
The Paradox of the ASN Office's Promotion Through *Merit System* in the Government of Central Kalimantan

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ABSTRACT

Act No. 5 of 2014 on state civil apparatus emphasizes promotion of the permanent officer should be done in transparent, equitable, or professional as well as putting forward the competence such as knowledge and skills had by state civil apparatus. In fact, the implementation of open selection conducted by in the office's promotion of state civil apparatus is not fully able to walk in accordance with the employees' intention. This research specifically discusses the urgent evidence by using qualitative approaches in which researchers describe the problems occurred at each stage of the program in the provincial government for the Central Kalimantan. The study found there is a political intervention of the regional head so that determination and placement of the public servant in the government as formed by the head of the area, not based on the results of the selection run by the special selection team. Therefore, the design of the selection should be pressured on cutting the political intervention and the regional head involvement as the positive consequence is that political position may be run in a professional way.

Keywords: Office's promotion; civil state apparatus; political intervention.

ABSTRAK

UU No. 5 tahun 2014 tentang aparat sipil negara menekankan promosi pejabat tetap harus dilakukan secara transparan, adil, atau profesional serta mengedepankan kompetensi seperti pengetahuan dan keterampilan yang dimiliki oleh aparat sipil negara. Fakta yang ada, pelaksanaan seleksi terbuka yang dilakukan oleh kantor promosi aparatur sipil negara tidak sepenuhnya bisa berjalan sesuai dengan niat karyawan. Penelitian ini secara khusus membahas bukti yang mendesak dengan menggunakan pendekatan kualitatif di mana peneliti menggambarkan masalah yang terjadi pada setiap tahap program di pemerintah provinsi Kalimantan Tengah. Penelitian ini menemukan ada intervensi politik dari kepala daerah sehingga penentuan dan penempatan pegawai negeri di pemerintah hasil rekayasa kepala daerah, tidak didasarkan pada hasil seleksi yang dijalankan oleh tim seleksi khusus. Oleh karena itu, desain seleksi harus ditekankan

bagaimana memotong intervensi politik dan keterlibatan kepala daerah. Hal ini bertujuan agar posisi politik dapat dijalankan secara profesional.
Keywords: Kantor Promosi; Aparatur Sipil Negara; Intervensi Politik.

Introduction

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The efforts of bureaucratic reform continue undertaken in order to materialize the state civil apparatus (ASN) that is professional in carrying out duties and functions as the bureaucracy of government. Act No. 5 of 2014 on ASN is a manifestation of the commitment from the Government and Parliament to manifest the ASN which has the knowledge, skills, competencies, and attitudes supporting *good governance*. One of the important parts is to set in system of the ASN's legislation that is the placement of the civil servant in a certain position. Law of office's promotion insisted that ASN is done through the merit system.

The Merit system is the management of the ASN's employees that set out the basis of professional competence where recruitment is done based on the ability possessed by the prospective civil servant and the office's promotion system conducted based on capabilities owned by employees of the ASN, ([Darmawan, 2016](#)). In the merit system, the capabilities envisaged is the ability in the field of knowledge, technical skills, work achievements and attitudes and motivations of work, ([Meyrina, 2017](#)). Through a merit system, the management of the ASN's employees can be accounted for and can give birth and form ASN's workers in innovative and productive as well as carrying out the duties and obligations as a state apparatus.

In practice, *the merit system* is regulated in Act No. 5 of 2014 on ASN which is not fully enforceable, in which this is due to many factors among *emotional leadership spoils system*, *nepotism in the system*, and *patronage system*, ([E. J. Sinaga, 2017](#)). According to Kartono, emotional leadership call it to *spoil system* that is a manager or leader in agency of government,

setting the organization's human resources operations for the relationship of friendship or closeness between leaders and employees, ([Mawaddah, 2016](#)).

Leaders of the subordinate position put certain proximity depending on relationships in such of family relationships, politics, business, and civic organizations. In this context, the closeness of the relationship between leaders and subordinates is determining the placement of employees in positions within an organization, ([Gainau, 2014](#)). Many studies show in an era of democracy, particularly in the implementation of the elections, where the practice of the office's promotion system spoils bloom occurs in various areas. Placement of the employee on a specific term subject to the contributions given by employees in the anterior of the winner for a prospective head of the region in the elections, ([Gainau, 2014](#); [Meyrina, 2017](#); [M. F. A. Sinaga, 2017](#)).

Furthermore, the leadership by using the primordial way (*nepotism system*) is the factor that often forms the culture of bureaucratic governance that is a *bad government*. The practice of nepotism in the system for human resource management is almost the same as the practice of *spoils system*, yet the leader of a government specifically in the placement of subordinate on a certain position is heavily dependent on the closeness of familial relationships, offspring, and reason, between leaders and subordinates, ([Mawaddah, 2016](#)). The placement of the post-family relationships in the system is not considering the state worker's competence in particular of knowledge, skills, and attitudes in the field of assignment employees. In both the central and regional government, the practice of nepotism still often occurs in governance so that good governance is difficult to be realized ([Gunawan, 2015](#)).

Another factor of the problem is the behavior of high officials such as the head of the region that put forward *the status quo* (*patronage system*) in management of government,

in which the highest officials run strategic positions on his subordinates to keep and retain power owned by those. In general, the highest official in the government will set his subordinates who have familial ties of closeness and strong political affiliations with the supreme leader. For high officials of the government, a subordinate who has familial closeness and stable political affiliations with them will strive to maintain the post of a high official. The implementation of *patronage system* is not only lively going on in the new order era, however these practices are still unfolding massiv until now ([Mawaddah, 2016](#)).

Based on the findings of some researches above, it shows the implementation of the Act that does not run well. Originally expected, the presence of legislation can support the implementation of merit system in human resource management of the bureaucracy in term of the office's promotion for ASN employee, where the office's promotion is done in open, professional, accountable, transparent, and competent. However, these expectations are able to realize it in real for the promotion of the position on both the central and local governments. Despite the fact that the merit system difficult to be realized, but for some studies show that the central government and local governments in Indonesia still sought and put forward the *merit system* in the office's promotion of the public servant. In addition, the state employees in some areas have a high spirit and enthusiastic in following selection of office's promotion, (Center for Study and Development Policy of the Ministry of Justice and Human Rights, 2016, and ([Suryani, 2017](#)).

A number of state employees hold that in some areas the presence of ASN law is the right momentum to contribute for achieving good governance. It is the legal basis which promises materialize the ASN's human resource. The legislation ensures the office's promotion of the state worker implemented

in a professional manner derived from the basis of individual competence. In addition, the legislation also encourages the formation of State Apparatus Commission (KASN) from institution apparatus in charge of overseeing the implementation of the norms, ethics, and behaviors. Specifically, the Act also regulates the code of ethics for the ASN from Team Performance Assessment (TPK), providing the objective assessment of the state employees' performance and competence.

Based on the Act of ASN, the central government and local governments strive to develop employees through education and training activities in order to the formation of state employee competencies so that they can participate in the process of implementation, professionally and fairly. There are some reports of studies that each year the government run education and training activities to increase the capacity of the ASN's employees and the government periodically held a office's promotion, ([Meyrina, 2017](#)). In addition, officials of the government also engage actively in education and training activities and participate in the process of office's promotion. This is one of the positive impacts of the ASN's legislation where such is able to encourage the government to continue working in developing the competence of state employees in professional, accountable, transparent, and objective.

Discussing the high efforts of local governments and state employees to meet the ASN's legislation enables a specific case that could be examined more deeply. It is the merit system practices in the government of Kutaringin. The provincial government is seriously working to implement the promotion of the position based on the principles of the merit system in accordance to the ASN law. Promotion of the official in provincial government of Kutaringin has been delivered in open, professional, transparent, and objective. In addition, officials of the ASN in the environment of the Kutaringin government are very enthusiastic following the promotion.

In addition, the civil servant actively involved in any implementation of educational activities and training competence development, where such involvement is the effort of preparation to engage in the promotion.

On the other hand, a number of state employees in the environment of Kutaringin government are still not overly belief that the promotion of the office through the merit system administered by the government of the Kutaringin province can be run well. For the reason of implementation of the merit system in the environment of the Kutaringin government, there are still practices that are not in line with the spirit of the ASN's legislation. Procedurally, the promotion of the area has gone well marked with an open position of promotion mechanisms in which all of employees can participate in the activities of promotion organized by the institutional apparatus and overseen by KASN.

However, in substance, the execution of office's promotion has not been assessed in line with the spirit of the ASN's legislation 'the office's promotion has not managed to put state employees on positions in accordance with the competency concerned. In general, these problems occur caused by political influence in the process of running the office's promotion. Political intervention in the merit system cannot run well in the area of province government for Central Kalimantan. Hence, the practice of political intervention in question is part of the *patronage system* as found in the promotions of office in many of other governments.

This article illustrates the paradox of the office's promotion implementation through the merit system based on the ASN's legislation in which it is one side of the provincial government for Central Kalimantan seeking to carry out the office's promotion, but the implementation of the office's promotion still tinged political intervention so that the purpose could not be achieved with. Furthermore, this article is about to

reveal the factors of occurrence in term of paradox of the promotional implementation in the environment of provincial government for Central Kalimantan

Literature Review

1. Merit System Based on ASN's regulation

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The merit system is a system of human resource management of the ASN putting the emphasis on competency management, performance, and achievement. In this system, the human resources placed at appropriate positions that are based on competence, ability, performance, and skill. The purpose of such system is to gain the professional and responsible public servants and the accountable governments for reaching the 'good governance'.

[\(Nurprojo, 2014\)](#) affirmed that the application of the merit system in human resource management for the ASN is an effort to realize a professional bureaucracy in the government, where those are running tasks and authorities derived from appropriate standard and procedure law. In this context, the bureaucracy is not allowed to perform tasks and authorities for the political interests for either leadership, organizational, or specific group. Therefore, the application of the merit system in the era of political democracy is very important to minimize the practically political involvement and reduce the intervention of politicians' interests against the professional bureaucracy.

Specifically, the Act No. 5 of 2014 on ASN confirmed that the ASN policy and management must uphold the principles of the *merit system* to the formation of the ASN's employees such professional, responsible and neutral from personal political expediency. *Merit system* encourages employees to be able to run tasks and obligations to the organizational interests and objectives. Government is not prioritizing the political interests such affinity, kinship, brotherhood, and regional council. To realize the ASN's

employees in professional and responsible, these need promotion system which puts the values of justice, competitive, and fairness in all of staff management affairs namely management of payroll, *reward*, and *punishment*.

2. ASN Competent Development under the Law

Considering the merit system is a system of human resource management on the ASN's competence and performance, and then the consequences of the merit system implementation in the promotion of the government is the government required to do development officers of the ASN competence through educational activities and training of the ASN's increased competence, ([Boston & Nethercote, 2012](#)). For the competent development activities through the ASN, the ASN can master and understand the field of each duty, good mastery of technical skills, and conceptual or managerial mastery associated with the field of ASN's employees where they are located.

According to (Hasibuan, 2000), the employee development system is an effort to develop and strengthen the capabilities of technical, theoretical, conceptual and morale employee in an organization in accordance with the duties and obligations through educational activities and systematic training and well planned. Therefore, the purpose of the ASN's employee development is to increase knowledge and skills in order for government employees understand and finish skillfully his work so that large government organizations' goal is good. To the end, the legislation is specifically regulating the ASN for human resource development and education activities through the ASN's training.

Act No. 5 of 2014 on ASN stressed that implementation of the merit system in the promotion of the office should be supported by the development of human resource through the ASN training and education activities. In this context, all employees of the ASN have the same chance to follow the

activities of the training and competency development, [\(Suryani, 2017\)](#) In this case, ASN employees also charge for participating in education and training activities organized by the government agency authorized to hold such activities. Employees who do not join in ASN in such activities directly will be marginalized by the merit system so that their career as a bureaucratic government cannot run well. In fact, they will get administrative punishment such as cuts or dismissal allowances as civil servants.

3. The Approach of ASN Performance

Based on Act No. 5 of 2014 and Ministerial Regulation on Utilization of State Apparatus and Bureaucratic Reform (Permenpan No. 13 of 2014) regarding the selection procedures for filling the leadership of high office in government agencies as well as an environmental approach to the implementation of the position promotion by using the applied approach is the merit system. Then implementation of office's promotion is done regularly, openly, transparently, and fairly in every stage, ranging from the preparation phase to the implementation phase, monitoring, and evaluation. The selection phase of the office's promotion is directed to entering and placing the ASN's competent employees at the highest office in the government.

The implementation of the merit system in the promotion above uses a fit and proper test that is scalable and can be responsible, where the purpose of such methods is to measure employee competence and know them who will be achieved on the highest office in the government. Merit system regulated through Act No. 5 of 2014 on ASN emphasizes implementation of fit and proper test performed to examine the employees, objectively and openly. In this case, the parties are testing the competence of the ASN's employees is KASN where this team have to work professionally, objectively, fairly,

and neutrally than the interests of any party, ([Suryani, 2017](#))

Another method that is no less important in the promotion of office through the merit system approach is a method of assessment. The purpose of the assessment method in the planning and development is collecting data about the capabilities of the ASN's employees. Then the data is analyzed and discussed in order to understand the the ASN's competency and performance. In this regard, implementation of assessment is an attempt to understand the human resource capabilities for state employees. Further, the competence analysis results serve as the main basis for planning and developing the ASN's human resources, and assessor is instrumental in the implementation of the assessment.

Someone who does a competency-based assessment against assets (civil servant). The assessor is the individual who trained for observing, recording, verifying, and making an assessment against the reliable assessment center. The assessment method I delivers is designed based on various techniques, observations, and multiple instruments to reveal competencies, reinstated certain requirements. The method of this study is simulation exercises, case analysis, activity analysis, provided participants, and case problem to get way out (customer work procedures, error, and competitor). Through a series of such assessment, assessors can understand the competency and performance of the ASN's employees and can then determine the positions corresponding to the the ASN's employees' competencies that have been identified ([Meyrina, 2017](#)).

Research Method

This study uses a qualitative research, in which researchers describe, interpret, describe, and conceptualize the data related to the implementation of the office's promotion in

the provincial government for Central Kalimantan. According to [\(Creswell, 2002\)](#), the qualitative research places emphasis on the role of researcher for the understanding concept or theoretical framework connected to issues of research. The understanding is part of the researchers' lens to describe and analyze the issues. In this regard, qualitative research requires researchers first to understand theoretical concepts related to research issues.

Refers to Creswell's concept, researchers are trying to understand the concept of a merit system in bureaucracy and the concept of the promotion in the government. The process of the study on the issue is carried out according to the characteristics of qualitative research as advanced by [\(Creswell, 2002\)](#) that qualitative way takes place in a natural environment, researchers as research instruments, diverse method, reflection, and holistic discussion. Through this approach, the researcher will collect data through interview, observation, and documentation.

Discusion

1. Political Intervention

The election of the regional head is directly providing opportunities for citizens including ASN to determine the fate and the future of his country. However, as a public servant, the ASN must be neutral. Act No. 5 of 2014 on APS in article 2 stated that the conduct of the ASN's management and policies are based on one principle, namely the principle of neutrality. The neutrality of bureaucracy is an important key to ensure public services continuing to run properly, and the bureaucratic duties as a giver of services should not be reduced in quality although its leader change, [\(Thoha, 2007\)](#).

The obligation of the state apparatus in the election of the regional head is directly inflicting dilemmas especially if

the incumbent as the candidate is as regional head for the second time. ([Romli, 2017](#)), in his journal, found that direct general elections are held the year 2010 in the Pandeglang Regency followed by *incumbent* so that political involvement indicates a bureaucratic apparatus with high intensity while in the 2015 year the concurrent regional general election such in Pandeglang without the incumbent's political engagement demonstrates to the bureaucratic apparatus with low intensity.

The aforementioned circumstances reveal into a fact which can hardly be disputed the incumbent opportunities to use red tape as political commodities, especially through its staffing to influence patrons of civil servant in the elections. The indirect intimidation is often encountered by ASN, the actions are considered neutral that does not support will affect your career and position occupied, while being not neutral, the consequence is breaking the rules and penalized. With these conditions, civil servant are required to participate in the election of the regional head despite the need to limit ourselves gets involved in the campaign. Bureaucracy should be able to play an active role embodies the values of democratic governance such as participation, transparency, and accountability in public, ([Sudrajat, 2017](#)).

However, in some cases, many of public servants actively involved in general elections to win particular incumbent. In general, this condition is a mutually beneficial relationship for the candidate as well as state apparatus is not neutral. ([Ali, 2014](#)) in his thesis revealed that unprofessionalism bureaucrat in the elections indicate there are interests carried by each of the actors in the election. Politicians win in the elections while the bureaucrats get office's promotion. Therefore, the results of this research reveal that the bureaucracy could not be separated from the political intervention injuring the bureaucratic neutrality so that the placement of office is often done on a basis of pragmatism politics.

Therefore, the implementation of the open selection for the office's promotion is not fully able to regulation goes according to state apparatus. Based on the results of interviews with a number of participants in the open selection in the provincial government of Central Kalimantan, it shows that the implementation of the open selection has not been going according to the ASN's regulation. The result performed by the selection team is not directly can occupy the position of the ASN assigned. The regulation that governs the selection results of the ASN done by the selection team given to the regional head for further review later, based on the results of the study. The regional head can accept and reject the results of the selection specified by selection team. One of the interviewees in this study said *"the process goes according to applicable provisions, but in the final determination of the subjective factor (region head) cannot be avoided. For the determination of the high rank, three has not become a major consideration in deciding whom to take. The rank one is not elected, (12 June 2018)."*

Theoretically, the strategic role of the regional head within the bureaucracy through the authority conducts the mutation position in a local government environment. This is then the entrance to the regional head for the politicized bureaucracy with state apparatus of the country in order to retain power as the head of the region. (Thys et al., 2010) in his journal shows that the regional head is often exploited the offices to appoint and deploy employee surroundings of local government with the aim of winning a regional election. In addition, the head of the region also does not maintain the daily recruitment (PHPT) and then as part of a candidate team for being the winner. Despite the appointment of a local government authority, indirectly effort is an attempt to win candidate from the incumbent because there approaches for the general election and regent concerned has officially become a candidate.

The politicization of office by the regional head is one of the frequently used strategies given that these tend to be way easier and cheaper. Based on the results of interviews and observations, researchers suggest that the unprofessionalism civil servant is often tinged with the promotion can be a rise against those which supports the head of the area at the elections' time.

Therefore, charging the structural offices in areas such particularly vulnerable are affected by political interests and from the regional head as the builders of the civil servant in the area, ([Nurlinah & Bahri, 2016](#)). Based on the results of the in-depth discussion with the ASN's employees, researcher who has attended the open selection of the promotion in the province of Central Kalimantan indicates the factors, encouraging the elected regional heads tend to use those powers to a politicized position in the bureaucracy. *Firstly*, the attitude of civil servants that is supporting and not supporting at the time regarding the nomination of the mate region head and deputy head in the process of the elections. *Secondly*, the existence of deposit as political *bargaining* mainly by community advocates includes the members of parliament and political party that became the vehicle at the time of his candidacy in the elections. *Thirdly*, the existence of corruption, collusion, and nepotism as well as a contribution of certain civil servants help close down the former costs incurred at the time of the elections process. In general, those factors are activated by regional head elected against the parties who support him especially derived from elements of the bureaucracy.

In line with the findings above, Sudrajat, Hartini, and ([Kardashian, 2015](#)) also found that there are at least three main reasons that become a factor the occurrence of a breach in the ASN's neutrality. First of all, the primordial ties in Indonesia is still very strong community so that when a civil servants has a brother, a family, or a family that elderly women who engaged in practical politics and they will not let his brother

struggling alone in achieving its goals. Second of all, the regional head is in the area of civil servants so that the builder with the authority of those utilized for strategic stay can maintain political power, including against the civil servants who are under his authority. Third of all, the personal experience of the civil servants in the process of recording regional election that anyone who is credited as the winner in the elections could potentially get office's promotion in return for his services.

In detail, ([Kurniawan, Chaudhuri, & Lim, 2016](#)) in her research found the violation of civil servants, one of which became a successful team by forming networks of a government unit, right down to the villages. An unprofessionalism of civil servants to give support to the candidate for the regional head caused by a variety of motives, including economy (90%), social (70%), culture (60%), ethic (93.3%), intimidation (40%), nepotism (33.3%), career (66.7%), and favors (73.3%). In fact, these findings directly also explained that the career motives and favors entry in the list of the breach's motives by the state apparatus in the elections. This research shows civil servants have no longer role to serve community, even those norms are being biased when in practical politics the civil service contaminates the lure of maintaining a strategic position which is already running as generally as a convenience of the Ministry of Bureaucracy has changed direction towards the power, i.e. servants of power. It is because of political intervention against the determination of the position within the bureaucracy.

The alteration of the bureaucratic orientation, which should be a public servant, turns into a servant of the bureaucratic power is a condition that is not healthy. Although there is a rise in office by persons involved in the action of the ASN support in elections, the reality strikes management in recruitment. ([Tambayong, 2013](#)) in his journal shows that

rise of the politicization of the bureaucracy and the commodification of political office had led to new problems in the management of staffing. Uncertain career and insecure feeling often occur following the political dynamics, especially related to the regional election. The potential for red tape and apparatus as the frequent machine place of sound gatherer of being death pushes harness the bureaucracy and the apparatus became the team's success. Fragmentation of apparatus based on political affiliation is not very healthy for professional apparatus development.

Although bureaucracy is not a political party, these organizations tend to be effective to scoop up a high voice from the ASN. This is because the bureaucracy has a strict hierarchy and command so easily mobilized. The study found that the state apparatus has significant effects to crank up the sound of a candidate's regional head by ignoring the neutrality so that they involved in practical politics with motivation to grab term, kinship, political elite, and politicization. Thus, according to [\(Nurhasim, 2016\)](#), the politicization of the bureaucracy in order to achieve a high voice of the local state apparatus seems to be the main agenda in the strategy to win the prospective head of the region in particular incumbent. The question of the bureaucracy's politicization and civil servant in the execution of the elections directly is often the one issue that seems hard to avoid.

2. The Design of the implementation of the ASN's Open Promotion in the Regional Government

The promotion of the leadership's position in the government is particularly high on the fact that the local government has had an umbrella law regulating mechanisms and requirements that must be met by the ASN. In article 19 in paragraph 3 of Law No. 5 of 2014 about ASN mentioned that for every term of high set chairmanship such competence, qualification, education and training, line, position, and track

record of integrity as well as another requirement is needed. The article explicitly requires the born from a rigorous selection process and competitive, not through the political process by engaging in practical action in support of the candidate's area head.

As described above, the selection directly into the political scene by the person of the regional head for the promotion of mechanism and system eliminates the position that has been regulated in law No. 5 of 2014. ([Tambayong, 2013](#)) revealed that the effort to build a professional state apparatus still face many challenges. The implementation of decentralization and regional autonomy not only accelerate regional development, but also poses many problems in the management of apparatus area. The low mobility of the apparatus and the arrangement of Government resulted in the limited aspects of the apparatus that has a work experience, professional maturity, insight, and insight national multicultural needs in the development of quality state apparatus and leadership competencies.

Based on the results of the discussions limited to researchers with the informant, this research shows that the idea of neutrality and professionalism of the ASN bureaucracy can be realized through separation firmly between politics and bureaucracy. This concept should note given that the involvement of red tape and state apparatus in particular of practical political elections have ignored the merit system in the office's promotion. ([Rakhmawanto, 2015](#)) in his journal said that implementation of the civil servants construction in government agencies have been running for less objective because ignoring the principle of merit way and many political interests. In fact, in the context of human rights, the prohibition of ASN getting involved in practical politics is considered valid. ([Mulyono & Jinn, 2008](#)) in his thesis revealed that "reviewed from the perspective of the protection of

human rights, the policy of political neutrality from civil servants become a member of the centre is the restriction of constitutional rights of civil servant in his position as citizens the country as a “formality-procedural” is legitimate. This is because besides the established by law, the right of association does not include *the derogable rights*.”

In order to realize the promotional model of the ASN neutrality, the position must be carried out openly and transparently with a clear mechanism and system. ([Rahmawati, 2015](#)) in his journal with reference on the implementation of the government agency’s auction reveals that the model assumption on the post of high merit-based leadership is carried out in an open, independent, and professional, giving the opportunity to all candidates who are eligible to apply for the position of competence. The appointment of the post for high leadership involves KASN done by applying a system of merit through an open selection, ranging from the selection of administrative competence, selection, test interview, and track record, as well as healthy and psychological tests. The steps of the entire test are carried out to ensure the birth of the officials that is based on competency, not based on political account.

The separation between the expressly political bureaucracy and the fact is one of bureaucratic reform agenda. ([Mariana, 2018](#)) shows that prerequisites must be met in order for the reform is going well. First and foremost, the government and the community to build a tradition of leadership in the bureaucracy that drives performance apparatus is professional, innovative, reliable and clean. Secondly, the government undertakes the management of the ASN that is the consistent and ongoing meritocracy. Thirdly, the government and the community are able to carry out surveillance against the behavior of officials and state apparatus based on norms, standards, and codes of ethics as maintaining the integrity of

the apparatus through the law enforcement for the officials violate the authority fairly and firmly. Fourthly, increasing the critical power of the community oversees the bureaucracy in the exercise of the government obligation. Based on these prerequisites, one-fourth of whom are demanding the implementation of meritocracy in management related promotions especially the government officials.

Theoretically, in order to avoid the politicization of the bureaucracy and the ASN, promotion of office-based *merit system* is considered as an ideal concept. *Merit system* allows the birth of fair competition without distinguishing elements of primordial as well as able to avoid political intervention. ([Fauziah, 2017](#)) in her research revealed that civil servants are appointed in the rank and position of certain government agencies should be based on the principles of professionalism and to avoid the practice of corruption, collusion, and nepotism. To execute the aforementioned principles, management needs to be implemented with the merit system of ASN as defined in section 51 of the Act. It states that the ASN management is organized based on the merit System, namely the policy and management relying on the qualification, competence, and performance in a fair and reasonable with no distinguishing political background, race, skin colour, religion, origin, gender, marital status, age, disability, or condition.

The *merit system* runs effectively and efficiently. Firstly, set a target or launched work achievement. *Secondly*, developing a system of assessment in accordance with the worker's work focuses on the specificity of the results-oriented office, work as well as assessment by more than one assessment or *multiple raters*. *Thirdly*, the assessment of work achievement provides training to the leadership of the work unit and the employees are generally skilled at assessing the achievements of the employees' work as well as mastering the art of delivering

feedback about the real conditions of successful work achievement reached so that the future allows for best feat employees to work better. *Fourthly*, standardize the award based on the work achievement was reached by each employee. *Fifthly*, using the scale of the increase in revenue is significantly great and worth ([Daryanto, 2007](#)).

Through a *merit system*, the process of recruitment and office's promotion in the bureaucracy is one of them aspects noticed as the competency as a significant foothold for childbirth professional and neutral officials. ([Yu & Gen, 2010](#)) in his journal suggests that the competency based on a strategy realizing the success of the civil servant's management is sustained by improving the professionalism and discipline as one element of the bureaucracy, so that carrying out the tasks and functions of them could provide the best service to the community and improve the productivity of work. Competency-based staffing management will also encourage government bureaucracy that is neutral and solid.

In addition, ([Kusumastuti, 2010](#)) in his journal depicts that based on human resource competency management, she/he will bear a fair mechanism in managing its human resources in an organization. This is because competence is a set of behavior effective that produce not just superior performance and competency, but also knowledge are applied in a particular behavior. Competences are not just skills, but competences are able to manifest, as the competence is not merely a motive, but competence must have been either a particular behaviors that reflect a motive.

For the sake of optimizing the office's promotion, competency-based training and education are an important means as set forth in a government regulation of number 11 of 2017 on the management of civil servants. As the authorized institution organizes education and training according to the regulations of the government, State Administration Institution

(LAN) as the government agency that is non-ministry. [\(Sanapiah, 2008\)](#) in his journal elucidates that the organization of the training was geared to fill the competence of participants as required by the office, so the civil servants concerned are obliged to follow the lesson purpose of developing the competencies. In addition, other forms of coaching are applied simultaneously, such as decentralized organizing training, optimization of controls together against the competence and the application of total quality management.

Therefore, [\(Febriana, 2017\)](#) in his journal reveals that the system arrangement and development of career patterns by remembering the professionalism apparatus in the form of work achievement and competence for the organizational development is a tool to measure the ideal career patterns in the preparation to become a very urgent need. Thus, the grant award is no longer based on an extended period of work, but based on achievement and competence shown by this civil servant in executing the tasks, it is serving the best community that needs help, either through structural or functional line/ professional.

Conclusion

In fact, the Act of ASN stressed that the open selection of ASN office kept professional, transparent, and equitable. In fact based on the findings of this research, the implementation of the open selection in office's promotion has not fully run professionally as required in the ASN regulation, where the political intervention of the regional head dominates the implementation process of the selection so the team could not perform his duties in a professional manner. Because of the political intervention, the determination of the ASN reinstated in the government of Central Kalimantan based on political expediency and natural transaction, not based on competence and expertise as ASN Act's mandates.

This research found that the result of selection by the selection team is not directly can be reinstated which is sent. The results considered by the head of the region politically. Then the regional head determines the ASN bureaucrats to occupy the position wanted. The decision of the regional head is based on the political interests of the transaction. On the other hand, the officials of the ASN also tend to be actively involved in practical politics in which the goal of practical involvement in the politics of the ASN is to strengthen political relations with the regional head so that those are trying to put them in the position/ his intention. The intervention of the regional head and the tendency of political engagement in the ASN practical implementation led to the paradox of open selection for office's promotion, where the open selection of office's promotion cannot be executed according to the ASN's Act.

Therefore, the design of open selection for ASN office's promotion should be emphasized on design policy that asserts that the regional head is not given direct authority to set and determine the ASN employees reinstated in government institutions. It also needs a policy that explicitly prohibits civil servants involved in practical politics in which those are forbidden to vote and are selected in the election of the regional head. Through such restrictions, the politicians are no longer interested in mobilizing civil servants for political purposes. Moreover, civil servants are also not interested in engaging in practical politics as it does not profit them politically. Governance of civil servants is regulated centrally by the central government through the Ministry of related and is overseen by independent agencies and public.

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