

THE FUNCTION OF THE CIVIL SERVICE AND HUMAN RESOURCE DEVELOPMENT AGENCY (BKPSDM) TOWARD THE IMPLEMENTATION OF THE MERIT SYSTEM FOR STATE CIVIL APPARATUS IN THE GOVERNMENT OF BANDAR LAMPUNG CITY

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Abstract

The Civil Service and Human Resources Development Agency (BKPSDM) is a strategic institution in the management of the Civil Service (ASN) at the regional level, responsible for implementing a merit-based system in accordance with Law No. 20 of 2023 on the Civil Service and BKN Decision No. 411 of 2025. In the Bandar Lampung City Government, the implementation of the merit system has not yet been fully realized and is still in the stage of developing talent management based on Bandar Lampung Mayor Regulation No. 27 of 2021. This study examines: the role of the BKPSDM in the implementation of the ASN merit system in Bandar Lampung City; and the factors hindering the BKPSDM from optimizing its implementation. The study employs a normative-empirical approach, utilizing data obtained through literature review and field research, which were then analyzed using descriptive qualitative methods. The results indicate that the BKPSDM's role in implementing the merit system is carried out through talent management mechanisms, which include talent identification, competency development, merit-based position selection, promotions and transfers, as well as monitoring and evaluation. Hindering factors include civil servants' lack of understanding of merit principles, an unbalanced distribution of employees, incomplete data, and resistance to change.

Keywords: BKPSDM, Merit System, State Civil Apparatus, Talent Management, Bandar Lampung City

A. INTRODUCTION

Civil servants (ASN) are a key component of government administration and play a strategic role in achieving effective, efficient, professional, and public-service-oriented governance. The success of government administration is greatly influenced by the quality of its human resources. Therefore, a personnel management system is needed that can ensure that processes from recruitment, career development, and promotion to transfers and the awarding of recognition are carried out objectively, transparently, and based on competence. One of the policies implemented by the government to achieve professional ASN management is through the implementation of a merit-based system.

Law Number 20 of 2023 concerning the State Civil Apparatus emphasizes that ASN management must be carried out based on the merit system, namely ASN policies and management based on qualifications, competence, performance, integrity, and professionalism without distinguishing between political background, ethnicity, religion, race, gender, and other non-objective factors.¹ The implementation of the merit system aims to create a bureaucracy that is professional, has integrity, is free from corruption, collusion, and nepotism, and is able to provide quality public services to the community. As a supporting element for local government affairs in the field of personnel, the Personnel and Human Resources Development Agency (BKPSDM) has a strategic position in the implementation of ASN management in the regions. BKPSDM is responsible to regional heads through regional secretaries and has functions in planning employee needs, procurement of civil servants, competency development, career development, mutations, promotions, performance assessments, and dismissal of employees.² In line with the development of national policies, the government also implements ASN Talent Management as stipulated in the Regulation of the Minister

¹ Gaffar Ally Zulfikar, Ridwan Eko Prasetyo, Taufiq Alamsyah, "Supervision of the Implementation of the Merit System in the Management of the State Civil Apparatus Based on Article 26 Paragraph (2) Letter D of Law Number 20 of 2023 Perspektif Siyasah Dusturiyah", *Scientific Journal of Local Political and Development Studies*, vol 13 no. 4. (2026). pp. Fig. 61.

² Muhammad Is Jibran, Agustius B. Pati, Welly Waworundeng, "The Performance of the State Civil Apparatus in Providing Services at the Office of the Personnel Agency and Human Resource Development", *Journal of Agri Socio-Economics Unsrat*, vol 18 no. 3. (2022), pp. 918.

of State Apparatus Empowerment and Bureaucratic Reform Number 20 of 2025 concerning Talent Management of State Civil Apparatus. Talent management is an ASN career management system that includes the process of acquisition, development, retention, and placement of employees based on the best potential and performance to fill strategic positions through an objective, measurable, and sustainable mechanism.

The Bandar Lampung City Government has tried to implement the merit system through various policies, some of the problems that are still found include the uneven understanding of ASN regarding the principles of the merit system, the mismatch between employee placement and their competencies, the distribution of ASN that is not proportional between regional apparatus, limited quality of personnel data, not optimal competency development, and there is still resistance to change organization. In addition, the performance and potential assessment system of employees that is not fully objective has the potential to cause subjectivity in the process of promotion and career development of ASN.³ These problems show that the success of the implementation of the merit system does not only depend on the availability of regulations, but is also influenced by the ability of BKPSDM to carry out the functions of planning, coaching, supervising, developing competencies, and evaluating ASN management in a sustainable manner.

B. RESULTS AND DISCUSSION

The Bandar Lampung City Personnel and Human Resources Development Agency (BKPSDM) is a regional apparatus that has a strategic role in the implementation of the management of the State Civil Apparatus (ASN) within the Bandar Lampung City Government. This institution was initially called the Regional Civil Service Agency (BKD) which was formed based on the Bandar Lampung City Regional Regulation Number 8 of 2007 concerning the Formation, Composition, Duties, Functions, and Work Procedures of Regional Apparatus. Along with the development of regulations and the needs of government organizations, the nomenclature of BKD has changed to BKPSDM based on the Regulation of the Mayor of Bandar Lampung Number 1 of 2024 concerning the Formation, Organizational Structure, Duties and

³ M. Hasan Syaifur Rizal, Emestus Holivil "System Merit Management in Indonesia (Case Study of the Implementation of Merit System in ASN in 3T and Advanced Regions", *Journal of ADMINISTRATOR*, vol 5 no. 2, (2023), pp. Sec. 136.

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Functions, and Work Procedures of the Bandar Lampung City Personnel and Human Resources Development Agency.

The change is a form of adjustment to national policies as stipulated in Law Number 20 of 2023 concerning the State Civil Apparatus which emphasizes the importance of professional, adaptive, and competency-based management of ASN.⁴ The implementation of the digital system is one of the tangible forms of implementation of ASN management at the Bandar Lampung City BKPSDM. The implementation of the system makes it easier for BKPSDM to manage and analyze ASN data, accelerate the personnel administration process, and increase transparency in the implementation of CPNS and PPPK recruitment through a competency-based selection mechanism.

1. The function of BKPSDM in the implementation of the ASN merit system in Bandar Lampung City

The Bandar Lampung City BKPSDM has a strategic function in implementing the merit system through a talent management mechanism. The implementation is directed to ensure the placement and development of ASN based on qualifications, competencies, abilities, and performance. In its implementation, BKPSDM carries out functions that cover the entire personnel management cycle, starting from planning ASN needs, procurement and recruitment, competency development, mutation and promotion, performance assessment, to pension administration. BKPSDM is the central institution in ensuring that ASN management runs in accordance with the provisions of laws and regulations. Based on the Regulation of the Mayor of Bandar Lampung Number 1 of 2024, the functions of BKPSDM include the formulation of technical policies in the field of personnel, providing support for the implementation of local government, coaching and implementing personnel duties, and the implementation of other tasks according to their fields. This function is the institutional basis in integrating the principles of the merit system into various ASN management processes, especially needs planning, procurement, competency development, promotion and mutation, and performance assessment.

⁴ Ellyzan Katan Syafhendry, "The Book of Personnel Development Planning in Kapupaten Natuna", (Batam: PT Rajagrafindo Persada, 2020). p. 3.

The implementation of the merit system also shows a shift from personnel management that was previously administrative-conventional to the management of ASN based on qualifications, competencies, and performance. These changes are supported by the use of personnel information systems, such as SIASN, SIMATA, and the BKN Online platform, which help the process of updating data, managing talent management, and making data-based decisions. Through the use of this system, BKPSDM no longer only functions as an implementer of personnel administration, but also as a facilitator and dynamizer in realizing the merit system within the Bandar Lampung City Government BKPSDM Bandar Lampung City has a strategic role in the implementation of the merit system through talent management based on qualifications, competencies, potential, and performance of ASN.

Its implementation includes the preparation of technical policies, management of the entire ASN management cycle, data updates, talent mapping, as well as monitoring, evaluation, and coaching of OPDs. The implementation of the merit system in the management of the State Civil Apparatus (ASN) in the Bandar Lampung City Government has been implemented through several aspects, although the implementation has not been carried out optimally and comprehensively. In its implementation, the Bandar Lampung City BKPSDM has an important role in preparing and developing human resources of apparatus who have competencies in accordance with organizational needs. These efforts are carried out through the measurement of individual potential and competence as well as objective performance assessment. These measurements are an important basis in determining the suitability between the employee's competence and the position they occupy.

Table 1. Comparison of BKPSDM Functions Before and After the Implementation of the Merit System

Aspects	Before the Implementation of the Merit System (Conventional Pattern)	After the Implementation of the Merit System / Talent Management
Employee placement policy	Tend to seniority, working period, and personal proximity.	Qualifications, competencies,

		performance, and track record of employees.
Recruitment	It is administrative and tends to be closed.	Open, transparent, and competitive based on CAT and SSCASN.
Performance appraisal	It tends to be manual and subjective.	Objective and data-based through SKP and e-Kinerja.
Filling of positions	Through direct appointment.	Through open selection and talent mapping (nine-box).
Career development	It has not been patterned and incidental.	Based on career patterns and succession plans.
Staffing database	Manual and not yet integrated.	Integrated nationally through SIASN and SIMATA.
The Role of BKPSDM	Limited to the implementation of personnel administration.	Facilitator, dynamist, and talent management manager.

Source: Processed from Law No. 20 of 2023 and research results, 2026.

The implementation of the merit system is directed to ensure that each ASN is placed according to their abilities, competencies, performance, and track record. The merit system in Bandar Lampung City still faces obstacles, especially in the aspect of talent management. The talent management system is still in the development and refinement stage so that it has not been fully integrated with the entire ASN management process. This condition causes the application of the merit principle in the placement, mutation, and promotion of employees has not been implemented optimally and comprehensively.

The mismatch between the competence of employees and the position they occupy can have an impact on the effectiveness of the organization. Based on the information obtained in the research, work units that experience incompatibility in employee placement tend to face lower productivity and require longer time to complete technical tasks. This shows that the compatibility between employee

competencies and position needs is one of the important factors in improving organizational performance and the quality of personnel services.⁵ Therefore, the principle *the right man in the right place* needs to be the foundation in every ASN management process, especially in placement, mutation, and promotion of positions. This principle means that an ASN must be placed in a position that is in accordance with his competence, qualifications, experience, performance, and track record.⁶ Decision-making in appointment and promotion must be made objectively based on the results of the evaluation and organizational needs, not based on personal proximity, certain interests, or other factors that are not related to competence and performance.

2. Factors Inhibiting the Personnel and Human Resources Development Agency (BKPSDM) in Optimizing the Implementation of the Merit System in the Bandar Lampung City Government

The Bandar Lampung City BKPSDM has a strong legal basis and is supported by digital infrastructure in the implementation of the management of the State Civil Apparatus (ASN) based on the merit system. However, the existence of a legal basis and technological support has not fully guaranteed the optimal implementation of the merit system. In its implementation, there are still various factors that are obstacles in realizing the implementation of the merit system comprehensively and consistently. These factors are related to the readiness of human resources, the talent management development process, the integration of information systems, and consistency in the application of the principle of objectivity at each stage of ASN management. Based on the results of the research, there are several inhibiting factors that affect the optimization of the implementation of the merit system within the Bandar Lampung City Government, namely the following:

- a. Lack of Awareness and Completeness of State Civil Apparatus Personnel Data

⁵ Muhammad Abbi Sesa, Wiwi Hartati, Sylvani, "The Influence of Person-Job Fit and Job Rotation On Employee Performance At PT. Smart Furniture Cirebon", *Journal of Economic, Bussiness and Accounting*, vol 8. no. 4. (2025), pp. 2965

⁶ Yeti Fatimah, "The Role of the Personnel and Human Resources Development Agency in the Placement of Structural Officials in Alor Regency, East Nusa Tenggara Province", *MSDA Journal*, vol 7 no. 2. (2019), pp. 105

The factor that is an obstacle in the implementation of the merit system in Bandar Lampung City is the low awareness of ASN in completing and updating personnel data independently. The speakers explained that the main obstacle in the use of the digital system does not lie in the application that has been provided by BKPSDM, but in the awareness and participation of employees as system users. There are still ASNs who do not understand the importance of updating personnel data, and do not fully understand the principles of the merit system and the mechanism for filling positions through talent management. Some ASN also do not understand that data regarding competence, educational history, work experience, position history, and competency certificates are important information that is the basis for the process of mapping and developing ASN careers. This data has an important role when assessing for promotion, mutation, and placement in strategic positions. This lack of understanding causes some employees to not have the awareness to actively ensure that their personnel data is complete and up-to-date. In addition, there are still ASNs who are not used to using digital-based systems or experience limitations in the use of technology, so BKPSDM still needs to provide direct assistance in the process of updating personnel data, in general the digital system that has been built to support ASN management is quite adequate. However, the benefits of the system cannot be felt optimally if it is not followed by the active participation of ASN as users. Updating personnel data that should be able to be carried out independently by each employee in practice still requires assistance from BKPSDM.

b. Limited Budget and Management Resources in Competency Assessment

This condition has a direct impact on the slow fulfillment of the ASN competency database as a requirement for talent mapping. Due to this limited funding, competency assessments cannot be carried out simultaneously to all State Civil Apparatus (ASN) in Bandar Lampung City in one budget year. The implementation of the merit system is not only the responsibility of BKPSDM, but requires the involvement of the work team and all Regional Apparatus Organizations (OPD), the commitment of OPD leaders is a determining factor in the success of the implementation of the merit system, because the updating of data and the implementation of employee performance assessments are in

each regional apparatus. In addition to the support of BKPSDM, full support is needed from the Mayor, Regional Secretary, Head of OPD, and all ASN so that the system can run optimally. Budget limitations and lack of human resources or work teams in its management also cause talent retention strategies to not be carried out optimally, especially in providing rewards and incentives for outstanding employees. Therefore, the implementation of talent management requires an adequate work team, both in terms of number and technical capacity, to verify data, assist employees, and operate information systems.

c. Inaccuracy of Employee Placement and Distribution

The problem of inaccuracy in employee placement is still found to be a mismatch, namely between the competencies owned by ASN and the positions that are run, as well as the distribution of employees between work units that are not proportional, interview findings show that there are conditions where an employee is placed in a position, but his expertise, education, or work experience background is not really in line with the demands of the duties and functions of the position. In addition, it was also found that the distribution of employees between work units was not proportional, where some regional apparatus actually experienced an excess of employees, while other regional apparatus lacked manpower to carry out their duties.

This condition has a direct impact on the implementation of the merit system that is not comprehensive to civil servants, the mismatch of competencies and inequality in the distribution of employees has a serious impact on the sustainability of the merit system itself. The most felt impact is the decrease in organizational efficiency and effectiveness, when employees work in positions that are not in accordance with their competencies, the organization's time, energy, and resources are not used optimally which means that the employee takes longer to complete work that can actually be completed faster if it is done by people who do have competence in the field and result in performance targets organization becomes difficult to achieve optimally, even though the number of available employees is quite large.

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C. CONCLUSION

The function of the Bandar Lampung City Personnel and Human Resources Development Agency (BKPSDM) towards the implementation of the merit system is carried out through a talent management mechanism, which includes the role of facilitator, dynamizer, and regulator as well as internal supervisor. This function includes the entire personnel management cycle, starting from needs planning, procurement, competency development, promotion and mutation, performance assessment, to protection and service. The implementation has not been fully carried out because it is still in the stage of developing a talent management system, so the Bandar Lampung City Government has not carried out an exposure assessment to the State Civil Service Agency. The factors that hinder the Bandar Lampung City BKPSDM in optimizing the implementation of the merit system consist of incomplete ASN personnel data which is the main obstacle at the talent acquisition stage, low awareness and understanding of ASN and budget limitations in human resource management in socializing the merit system and inaccurate placement and distribution of employees.

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