



Evaluation of the Effectiveness of Civil Servant Recruitment Based on Regulation Changes in Indonesia

Ibrahim Kristofol Kendi

Manajemen Administrasi Perkantoran, Universitas Cenderawasih

Email : kendikristofol@gmail.com

Abstract *This research explores changes in personnel regulations that reflect the government's efforts to consistently boost the human resource capacity of state apparatus. Law No. 8/1974 emphasizes ideological loyalty and administrative requirements without a competency-based system. Law No. 43 of 1999 introduced the principle of merit and competency-based selection, although it is still constrained by supervision and technology. Significant reforms occurred in the State Civil Service Law with the implementation of comprehensive meritocratic principles using technology such as Computers Assisted Test (CAT), and supervision by independent institutions such as KASN and BKN. The results of the study indicate an increase in effectiveness in transparency, accountability, and professionalism of civil servants along with the development of regulations, although implementation challenges in the regions remain obstacles. This study recommends strengthening technological infrastructure, supervision, and ASN training to support sustainable bureaucratic reform.*

Keywords: *Evaluation, Effectiveness, Recruitment, Civil Servants*

1. INTRODUCTION

Civil servant recruitment is an important process in personnel management in Indonesia. As a step to achieve efficient and effective governance, recruitment regulated by various laws continues to develop following the expectations and dynamics of society. This aims to ensure that the State Civil Apparatus meets the standards of expertise, morality, and skills needed today.

Historically, there have been several main regulations governing the civil service system in Indonesia, including civil servant recruitment. Law No. 8/1974 concerning Civil Service, which became the initial foundation in the management of state civil service. This law emphasizes bureaucratic stability and filling positions through a structured pattern. Law No. 43/1999 introduced various adjustments to support post-New Order bureaucratic reform, including transparency and accountability in recruitment.

Law No. 5/2014 introduced the concept of State Civil Apparatus with a merit system approach, based on competence and performance to encourage bureaucratic professionalism. Each of these policies has a different approach in terms of recruitment systems, along with the transformation of all aspects of state life in Indonesia. However, in practice, the effectiveness of civil servant recruitment often faces various challenges, such as nepotism, lack of transparency, and competency mismatch. A comparative study of these three regulations is important to analyze the differences in approaches used in regulating civil servant recruitment, in addition to evaluating the effectiveness of each regulation in producing professional and qualified civil servants and providing recommendations for improving the recruitment system in the future.

The results of this study will provide academic and practical contributions to the development of a better state civil service system, while also answering the challenges of bureaucratic reform in Indonesia. The basic question that needs to be answered is, if a comparison is made between all the policies as mentioned above, which one is more optimal and appropriate in accordance with the principles of ASN management to meet the needs of today's bureaucratic reform, the existence of policy changes is certainly based on the reasons why changes need to be made and what targets will be achieved next. The demands of society for bureaucratic professionalism including public services are a fundamental problem why the government is always looking for the right policy format to regulate or manage the State Civil Apparatus in Indonesia.

In the context of the procurement of Civil Servants, each policy has a different orientation but the same goal. The procurement of employees is intended to fill vacant positions due to employees retiring so that the effectiveness of the work of government organizations continues to run continuously.

2. RESEARCH METHODS

This study adopts a qualitative approach with an analytical description research design. Critical analysis is applied to compare and evaluate the provisions contained in the HR policy in the public sector. Secondary data includes books, scientific journals, articles, reports, and other documents relevant to the topic of civil servant recruitment, state administration theory, and personnel systems. Data collection is carried out through document studies by analyzing various related literature, regulations, and academic publications.

3. LITERATURE REVIEW

Organizational Effectiveness

Effectiveness in the perspective of civil servant recruitment refers to the extent to which the recruitment system is able to form highly competent and qualified human resources, and according to the needs of the organization. (Robbins, SP, & Coulter, M. (2016). Kast, FE, & Rosenzweig, JE (1972) stated that effectiveness depends on how the organization manages input (human resources, finance, and technology), processes (management and policies), and output (public services). In the context of government employees, effectiveness is determined by competency-based recruitment, training, and performance-based management.

This theory states that organizational effectiveness is measured through the achievement of predetermined goals. These goals include the provision of public services,

bureaucratic efficiency, and reform of the personnel system, (Etzioni, A. 1964). In application, this is in line with the civil servant recruitment policy which is in line with the goal of creating a professional and competent bureaucracy, reflecting the application of this theory.

Merit System

The merit system is a human resource management principle that prioritizes personal skills, competence and performance and emphasizes the principles of fairness, clarity and responsibility in the selection and promotion process. Mosher , FC (1982).

Mosher, FC (1982) describes the effectiveness of government employee organizations often associated with the implementation of the merit system. This system focuses on the principles of recruitment, promotion, and performance assessment based on individual qualifications, competencies, and performance. In Indonesia, it can be seen through the ASN policy which is an implementation of the merit system in the Indonesian bureaucracy. In Contingency Theory , organizational effectiveness depends on the extent to which the organization is able to adapt to its environment. In the context of government employees, this includes adaptation to changes in regulations, technology, and community needs. The use of technology in civil servant selection (such as CAT) reflects the application of this theory, (Lawrence, PR, & Lorsch, JW 1967).

Recruitment and Selection

The process of procuring and selecting workers in HR management aims to obtain individuals with qualifications and abilities that match the demands of the organization. Important aspects of this theory include the competency approach, selection methods, and transparency, (Dessler G. 2013).

The Human Capital Theory introduced by Becker, GS (1993) emphasizes that recruitment and selection is a process of investment in human resources to strengthen organizational productivity . By recruiting individuals who have the best skills, education, and experience, organizations can achieve their strategic goals. Janz, T. (1982), with the Behavioral Theory Consistency suggests that a person's past habits *are the best predictors of their future behavior. In selection, techniques such as competency-based interviews and work simulations are used to measure this behavioral consistency.* Signaling Theory in Recruitment *This theory explains that in the recruitment process, organizations provide signals to candidates about the organization's values, culture, and working conditions. These signals influence candidates' decisions to apply and join,* (Spence, M. 1973). Deci, EL, & Ryan, RM (1985) highlighted the importance of measuring candidate motivation during the selection process through motivation theory and the selection process where intrinsic and extrinsic motivation can influence a

person's suitability for a particular role. In addition, Gilliland, SW (1993) with the theory of justice in recruitment (*organizational justice theory*) focuses on candidates' perceptions of fairness in the recruitment and selection process, which can influence the organization's reputation and the candidate's decision to accept a job offer.

Bureaucratic Reform

Bureaucratic reform is a process of change in the bureaucratic system to create effective, efficient, and competitive public services. Law No. 5 of 2014 is a concrete manifestation of this reform through strengthening the merit system and utilizing technology in ASN recruitment. Osborne, D., & Gaebler, T. (1992). Max Weber, a sociologist, developed a theory of bureaucracy that emphasizes organizational efficiency through clear division of tasks, a firm hierarchy of power, and systematic application of rules. Although Weberian theory underlies many modern bureaucratic structures, criticism of this bureaucracy has emerged because of its tendency to become rigid and less responsive to change, (Weber, M. (1947)).

Bureaucratic reform in the context of NPM includes strengthening accountability and transparency, as well as the use of technology to improve public services. Hood, C. (1991). Governance Theory This theory focuses on the shift from government that only involves the state to a form of collaboration between stakeholders. In the context of bureaucratic reform, this theory carries the application of transparent, accountable, participatory, and independently supervised governance principles to improve the quality of public services and resource management. (Osborne, SP 2006).

Institutional Change Theory This theory focuses on how institutions (including bureaucracy) adapt to changes in the external and internal environment. Bureaucratic reform is seen as a process of institutional change that involves renewing the culture, structure, and policies of the bureaucracy to improve performance and responsiveness to societal demands. North, DC (1990).

Post-Bureaucratic Theory This theory criticizes the traditional bureaucratic structure which is considered rigid and inflexible in facing the challenges of the modern era. Bureaucratic reform in the post-bureaucratic perspective focuses on decentralization of power, collaboration between institutions, and the use of digital technology to create a bureaucracy that is more efficient, responsive, and adaptive to change. Raadschelders, JCN (2008). Organizational Change Theory Organizational change theory emphasizes the importance of managing change in the bureaucracy to achieve reform goals. Organizational change in the bureaucracy focuses on improving processes, systems, and work culture to be more efficient and serve the community well. (Kotter, JP (1996)).

Good Governance

Good governance emphasizes the principles of transparency, accountability, participation, and responsiveness, which are relevant in the discussion of civil servant recruitment (UNDP 1997). Bureaucratic reform reflected in Law No. 5 of 2014 seeks to encourage good ASN governance.

a. Participation and Transparency Theory

Participation theory emphasizes the importance of public involvement in the governance process. In the context of civil servant recruitment, this principle leads to transparency in the announcement, selection, and results of the recruitment carried out. Good government must ensure that the entire civil servant recruitment process is accessible and understandable to the public. Fung, A., & Wright, EO 2003).

b. Accountability Theory

Accountability means the government's responsibility to provide explanations for actions and decisions taken, and to ensure that the public can understand these decisions . In civil servant recruitment, accountability involves monitoring the implementation of selection and ensuring that the process is carried out in accordance with applicable regulations. Internal (by the State Civil Service Agency) and external (by independent institutions such as the State Civil Service Commission or KASN) supervision are very important to ensure that civil servant recruitment is carried out with the principle of fairness and without any KKN practices (corruption, collusion, and nepotism, Grindle , MS (2004).

c. Theory of Efficiency and Effectiveness

In the context of civil servant recruitment, efficiency refers to the government's ability to conduct selection at optimal cost and time, while effectiveness relates to the achievement of the goal of obtaining competent and professional civil servants. Efficient and effective recruitment will ensure that the selection process is not only fast and accurate, but also produces civil servant candidates who truly meet the competency standards required to carry out government duties and functions. World Bank. (1992).

4. DISCUSSION

To make a comparison of the Civil Servant (PNS) recruitment policies, we can look at the fundamental changes in these three regulations over time. Here is a comparative study of changes in the PNS recruitment policies in Indonesia based on the three laws:

Policies with Limited Effectiveness

This policy regulates the basics of civil servant recruitment which are still general and limited, with the aim of creating civil servants who are honest, capable, and loyal to Pancasila, the 1945 Constitution, and the state. The emphasis is on administrative selection and entrance exams as the main requirements. The selection mechanism in this era was not yet competency-based as regulated in more modern regulations. Supervision and selection were still carried out by the existing civil service agency at that time and did not involve special independent institutions as they are today.

This system is quite effective in building a sense of loyalty and devotion to the state, Pancasila, and the 1945 Constitution because the recruitment criteria emphasize administrative aspects and ideological orientation. However, due to the lack of competency assessment, recruitment tends to produce human resources who may have loyalty and commitment, but do not always have the technical competence or expertise needed to carry out government functions efficiently.

By focusing on administrative selection and entrance examinations, this law can filter candidates who meet basic administrative requirements and have sufficient initial understanding. This provides a basic foundation to ensure that civil servant candidates have minimal administrative and intellectual suitability. Because the selection system is not competency-based, the effectiveness in obtaining human resources that truly match the specific needs of the job is still low. This makes the selection less able to guarantee professionalism and technical skills relevant to a particular position.

Supervision carried out by local civil service agencies allows for a more controlled and centralized selection process in one agency. This can create a more uniform process across regions. Internal supervision without the involvement of an independent agency risks being less transparent and vulnerable to non-objective practices, such as nepotism or corruption in civil service recruitment. The absence of a special independent agency also limits the effectiveness of objective and accountable supervision of the recruitment system.

This system does not focus on developing human resources that are oriented towards high professional capabilities. As a result, the effectiveness in improving the quality of public services from recruited human resources is also relatively limited. By only focusing on loyalty and administrative compliance, the effectiveness of this policy in responding to complex public administration challenges is still low. The recruitment policy has not been able to answer the need for experts who are able to improve the efficiency and performance of the public sector.

Overall, Law No. 8 of 1974 has limited effectiveness in terms of improving the technical capabilities and professionalism of civil servants because it has not implemented a structured competency-based system. However, this policy is quite effective in ensuring ideological loyalty and administrative requirements, although there are still limitations in transparency and quality of selection results due to the lack of independent supervision.

Terms On Technical Capability

This policy has an increased focus on professional skills and technical competencies in the civil service recruitment process. Competency-based selection has been introduced to improve the quality of human resources in government. The addition of the merit principle in recruitment, where the selection of civil service candidates must be carried out by prioritizing fairness and competence. The selection process has begun to be improved to be more open and competitive to recruit more qualified human resources, but the assessment system and selection methods are still developing.

With the introduction of competency-based selection, Law No. 43 of 1999 has succeeded in improving the quality of recruitment by screening prospective civil servants who are more suited to the needs of the position and specific tasks. This has had a positive impact in producing civil servants who are not only loyal to the country, but also competent in their field of work.

Although competency selection was introduced, its implementation is still limited due to the absence of consistent and modern evaluation standards as applied in the newer era. This competency-based assessment system has not been fully integrated across all levels of government, which can hamper the effectiveness of competency-based selection across regions.

The application of the principle of merit in recruitment is a step forward in building a fairer and competency-based system, so that the opportunity for nepotism and other non-objective practices can be minimized. This makes the selection system more transparent and provides a fairer opportunity for qualified civil servant candidates. Although the principle of merit was introduced, the effectiveness of its implementation has not been maximized in all regions. There are still variations in the application of the principle of merit in the regions, which is caused by the lack of supervision and standardization as a whole. This can lead to uneven quality of human resources between the center and regions.

A more open and competitive recruitment process has succeeded in increasing public trust in the civil service selection system. Increased transparency helps to recruit more qualified human resources, because candidates who take part in the selection are those who have better

competence and professionalism. This system is also able to attract more competent candidates, because they feel that the selection is carried out fairly.

However, the openness and competitiveness of the selection process at that time were still not fully supported by technology and strong independent supervision, so that its effectiveness was still constrained in terms of monitoring and standardization across regions. This system was still prone to favoritism or subjectivity in the selection process, especially in regions that still had strict supervision constraints.

The implementation of competency-based selection has resulted in an increase in the quality of human resources, especially in terms of technical skills and professionalism in the government work environment. Recruited civil servants have skills that are more in line with the demands of the task, which helps improve the efficiency and effectiveness of public services. However, the implementation of competency-based selection and the principle of merit has not been carried out comprehensively, so that the quality of human resources in various regions still varies. Differences in implementation in the regions cause inconsistent selection results and potential differences in quality between civil servants in the center and in the regions.

Overall, Law No. 43 of 1999 has succeeded in increasing the effectiveness of civil servant recruitment through the implementation of competency-based selection and merit principles that are better than the previous law. However, the effectiveness of this system is still limited by the lack of modern technology and independent supervision, which was only introduced in Law No. 5 of 2014. Thus, although the quality of government human resources has improved, differences in implementation in the field are still a challenge that needs to be fixed so that this policy is more effective nationally.

Merit System Policy

This policy implements a more systematic merit-based system, regulates the recruitment process based on ability, expertise, and performance, and has more open and accountable selection standards. This law regulates the formation of an independent institution to ensure the implementation of the merit system autonomously, as well as the role of the State Civil Service Agency (BKN) as a technical institution that oversees the management of national personnel. The recruitment process begins to use technology, including the Computer Assisted Test (CAT) to ensure the objectivity of the selection. This allows for a more transparent and competency-based process.

The introduction of the ASN concept that includes PNS PPPK expands the scope of government personnel. This increases flexibility in the procurement of government workers,

both for long-term (PNS) and short-term (PPPK) needs, according to the needs of the agency. This concept ensures that the government can manage human resources more efficiently and according to the specific needs of the agency, without always having to be tied to the appointment of permanent PNS.

This law implements a systematic merit system, which ensures that recruitment, promotion, and development of ASN are carried out based on qualifications, competence, and performance. With this system, subjective practices such as nepotism and favoritism in ASN selection can be minimized. The merit system has succeeded in creating more professional and competent ASN, improving the quality of public services and bureaucratic performance. The implementation of the merit system at the regional level still faces challenges, such as a lack of resources and effective supervision, resulting in uneven implementation throughout Indonesia.

The selection process that uses technology, such as *Computer Assisted Test* (CAT), has increased transparency, accountability, and objectivity. This reduces the potential for manipulation of selection results, because technology-based systems are more difficult to intervene. With a more transparent selection, public trust in the ASN recruitment process increases. This system also helps create a competitive selection environment and encourages quality candidates to join. Although objective, not all regions have adequate technological infrastructure to run CAT-based selection, even though it has become the standard at the national level.

The establishment of the State Civil Service Commission (KASN) and the active role of the State Civil Service Agency (BKN) have increased supervision of the implementation of the merit system. KASN is tasked with ensuring that the selection and management of ASN is carried out independently, without political interference or actions that deviate from the principle of meritocracy . These institutions ensure that government work units, both vertical and autonomous, comply with the principle of merit and regulations related to ASN management. Although KASN and BKN have functioned well at the national level, the effectiveness of supervision in the regions still needs to be strengthened to ensure the consistency of the implementation of the merit system.

By focusing on competency-based, qualification-based, and performance-based recruitment, this law has succeeded in improving the quality of human resources working in the public sector. ASN recruited have abilities that are more in line with the needs of the position and can contribute to achieving government targets. ASN recruited through this system

are better prepared to provide quality and efficient public services because selection is based on the specific needs of the position.

The use of CAT creates a modern, fast, and objective selection system. This system is one of the important innovations in ASN management that can be widely accessed by prospective participants from all regions. Expanding the implementation of CAT in remote areas is still a challenge due to limited infrastructure and human resources that support this technology.

The implementation of the merit system, the use of technology such as CAT, and the role of independent institutions (KASN and BKN) increase transparency, accountability, and the quality of ASN in general. Although the effectiveness of this law is clearly visible, the main challenge remains its implementation in regions with limited infrastructure, human resources, and supervision. With consistent implementation and strengthening in the regions, this law has the potential to produce professional, competent, and integrity ASN, which will support bureaucratic reform in Indonesia.

Overall Comparison

<i>Policy Aspects</i>	<i>Law No. 8 of 1974</i>	<i>Law No. 43 of 1999</i>	<i>Law No. 5 of 2014</i>
<i>Recruitment Objectives</i>	Honest, capable, loyal to Pancasila	Increasing professionalism and competence	Professional, accountable, competitive
<i>Selection System</i>	Administrative selection, general exam	Competency selection begins to be introduced	Merit-based, competency-based and qualification-based
<i>Supervision</i>	Local employment agency	National Civil Service Agency (BKN)	KASN and BKN as supervisors
<i>Transparency</i>	Limited	More open	Digital and CAT based

Source: analyzed from various sources

5. CLOSING

Conclusion

The development of ASN recruitment policies according to the three policies shows a significant increase in the effectiveness and quality of government HR management. Law No. 8 of 1974 focused on ideological and administrative loyalty, but had not implemented a competency-based system. Law No. 43 of 1999 introduced the principle of merit and competency-based selection, although its implementation was still hampered by technology and adequate supervision. Major reforms occurred through Law No. 5 of 2014, which strengthened the merit system, adopted technology such as CAT, and involved independent institutions to increase transparency and accountability. The main challenge remains in

implementation in the regions, but this law has great potential to create professional, competent, and integrity ASN to support bureaucratic reform.

Recommendation

- a. The government needs to ensure equal access to technology, such as facilities for Computer Assisted Test (CAT), so that the implementation of competency-based selection can run optimally in all regions, including remote areas.
- b. There needs to be a strengthening of the role of institutions such as KASN and BKN to ensure that the implementation of the merit system is carried out consistently by vertical and autonomous institutions. This can be achieved through local supervisor training and technology-based supervision.
- c. The government needs to develop more detailed national standards and an integrated monitoring system to ensure uniformity in the implementation of the merit principle, competency-based selection, and ASN management.
- d. In addition to competency-based selection, the government also needs to improve continuous training and development for ASN so that technical capabilities and professionalism can continue to be improved in accordance with the needs of the times.
- e. Better synergy is needed between KASN, BKN, and related agencies to overcome obstacles in implementing policies in the regions, such as supervision, reporting, and personnel development.
- f. The government must conduct periodic evaluations of the implementation
- g. Law No. 5 of 2014 to identify obstacles and improve emerging weaknesses, so that bureaucratic reform can continue to run sustainably.

6. BIBLIOGRAPHY

- Becker, G. S. (1993). *Human capital: A theoretical and empirical analysis, with special reference to education*. The University of Chicago Press.
- Deci, E. L., & Ryan, R. M. (1985). *Intrinsic motivation and self-determination in human behavior*. Springer Science & Business Media.
- Denhardt, R. B., & Denhardt, J. V. (2015). *The new public service: Serving, not steering*. Routledge.
- Dessler, G. (2013). *Human resource management* (13th ed.). Pearson Education.
- Etzioni, A. (1964). *Modern organizations*. Prentice Hall.
- Fung, A., & Wright, E. O. (2003). *Deepening democracy: Institutional innovations in empowerment participatory governance*. Verso.

- Gilliland, S. W. (1993). The perception fairness of selection systems: An organizational justice perspective. *Academy of Management Review*, 18(4), 694–734.
- Grindle, M. S. (2004). Good enough governance: Poverty reduction and reform in developing countries. *Governance*, 17(4), 525–548.
- Janz, T. (1982). Initial comparisons of patterned behavior description interviews versus unstructured interviews. *Journal of Applied Psychology*, 67(5), 577–580.
- Kast, F. E., & Rosenzweig, J. E. (1972). *General systems theory: Applications for organization and management*. McGraw-Hill.
- Kotter, J. P. (1996). *Leading change*. Harvard Business Review Press.
- Lawrence, P. R., & Lorsch, J. W. (1967). *Organization and environment: Managing differentiation and integration*. Harvard University Press.
- Mosher, F. C. (1982). *Democracy and the public service*. Oxford University Press.
- North, D. C. (1990). *Institutions, institutional change, and economic performance*. Cambridge University Press.
- Osborne, D., & Gaebler, T. (1992). *Reinventing government: How the entrepreneurial spirit is transforming the public sector*. Addison-Wesley.
- Osborne, S. P. (2006). The new public governance? *Public Management Review*, 8(3), 377–387.
- Raadschelders, J. C. N. (2008). Government bureaucracy and governance: The shifting and changing roles of the bureaucratic system.
- Republic of Indonesia. (1974). *Law no. 8 of 1974 concerning Personnel Principles*.
- Republic of Indonesia. (1999). *Law no. 43 of 1999 concerning Amendments to Law no. 8 of 1974 concerning Personnel Principles*.
- Republic of Indonesia. (2014). *Law No. 5 of 2014 concerning State Civil Apparatus*.
- Robbins, S. P., & Coulter, M. (2016). *Management* (13th ed.). Pearson Education.
- Robbins, S. P., & Judge, T. A. (2018). *Organizational behavior* (17th ed.). Pearson Education.
- Spence, M. (1973). Job market signaling. *The Quarterly Journal of Economics*, 87(3), 355–374.
- Storey, J. (2007). *Human resources management: A critical text* (3rd ed.). Cengage Learning.
- Transparency International. (2007). *Global corruption report 2007*. Transparency International.