding it, Setjen DPR RI has not received the ideal or maximum score. Two aspects quite far from ideal in the scope of Setjen DPR RI are career development and information systems.

**Table 1.** Achievement of the Implementation of the Merit System within Setjen DPR RI

No.	Aspect	Progress of Achievements (%)	Ideal Score	Verification Score
1.	Needs planning	100	40	40
2.	Procurement	100	40	40
3.	Career development	54	130	70

4.	Promotion and mutation	69	40	27,5
5.	Work management	72	80	57,5
6.	Remuneration, rewards, and discipline	63	40	25
7.	Protection and service	100	16	16
8.	Information system	54	24	13
Total				289

Source: The Civil Service Commission. (2022). Merit System Oversight Working Group, Region I (Kelompok Kerja Pengawasan Sistem Merit Wilayah I).

The Civil Service Commission (Komisi Aparatur Sipil Negara/KASN) made assessment teams to supervise the merit system's implementation. Focusing on career development, several notes from the KASN Merit System Assessment Verification Team need to be taken to overcome problems and increase the value of implementing the merit system within the scope of Setjen DPR RI. In this regard, several notes in the Minutes of Assessment for the Assessment of the Merit System within Setjen DPR RI relate to the following matters [9].

**Table 2.** Merit System Implementation Verification Notes within Setjen DPR RI

<i>Aspect</i>	<i>Independent Score</i>	<i>Verification Score</i>	<i>Verification Notes</i>
Career Development	102,5	70	<ul style="list-style-type: none"> <li>- Employee profiles based on competency mapping for all employees are not yet available</li> <li>- Have not yet built a talent pool</li> <li>- Have not yet developed a succession plan</li> <li>- Information on competency gaps for all employees is not yet available</li> <li>- No competency development program plan (according to competency test results) to overcome competency gaps for all employees</li> <li>- Have not carried out regular work practices referring to State Administration Agency Regulation Number 10 of 2018 on Civil Servant Competency Development</li> <li>- Have not carried out regular coaching and mentoring in accordance with State Administration Agency Regulation Number 10 of 2018 on Civil Servant Competency Development</li> </ul>

Source: The Civil Service Commission. (2022). Merit System Oversight Working Group, Region I (Kelompok Kerja Pengawasan Sistem Merit Wilayah I).

Based on the descriptions above, the author wants to describe how the merit system is used in the career development system within Setjen DPR RI. The author will also provide an

alternative model that can be used to develop civil servant careers at Setjen DPR RI in the future. The construction of this civil servant career development model can realize systematic, transparent, and objective civil servant career development to obtain professional and dignified prospective leaders within Setjen DPR RI.

### **Methods**

This study undertakes an in-depth exploration of merit system implementation, particularly its role in the career advancement of civil servants within the Indonesian Civil Service (ASN) management. Employing a qualitative research methodology with a phenomenological approach, the aim is to elucidate the phenomena surrounding meritocracy within the civil service career progression.

Data acquisition involves both primary and secondary sources. Primary data, obtained directly from informed individuals, are garnered through observation and extensive interviews. Secondary data, comprising documents such as reference books and regulations, serve as preliminary investigations into the bureaucratic implementation of the merit system.

Data collection techniques are structured around three main activities, i.e., observation, in-depth interviews, and documentation. Data analysis unfolds through a continuous process involving data analysis technique, data reduction, data display, verification, and triangulating data validity. It aims to provide valuable insights into merit system implementation and its impact on civil service career development through systematic data collection, analysis, and validation.

### **Discussion**

#### *Evaluation of Civil Servant Career Development at Setjen DPR RI*

Concerning the effectiveness of the bureaucratic structure in implementing or administering Civil Servant Career Development policies, standard operating procedures (SOP) can optimize available time and function to standardize actions. Thus, this can lead to great flexibility and remarkable similarity in policy implementation.

However, SOP will become an obstacle in implementing civil servant career development when its implementation requires new ways of working. The greater the demand for changes in policy implementation, the greater the probability that the SOP will hinder the policy implementation. Policies with flexible planning procedures and excellent control over flexible programs can better adapt to new responsibilities than bureaucracies without these characteristics.

In implementing civil servant career development policies, SOPs relating to procedures or processes that must be followed must be implemented correctly or by the provisions. This causes internal demands for certainty of time and resources and the need for uniformity in work to be unknown, and each work unit is less responsible for achieving program or policy objectives.

Within the scope of Setjen DPR RI, there is no separate SOP in implementing civil servant career development policies. The implementation of career development for civil servants, especially in the scope of structural positions, still adheres to the old regulations, and there have been no changes according to the dynamics of the rules that have been determined. For example, when filling high-rank positions, Setjen DPR RI still applies an open selection model, as stated in the Regulation of the Minister for Administrative Reform and Bureaucratic Reform Number 15 of 2019 concerning Open and Competitive Filling of High Leadership Positions in Government Agencies. Minister of Administrative and Bureaucratic Reform

Regulation Number 3 of 2020 concerning ASN Talent Management has also been implemented to comply with this.

The above findings align with the results of the merit system assessment carried out by KASN. At Setjen DPR RI, there is no support for methods or tools to realize systematic, transparent, and objective ASN development. Thus, there is a need for methods, tools, or models that can be the basis for civil servants' career development within Setjen DPR RI.

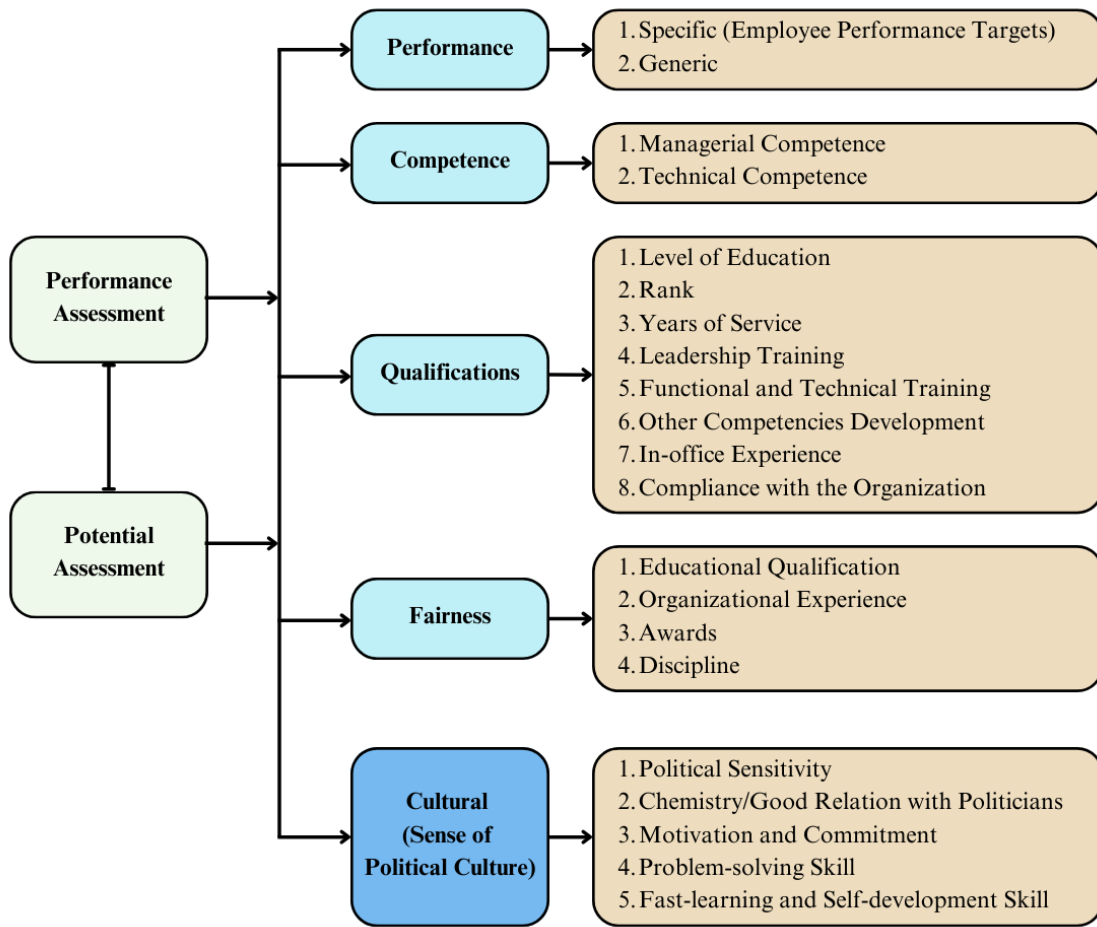
#### *Formulation of a Civil Servant Career Development Model for Setjen DPR RI*

Based on the analysis of the implementation of the civil servant career development policy of Setjen DPR RI, a civil servant career development model called SIMANTAP TIMBO is proposed as the policy output. SIMANTAP TIMBO is the abbreviation of “*Sistem Informasi Manajemen Talenta Pegawai berasaskan Teknik, Inovatif, Manajerial, Benchmark, dan Outstanding Degree of Change*” (Employee Talent Management Information System based on Technique, Innovative, Managerial, Benchmark, and Outstanding Degree of Change). This model was developed by observing the effectiveness of the bureaucratic structure in implementing or administering civil servant career development policies within the scope of the Secretariat General of the DPR.

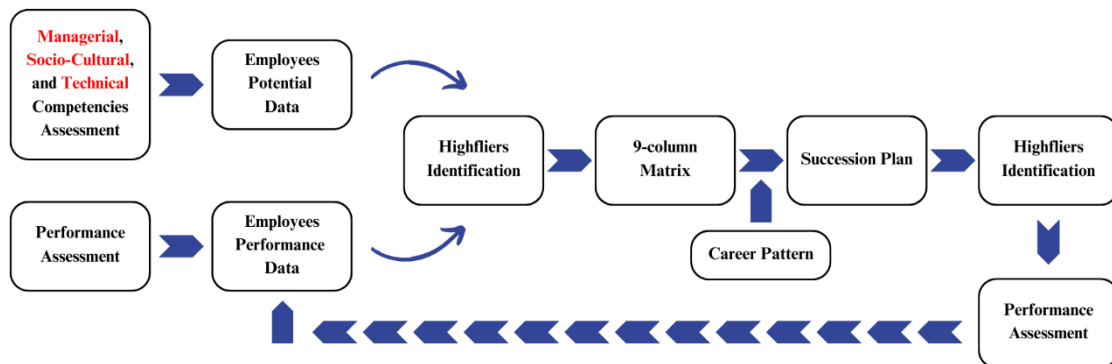
Based on Pictures 1 and 2, the development of talent management as a basis for career development for civil servants at Setjen DPR RI can be done as follows:

- 1) Identify, assess, and map talents. At this stage, it will provide an overview of the candidates and who has the right to become successors to the target position (a vacant or vacant position). The assessment of candidates to occupy target positions is based on predetermined variables, aspects, and indicators.
- 2) Assessment of each variable:
  - a. Performance assessment

Within the scope of civil servants, viewing or determining the performance of talent is done based on the work results achieved by each civil servant in the organization/unit per Employee Performance Targets (Sasaran Kinerja Pegawai/SKP) and Work Behavior as stated in the Government Regulation Number 46 of 2019. Determination of performance assessment scores can be done directly based on the regulation values and performance scores. Determining performance assessment scores can also be done by making assessment levels of work results (see matrix below). For an agency that has its own method or form of performance assessment of talent, in its talent performance assessment, it can combine performance assessment based on SKP and Work Behavior with the performance assessment method. From the two performance assessments, weighting can be given to each type of performance assessment. For example, a performance assessment based on SKP and Work Behavior weighs 70%, and a performance assessment using its method weighs 30%.



**Picture 1.** SIMANTAP TIMBO as a civil servant career development model



**Picture 2.** The Mechanism of SIMANTAP TIMBO Talent Pool Development

These two assessments have different assessment weights, and each aspect of the two evaluations has an assessment level. After weighting and leveling, a grade or scoring is carried out.

b. Potential Assessment

Viewing or determining the potential variable of talent as per Minister of Administrative and Bureaucratic Reform Regulation Number 3 of 2020 is based on four aspects: i.e., potency, competence, track record, and other considerations. The first thing that can be done is to give weight to each of the four aspects. The weighting of each element can consider the level/level of position or other matters related to the conditions of each agency.

In the potential and competency aspects, obtaining a value or score for talent can be done using a Person Match Analysis (Person/Individual) with their position (Job Person Match Analysis). Based on the analysis between the results of the mapping (assessment) of talent and the level of competency of the position (target), the JPM value is obtained. Furthermore, the JPM value can determine a talent's value, potential, or competency score.

**Table 3.** Potential Rating Scale

<i>No.</i>	<i>Category</i>	<i>Value</i>
1	High	18,63 -24
2	Middle	13,3 - 18,62
3	Low	8 - 13,2

In the competency aspect, obtaining a value or score for talent is done using a person match analysis (person/individual) of their position (Job person match analysis). Based on the analysis between the results of the mapping (assessment) of talent and the level of competency of the position (target), the JPM value is obtained. Furthermore, the JPM value can be directly used to determine a talent's value, Potential, or Competency score.

In other Potential assessments, namely the Track Record aspect and the Other Considerations aspect, obtaining a value or score for talent involves creating a level/leveling of each sub-aspect, which is the basis for the assessment. Next, a value or score can be determined for each level.

In the Track Record and Other Considerations aspects, obtaining a value or score for talent can be done by leveling/leveling each sub-aspect, which is the basis for the assessment. Next, a value or score can be determined for each level/level.

c. Talent determination in the talent pool

The talent determination in the talent pool is based on the results of the assessment and calculation of performance variables and potential variables, which are adjusted according to the criteria for assessing performance variables and potential variables.

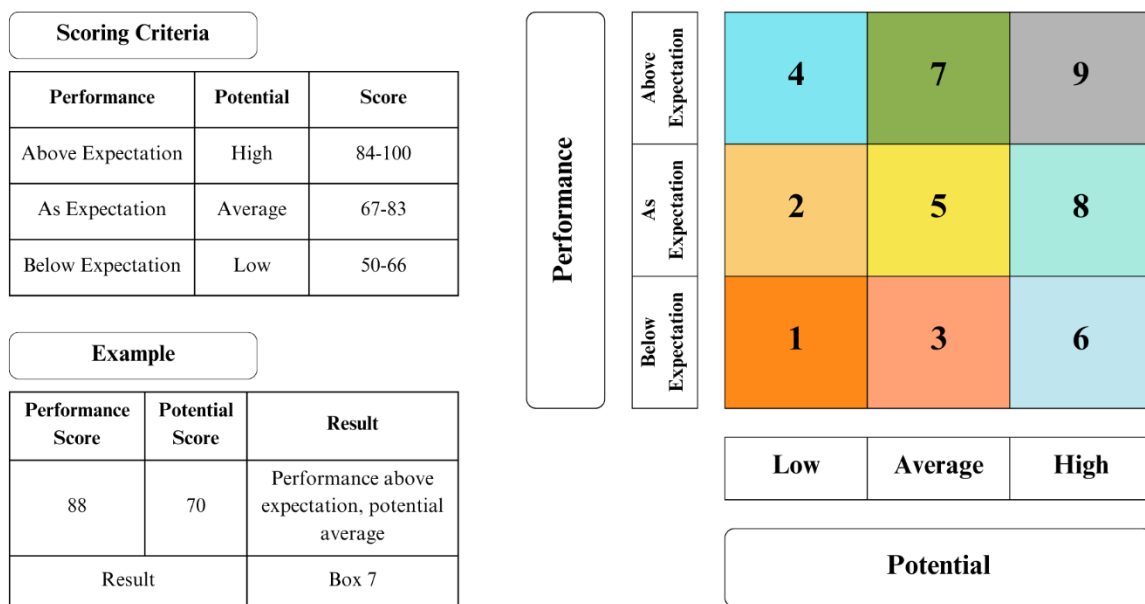
By determining the weights and obtaining values/scores from the calculations' results, as well as determining the passing grades for each criterion (in the assessment of performance variables and the assessment of potential variables), the placement/position of talents can be determined in the talent pool.

Within the scope of Setjen DPR RI, for the Track Record aspect, a value or talent score is obtained, which includes an assessment of indicators: a) Educational Level, b) Rank/Class, c) Years of Service, d) Leadership/Functional Training, e) Competency Development, f) Awards, and g) Morality.

**Table 4.** Assessment of Performance Variables

No.	Assessment elements	Weight	Score	Deviation	Total
1.	Performance				100%
	a. SKP	70%	70%	0%	
	b. Work behavior	30%	30%	0%	
2.	Potential				100%
	a. Potency	30%	30%	0%	
	b. Competence	30%	30%	0%	
	c. Track record	15%	15%	0%	
	d. Other considerations	25%	25%	0%	

Meanwhile, for the Other Considerations aspect, a value or talent score is obtained, which includes an assessment of indicators: a) Organizational Experience, b) Consideration of Career Aspirations, c) Attendance Discipline, and d) Recommendations.

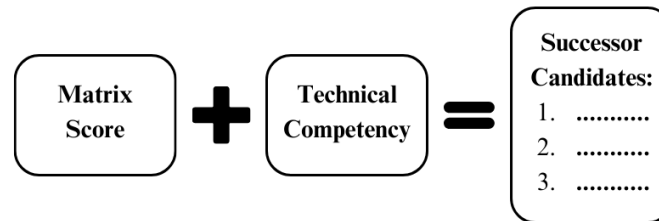


**Picture 3.** Talent and Talent Pool Determination

d. Successor determination

In the Minister of State Apparatus Empowerment and Bureaucratic Reform Regulation Number 3 of 2020 on Talent Management of Civil Servants, successors are nominated to replace officials currently occupying target positions. They are prepared to occupy them when vacant or as needed. In this case, talents included in box 9 in the talent pool can be placed directly in the target position (See Picture 3).

Meanwhile, specifically for a Government agency that prepares Talent Management with a general (generic) talent pool flow or mechanism, the determination of a successor can be determined by giving weight to the assessment results in the talent pool (matrix), especially the Potential assessment, and the results of their Technical Competency.



**Picture 4.** Final Talent Assessment

*The Advantages of the SIMANTAP TIMBO Model*

The SIMANTAP TIMBO model, as a basis for a method or system, has advantages in the civil servant career development process. These advantages can be seen from two sides, namely in terms of effectiveness and efficiency. In terms of effectiveness, using this method or system shortens the time required for the civil servant career development process. Meanwhile, in terms of efficiency, the costs incurred in the career development process for civil servants are more economical.

A comparison of the civil servant career development process using the old method or system, namely open selection, with the new method/model, namely the SIMANTAP TIMBO Model, is as follows:

**Table 5.** The Benefits of Talent Management in the Practice of Filling High-ranking Positions

<i>Type and Criteria</i>	<i>Open Selection</i>	<i>Talent Management</i>
Effectiveness	Time requirement: 4-6 months a. Announcement b. Competency mapping c. Writing and presenting paper d. Final interview e. Successor appointment	Time requirement: real-time a. Viewing talent pool b.
Efficiency	Budget requirement (IDR 400-500 million) a. The secretariat of the selection committee b. Selection committee members c. Competency mapping d. Open selection operation	The budget requirement is very minimal (operational cost of the agency's talent management team).

From the table above, it can be explained that the civil servant career development process uses the old method or system, namely open selection, which takes around four to six months to fill the High-ranking Position (JPT). This is because in the JPT Open Selection process, there are stages that must be passed, namely:

- f. Announcements or publications related to open selection activities;
- g. Administrative selection of prospective selection participants;
- h. Competency Test (managerial, socio-cultural, and technical);
- i. Writing and presenting papers;
- j. Interview; and

k. Determination of open selection result.

Meanwhile, a new method/model, the SIMANTAP TIMBO Model, will make the career development process for civil servants real-time. This is because each position has its candidate or successor.

Meanwhile, in terms of efficiency, it can be explained that the civil servant career development process uses the old method or system, namely open selection, which requires enormous costs ranging from 400 million to 600 million for filling high-rank positions. This is because, in the JPT Open Selection process, several budget allocations must be made, which include:

- a. Selection Committee Secretariat Honoraria;
- b. Selection Committee Member Honoraria;
- c. Competency Mapping (managerial, socio-cultural, and technical);
- d. Operations of the Selection Committee Secretariat.

Meanwhile, using a new method/model, the SIMANTAP TIMBO Model, the career development process for civil servants will be relatively inexpensive. This is because filling each position has been done through a built-in system.

### **Conclusion**

The results of the analysis regarding the practice of career development for civil servants within Setjen DPR RI are as follows:

First, civil servant career development at Setjen DPR RI is based on the qualifications stipulated in various civil service regulations. These qualifications include age, rank/class, length of service, job experience, and educational qualifications.

Second, the practice of civil servant career development at Setjen DPR RI is based on the competencies possessed by each civil servant. The competencies measured are Managerial Competency (which is calculated from the level of education, structural or management training, and leadership experience), Socio-Cultural Competence (which is measured from work experience related to a pluralistic society in terms of religion, ethnicity, and culture to have a national insight); and Technical Competency (which is measured by educational level and specialization, functional technical training, and technical work experience).

Third, the practice of civil servant career development at Setjen DPR RI is based on the performance assessment produced by each civil servant. The performance assessment of civil servants is based on Government Regulation Number 30 of 2019 concerning the Performance Assessment of Civil Servants. In this case, civil servant performance is defined as the work results achieved by each civil servant in the organization/unit per the Employee Performance Targets (SKP) and work behavior.

Fourth, civil servant career development at Setjen DPR RI is based on fairness towards all civil servants. Regulations related to filling positions also focus on fairness as part of the merit system principles that must be considered in open selection. Justice refers to equal treatment and the same opportunities to carry out the role of a civil servant without discrimination regarding physical condition, ethnicity, status, politics, or religion. Apart from that, providing equal opportunities must also be based on performance assessment as part of giving rewards and punishments. Based on that, the SIMANTAP TIMBO model can be offered as a tool for better career development, hopefully resulting in better government performance.

Based on the conclusion, it can be recommended to stakeholders regarding civil servant career development within Setjen DPR RI as follows:

1. Implement existing civil servant career patterns complimented with the SIMANTAP TIMBO model, ideally to support civil servant career development practices at Setjen DPR RI. Civil servant career patterns are based on qualifications stipulated in various civil service regulations. These qualifications include age, rank/class, length of service, job experience, and educational qualifications.

2. Develop and determine Competency Standards for Civil Servant Positions as a basis for developing civil servant careers at Setjen DPR RI. Civil Service Competency Standards involve Managerial, Socio-Cultural, and Technical Competency Standards. On the other hand, it also continues to increase competency development to support civil servant career development practices at Setjen DPR RI.

3. Develop or build objective performance assessments to support civil servant career development practices at Setjen DPR RI. Each civil servant's performance assessment is based on achieving realized results with predetermined performance targets. On the other hand, civil servants' performance assessments are also based on their work behavior, which can be measured through tiered or comprehensive evaluations.

4. Implement fair and non-discriminatory civil servant career development practices at Setjen DPR RI. In this case, civil servant career development is based on systematic, transparent, and objective principles. In this regard, a system was created that accommodates and focuses on assessing civil servants' qualifications, competencies, and performance. This system refers to the talent management system, which will produce a talent pool and talent succession plan for filling positions within the scope of structural and functional positions.

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