

Policy Strategies for Developing Civil Servant Competencies to Improve the Quality of Human Resources in the Civil Registration and Population Administration Agency

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ABSTRACT

Public service organizations, including the Population and Civil Registration Office (Dinas Kependudukan dan Pencatatan Sipil / Dukcapil), have a constitutional obligation to provide quality, equitable, and transparent civil administration services, as mandated by Law No. 25 of 2009 on Public Services. The quality of human resources (HR) within the civil service apparatus is a determining factor in service effectiveness. Therefore, merit-based competency development, as required by Law No. 20 of 2023 on the State Civil Apparatus, is a crucial strategy that must be implemented effectively. This research aimed to identify and explore merit-based competency development policy strategies for improving the quality of civil servant HR at the Dukcapil Office of Merauke Regency, including the factors contributing to suboptimal implementation. The research employed a descriptive qualitative approach with an exploratory case study design, using document analysis and in-depth interviews with agency leaders, division heads, and implementing staff. The findings showed that although the competency development policy conceptually aligned with the principle of “the right person in the right place,” its implementation in practice still faced seven major obstacles. These included task placement that was not yet fully competency-based, development programs that were not sufficiently targeted and evenly distributed, less objective performance appraisal systems, limited facilities and technological support, unequal career development opportunities, inconsistent reward and sanction mechanisms, and weak inter-agency coordination. Among these challenges, the lack of targeted competency development programs and limited facilities and infrastructure were identified as the most urgent issues requiring attention. Addressing these challenges is essential to ensure that the merit system functions optimally and contributes to improving the quality of public services in Merauke Regency.

INTRODUCTION

Public service organizations are operational units responsible for providing essential services within the Indonesian government structure, encompassing government agencies, state-owned or corporate legal entities, and autonomous institutions (Ahmadi, 2022; Kolomiiets et al., 2024; Nurrohman, 2025; Tatikonda, Ponnala, Tatikonda, et al., 2024; Tatikonda, Ponnala, Thatikonda, et al., 2024). The 1945 Constitution establishes public service responsibilities as part of the government’s mandate, requiring the state to provide services to all citizens. Law Number 25 of 2009 concerning Public Services, particularly Article 1 paragraph 1, defines public services as activities aimed at fulfilling the needs of

citizens and residents for goods, services, and administrative services provided by public service providers based on quality, fairness, non-discrimination, and transparency standards.

The implementation of civil registration and population administration is primarily the responsibility of the Population and Civil Registration Service (Dinas Kependudukan dan Pencatatan Sipil / Dukcapil). Its planning must be aligned with the development plans of South Papua Province and national development priorities in accordance with Law Number 25 of 2004 concerning the National Development Planning System and Law Number 23 of 2014 concerning Regional Government. Compared with conditions in 2024, the Merauke Regency Dukcapil Service demonstrated positive developments in 2025. The percentage of civil servants with a bachelor's degree or higher increased from 52.4% to 59.5% (an increase of 7.1%), training participation increased from 42.9% to 57.1% (an increase of 14.2%), and the proportion of civil servants with a minimum of five years of service increased from 57.1% to 73.8% (an increase of 16.7%). These data, obtained from official personnel records, served as the basis for formulating more targeted competency development strategies.

Based on 2025 personnel data, the Merauke Regency Dukcapil Service had 34 civil servants, with 55.56% occupying Group III positions (from Young Administrator to Administrator levels), which generally require a minimum educational qualification of a bachelor's degree or Diploma IV. This group plays a strategic role in ensuring the quality of work processes and outputs while supporting lower-level personnel, indicating that the organizational structure already has a relatively strong formal qualification foundation but still requires further role optimization. According to G. Steiner, human resource planning aims to maintain and enhance an organization's capacity to achieve its objectives through future-oriented workforce development strategies. Therefore, continuous organizational change requires institutions to avoid relying solely on fixed plans and static systems.

Effective leadership cannot be measured solely by the extent to which an organizational unit completes its assigned tasks (Wikaningrum et al., 2018). Instead, it requires strategic leadership characterized by adaptability, a flexible mindset, and the ability to provide clear and measurable direction for organizational members. To bridge the gap between existing conditions and expected performance standards, the application of Assessment Theory (Sukardi, 2019; Widodo, 2020) is required. This approach enables organizations to systematically identify individual competencies, skills, and potential, thereby allowing the Merauke Regency Dukcapil Service to determine competency gaps and design measurable and evidence-based development programs.

Several studies have examined competency development and merit system implementation in various governmental contexts. Akbar (2023) investigated human resource development strategies for improving service quality at the Makassar Office and found that competency-based training programs significantly improved employee performance, although implementation was constrained by budget limitations and insufficient post-training evaluation. Employee (2024) analyzed the development of human resource analyst competencies at Regional Office V of the National Civil Service Agency (Badan Kepegawaian Negara / BKN), revealing that structured competency mapping and continuous development programs improved analytical capabilities; however, gaps remained between training content and actual job requirements. Raudah (2025) examined public service performance in remote areas and identified geographical challenges and limited infrastructure

as significant constraints affecting service quality, emphasizing the need for region-specific competency development strategies. Selitubun (2022) analyzed motivation in public services at the Civil Registration Service of Merauke Regency and found that intrinsic motivation and leadership support significantly influenced service quality, although the study did not specifically address competency development policies. Wirata et al. (2021) examined the influence of apparatus competency on public service performance and concluded that technical competence and communication skills were key determinants of service quality. Wulandari (2026) investigated merit system implementation and talent management in population administration, finding that merit-based recruitment positively influenced service quality, although challenges remained in performance evaluation objectivity and career development opportunities. Sofyan (2023) examined population administration service quality in Malunda District, Majene Regency, and found that community satisfaction was influenced by service responsiveness, accessibility, and employee competence. Pratama et al. (2025) explored population administration service strategies based on digitalization and found that digital transformation improved service efficiency but required adequate infrastructure and human resource readiness.

Despite the growing body of research on competency development and merit systems, several gaps remain. Most previous studies have focused on urban areas, with limited attention to remote regions such as Merauke. Although the merit system concept has been widely examined, limited studies have explored practical implementation barriers, including internal factors such as bureaucratic policies, management practices, qualifications, resources, and leadership, as well as external factors such as central government regulations, regional conditions, and technological development. Previous research has generally examined competency development and merit systems separately rather than providing a comprehensive analysis of how merit-based policies can be systematically implemented to improve human resource quality in population administration services. Studies that formulate concrete policy strategies for remote regions, particularly Papua with its distinctive geographical and socio-cultural characteristics, remain limited. This study addressed these gaps by providing an in-depth analysis of merit-based competency development implementation at the Merauke Regency Population and Civil Registration Service, identifying and classifying seven main internal and external obstacles, proposing nine actionable policy recommendations based on empirical findings, integrating theoretical perspectives including Assessment Theory (Sukardi, 2019; Widodo, 2020), Human Resource Planning Theory (G. Steiner), and Public Service Theory, and providing empirical evidence from a region that remains underrepresented in public administration research.

Based on the above description, this study aimed to identify and explore merit-based competency development policy strategies for improving the quality of civil servant human resources at the Dukcapil Office of Merauke Regency, including the factors contributing to suboptimal implementation. Theoretically, this study contributes to the literature on competency development and merit system implementation in remote regional contexts, provides a comprehensive analytical framework for identifying implementation challenges, and offers a structured approach for developing policy recommendations. Practically, this research provides actionable recommendations for the Merauke Regency Dukcapil Service to improve competency development programs, offers guidance for policymakers in designing

region-specific competency development policies, serves as a reference for other government institutions facing similar challenges in remote areas, and contributes to improving public service quality for the people of Merauke Regency, particularly the Indigenous Papuan community.

METHOD

This research employed a qualitative descriptive approach with an exploratory case study design to identify, describe, and explore merit-based competency development policy strategies for improving civil servant human resource quality at the Population and Civil Registration Service of Merauke Regency. The study examined the processes of competency development planning, implementation, and outcomes. Through this approach, the research explored the relationship between competency improvement and the implementation of the agency's main functions in enhancing human resource quality and supporting the delivery of excellent public services to the people of Merauke Regency, particularly the Indigenous Papuan community.

Data were collected through two primary techniques: document review and in-depth interviews. The document review covered relevant legislation, work plans, competency development program reports, and personnel and public service administration data related to merit system implementation. Interviews were conducted to validate information obtained from documents and to gain deeper insights into the practical implementation of competency development policies. The informants included agency heads, division heads, and implementing staff who had relevant knowledge and experience regarding merit-based competency development strategies.

Through these methods, the study obtained comprehensive data covering both formal policy frameworks and practical implementation conditions. The collected data provided an understanding of the relationship between civil servant competency development and improvements in public service performance and quality in Merauke Regency, ensuring that the findings aligned with the research objectives.

RESULTS AND DISCUSSION

A. Factors Causing the Suboptimal Development of Merit-Based Competence Systems in Improving the Quality of Human Resources of Civil Servants at the Population and Civil Registration Service of Merauke Regency

According to Dye (2021: 156), policy effectiveness is highly dependent on the integration of policy elements, the capabilities of implementers, the availability of resources, and environmental conditions. Consequently, the implementation of the merit system at the Merauke Regency Civil Registration Office has not been optimal due to gaps in both internal and external factors. Internally, the placement of personnel does not fully align with qualifications, performance assessments are still influenced by subjective considerations, competency development programs are hampered by budget constraints, and awards and sanctions are inconsistent. Externally, the inconsistency between central regulations and the conditions of the vast and remote region, as well as the delay in adapting to information technology, widen these gaps. This condition aligns with Sukardi (2019) and Widodo (2020)

that the merit system requires full support based on the principles of equal opportunity, objective assessment, continuous development, and awards based on achievement.

Internal Factors

Bureaucratic Policy

Bureaucratic policy serves as the primary framework governing the entire implementation mechanism of the merit system—from recruitment and placement to development and awarding based on ability and performance. When policies remain rigid and not fully objective, the implementation of the merit system will be hampered, as Pasolong (2021: 94) emphasized, stating that bureaucratic policy serves as a bridge between basic regulations and implementation on the ground. Legally, its foundation is stipulated in Article 8 of Law Number 20 of 2023 concerning the State Civil Apparatus, which stipulates that personnel management must be objective, fair, and transparent based on qualifications, competence, performance, and integrity.

"Regarding the employee recruitment process, procedures have undergone changes since the implementation of the computer-based examination (CAT) system starting in 2018 in accordance with the standards of the National Civil Service Agency (BKN)."

In practice, the employee placement mechanism has not fully aligned with real needs in the field, as stipulated in the Head of BKN Regulation Number 23 of 2019 concerning the CAT Selection System and the Head of BKN Regulation Number 38 of 2017 concerning the Development of ASN Competencies, so that placement is still often influenced by considerations other than competence. Widodo (2020) and Sukardi (2019) emphasized that the effectiveness of the personnel system depends on the alignment of legal regulations, organizational environmental conditions, and the availability of supporting resources; if placement is not based on objective assessments, human resource potential is not optimally utilized, hampering the achievement of organizational performance targets.

Management System

The personnel management system at the Merauke Regency Civil Registration Office is a key determinant in addressing organizational dynamics, particularly those resulting from the transfer of personnel to the South Papua Provincial Government. In principle, this system should integrate everything from needs planning and placement to competency development, including merit-based performance assessments, as mandated by Merauke Regent Regulation Number 45 of 2024 concerning the Development and Development of Civil Servant Competencies.

"The division of duties for Echelons 3 and 4 is based on the Regent's Regulation concerning Job Descriptions and Functions. The preparation of these job descriptions is mandatory to ensure the work within each sub-section is properly divided and that all staff clearly understand their primary duties and responsibilities."

However, implementation has not been optimal and integrated; there is still a mismatch between expertise and job duties, limited structured development programs, and a career assessment mechanism that is not entirely objective. This situation is exacerbated by budget constraints, the vast scope of work areas, and reliance on technology that is not yet evenly accessible, creating a gap between established management standards and the reality of implementation on the ground.

Civil Service Qualifications

Civil servant qualifications are influenced by educational background, work experience, and opportunities for skill development. Although 59.5% of civil servants have at least a bachelor's degree, there are still gaps in technical competency, particularly in mastery of the Population Administration Information System (SIAK), influenced by limited training frequency, vast geographic conditions, and budget constraints. Another factor is the transfer of experienced civil servants to South Papua Province, which increases the workload of remaining civil servants. Sukardi (2019) emphasized that civil servant qualifications are determined not only by formal education but also by opportunities for continuous development and organizational support.

"We still find situations where some officials fully understand their duties according to their competencies, but there are also those whose placements are not based on their educational background or expertise."

This condition is in line with Law Number 20 of 2023 Article 8 and Article 70 which mandates merit-based personnel management and structured competency development, and Regulation of the Head of BKN Number 38 of 2017 which stipulates competency includes knowledge, skills, and behavioral attitudes according to job standards—in line with Widodo (2020) that qualification improvement must be based on the gap between abilities and job demands, not just routine activities, as well as LAN Regulation Number 12 of 2018 which requires the preparation of a competency needs map.

Resources and Funds

The issue of civil servant resources is evident in both quantity (vacancies due to the transfer of civil servants to South Papua Province) and quality (gaps in SIAK technical competency). Furthermore, the availability of funds is a crucial inhibiting factor; although regulated in Merauke Regent Regulation No. 45 of 2024 concerning the allocation of APBD and Special Autonomy Funds, its implementation remains suboptimal, resulting in suboptimal technical guidance and supervision in remote districts.

"To continuously improve our performance, we need adequate human resources and infrastructure. Budgetary constraints are a constraint, as all efforts to bring services closer to the community through outreach programs and equipment procurement are highly dependent on funding."

This is in line with Sukardi (2019) who stated that the qualifications and performance of civil servants are influenced by development opportunities, suitable placement, and adequate support facilities; and Widodo (2020) who emphasized that improving organizational performance is highly dependent on the availability of financial resources—without sufficient and targeted funding allocation, policies and work plans cannot be optimally realized, so that specific technical training programs often do not run optimally even though the need to improve civil servant capabilities is clearly felt.

Leadership

Leadership challenges are evident in the position-filling process, which does not fully adhere to competency principles and a merit system, exacerbated by the movement of experienced civil servants to South Papua Province. Leadership effectiveness is also hampered by limited resources and the geographical conditions of the work area, which covers 46,000

km² and is difficult to access, resulting in minimal supervision and guidance in remote districts.

"The Head of Division is directly responsible for handling issues under his/her jurisdiction. We also provide 30 minutes before service hours (8:00–9:00 AM) to discuss challenges and align staff perceptions, so that not all issues need to be resolved directly by top management."

The implementation of this multi-level and participatory control system is in line with Widodo (2020) who stated that effective leadership is characterized by the ability to delegate authority and build a multi-level control system, Wikaningrum et al. (2018) who emphasized the importance of regular communication mechanisms and inherent supervision, and Sukardi (2019) who stated that a structured supervisory system and division of tasks are the main prerequisites for effective organizational governance even with limited resources.

External Factors

Central Regulation

Central regulations such as Law No. 5 of 2014 concerning the State Civil Apparatus, Government Regulation No. 11 of 2017 concerning ASN Management, and Regulation of the Minister of Administrative and Bureaucratic Reform No. 19 of 2025 concerning the Merit System serve as the primary legal references providing uniform guidelines for developing job competency standards and training programs. However, these generally designed, nationally, regulations often fail to accommodate the specific characteristics of regions such as Merauke Regency, which has a vast territory, challenging geographic conditions, and special service needs for Indigenous Papuans, making their implementation less flexible.

Central government policies also regulate budget allocations, recruitment quotas, and restrictions on transfers/promotions to maintain national balance. The establishment of the New Autonomous Region of South Papua Province resulted in many competent civil servants being transferred to the province, while filling vacant positions was limited by central government quotas, creating a workload gap. According to Mahmudi's (2021) theory of personnel decentralization, the successful implementation of central government regulations depends heavily on fiscal capacity, infrastructure availability, and regional characteristics. Therefore, the gap between national standards and actual regional capabilities is the primary reason why the merit system has not been fully implemented. This is reinforced by Spencer & Spencer's (2018) competency theory, which states that recruitment should be based on measurable ability standards, not simply filling vacancies.

Regional Conditions

Merauke Regency covers an area of approximately 46,000 km², divided into 22 districts and 176 villages, with diverse geographic conditions—mainland, coastal, island, and remote terrain. These conditions pose a major obstacle to technical guidance and training due to limited transportation access and high costs, resulting in only staff at the central office and the nearest districts being able to participate. Limited internet access (which requires a minimum speed of 5 Mbps) and limited electricity supply also slowed the implementation of the Population Administration Information System (SIAK) as mandated by the central government.

"The vast area and difficult terrain are the main obstacles. Mobile services can only be provided two to three times a year in nearby areas, while in the most remote areas, they are

only provided about once a year, or sometimes not at all, due to limited transportation budgets and the lack of adequate electricity and internet access."

In response, the strategy of establishing Technical Implementation Units (UPT) in each district and outreach services are relevant solutions, in accordance with the Regulation of the Minister of Home Affairs Number 104 of 2019 concerning the Implementation of Population Administration and the Regulation of the Minister of PANRB Number 29 of 2022 concerning Monitoring and Evaluation of Public Service Performance, to bridge the access gap so that geographical challenges no longer hinder equitable public services.

Technological development

Technological developments in population administration are regulated by Law Number 24 of 2013 concerning Population Administration, which mandates an integrated electronic system, Presidential Regulation Number 88 of 2004 concerning SIAK, as well as Government Regulation Number 71 of 2019 and Law Number 1 of 2024 concerning ITE, which recognizes the validity of electronic documents. According to the concept of Management Information Systems (Laudon & Laudon, 2020), the effectiveness of technology depends on the alignment of hardware/software, organizational processes, and the quality of the human resources operating it.

In the field, the constraints of a minimum internet network of 5 Mbps, equipment that is largely outdated, and limited maintenance budgets mean that the SIAK system, which was designed to work centrally and in real time, has not been running optimally in remote areas, so officers still rely on manual methods that take months to send files. According to Widodo (2020) and Sukardi (2019), the implementation of new technology requires support from facilities, funding, and the competence of apparatus simultaneously, so that the planned online service innovations have not been able to run optimally according to national standards.

Merit System

Placement Based on Qualifications and Competencies

The placement of civil servants according to qualifications has been mandated by Law Number 20 of 2023 and Regulation of the Head of the National Civil Service Agency Number 38 of 2017, which requires filling positions based on job analysis and workload. The CAT-based selection process since 2018 shows that the mechanism has a clear legal basis, according to Spencer & Spencer (2018) that competency-based placement is a prerequisite for effective tasks. However, in practice, the Head of the Service acknowledged that there are still placements that are not aligned with expertise background, exacerbated by the dynamics of the formation of South Papua Province which makes vacant positions urgently filled without in-depth suitability assessments. According to Widodo (2020) and Sukardi (2019), mismatched placements result in wasted human resource potential and widen the gap between expected standards and achieved results, even though the principle of "the right person in the right place" has been emphasized by the Head of the Population Registration Section as key to data accuracy and service quality.

Equal Opportunity and Non-Discrimination

This principle is expressly stipulated in Law Number 20 of 2023 and Government Regulation Number 11 of 2017 concerning Civil Servant Management, guaranteeing that every civil servant has equal rights to career development and training regardless of background. Widodo (2020) emphasized that equal opportunity is a key pillar of the merit

system. However, its implementation is still hampered by limited regional budgets, resulting in only a portion of employees being covered by development programs. This is compounded by the influence of subjective considerations and official placements, which, according to the Head of the Service, "there are still cases where someone is placed not based on educational background or technical expertise, but rather following the superior's policy." Sukardi (2019) emphasized that equal opportunity requires adequate resource support and consistent implementation; without this, the principle is only partially implemented and has not been felt equally by all civil servants.

Objective and Measurable Performance Assessment

Objective performance assessments are regulated in Law Number 20 of 2023 and Government Regulation Number 30 of 2019 concerning Civil Servant Performance Assessment, which mandate the use of Employee Performance Targets (SKP) as the primary measurement tool, in line with Widodo (2020) that performance-based assessments are an important pillar of the merit system. However, their implementation still contains elements of subjectivity; assessments focus more on attendance and administrative aspects, not fully measuring real contributions and mastery of technical competencies such as SIAK. Sukardi (2019) emphasized that performance assessments will lose their meaning if they are merely procedural without clear and transparent standards. Their effectiveness is also hampered by limited supporting facilities and a lack of post-assessment assistance, so that assessment results do not fully serve as the primary basis for career development, awards, or coaching—in line with Widodo (2020) that an effective assessment system requires clear standards, resource support, and a direct link to self-development and awards.

Continuous Competency Development

The Human Resources Development Agency (BKPSDM) and the Civil Registration Agency (Dukcapil) have been striving for sustainable competency development, in accordance with Law Number 20 of 2023 and Regulation of the Head of BKN Number 38 of 2017, through continuing education, leadership training, embedded development, and technical guidance with the Regional Development Planning Agency (BPKAD), the Ministry of Communication and Information, and the Regional Development Planning Agency (Bappeda). However, implementation is highly dependent on regional financial capacity, requiring priority for specific technical activities and not yet reaching all civil servants equally. The effectiveness of training outcomes also varies because not all knowledge is optimally applied in daily tasks. According to Widodo (2020) and Sukardi (2019), sustainable competency development requires budget support, facilities, and an environment that encourages the application of knowledge. Meanwhile, the challenges of Merauke's vast region and limited internet network also limit the reach of development—in line with Mahmudi (2021) that successful human resource development requires synchronization between national standards and actual regional capabilities.

Giving Awards and Coaching Based on Achievement

The provision of awards and development assistance is regulated in Law Number 20 of 2023, Government Regulation Number 94 of 2021, and Regulation of the Head of the National Civil Service Agency Number 6 of 2022, which mandates a reward-sanction system as part of the merit system. The mechanism is already in place through performance allowances, award certificates, opportunities for further education, and gradual reprimands, in

line with Widodo (2020) who stated that fair rewards and development are pillars of motivating continuous performance improvement. However, implementation remains limited: there is no specific, structured reward mechanism, appreciation is highly dependent on budget availability, and assessments still focus solely on attendance and administration. Sukardi (2019) emphasized that a reward system will not be effective if it is merely procedural without measurable indicators, adequate resources, and consistent implementation in accordance with merit system principles.

Table 1. Competency Development Policy Strategy Based on Merit System in Improving the Quality of Human Resources of Civil Servants at the Population and Civil Registration Service of Merauke Regency

No	Policy Strategy
1	Strengthening the discipline and work awareness of civil servants
2	Carry out placement and division of tasks objectively according to competency
3	Develop a targeted and measurable competency development program
4	Improving the effectiveness of learning and application of knowledge gained from training
5	Improve the performance appraisal system to be more objective and measurable
6	Improving the mechanism for providing fair rewards and compensation
7	Fulfilling and increasing the availability of adequate work facilities and infrastructure
8	Optimizing the management and use of HR development budgets
9	Strengthening coordination and synergy between supporting agencies

Source: Processed by researchers

Based on the identification of causal factors that make the implementation of merit-based competency development policies less than optimal through the results of informant interviews, this study recommends improvement policies that are formulated based on actual problems in the field and pay attention to Law Number 20 of 2023 concerning State Civil Apparatus, Government Regulation Number 94 of 2021 concerning Civil Servant Competency Development, and Regulation of the Head of BKN Number 38 of 2017 concerning the Competency Development System, which mandates the consistent application of merit system principles.

Strengthening the discipline and work awareness of civil servants

The implementation of tiered, inherent supervision and ongoing development is a strategic step to maintain civil servant performance, as stipulated in Government Regulation Number 94 of 2021 concerning Civil Servant Discipline and Regulation of the Head of the National Civil Service Agency Number 6 of 2022 concerning the Development and Supervision of Civil Servant Discipline. Every level of leadership is responsible for regularly monitoring and evaluating the performance of their subordinates, ensuring that discipline is the primary foundation for task execution and career development.

"To strengthen discipline, we implement tiered, close supervision and ongoing coaching. Each division and section leader monitors attendance, punctuality, and adherence to work rules daily, along with regular counseling to ensure discipline is understood as the primary foundation for task performance and a prerequisite for career development."

One real form of work discipline challenges can be seen from the fact that of the 42 employees registered, only around 13 people attended the roll call, as documented below:



Figure 1. Documentation of Civil Servant Roll Call Activities

Source: Processed by researchers



Figure 2. Documentation Civil Service Roll Call Activities

Source: Processed by researchers

In a way legal and theoretical , implementation This in harmony with Constitution Number 20 of 2023 concerning ASN which requires merit- based system discipline , competence , and accountability . According to the Discipline Theory Hasibuan (2019), the discipline that is formed through supervision tiered will support optimal performance , but findings show equipment Work like computer , tools recorder , and machine print partial E-KTP big originate from 2011–2012 , already obsolete , and operational without replacement worthy consequence limitations budget . Referring to the Regulation of the Minister of PANRB Number 19 of 2025 concerning Implementation Merit System , agency must ensure environment Work support achievement fair and objective performance , so that besides maintain system supervision , fulfillment facility Work become priorities that are not inseparable.

Carry out placement and distribution task in a way objective in accordance competence

Compilation description task details based on analysis position and burden Work is implementation direct principle merit system according to Constitution Number 20 of 2023,

which confirms placement No may based on considerations subjective or connection personal. This step realize the principle of “right people in the right place” so opportunities and levels career open for Who only those who fulfill standard competence.

" As leader, I Already direct employee Echelon 3 and 4 so that all work in accordance Task The main points and functions of each field, so that the work in each sub- section divided finished and all staff understand task as well as not quite enough he answered."

Compilation description detailed tasks This become step the right start realize placement objective , strengthening principle merit system that emphasizes performance , competence , and equality opportunity , at the same time minimize influence outside considerations skill in filling position .

Developing a development program directed and measurable competencies

Identification need real apparatus — competence technical administration population , mastery of SIAK, and fields supporters others — implemented in accordance Regulation Head of BKN Number 38 of 2017 concerning Development Civil Servant Competence . The merit system places development competence as the main pillar that confirms improvement quality apparatus must based on standards need position , not consideration subjective .

" Need mastery system information and skills the operation of SIAK has identified in a way real , so that proposal training has delivered to leadership , even though implementation Still constrained limitations budget ."

When training customized need real like SIAK operators, this process strengthen suitability individual with position and become fair basis for development career in accordance principle merit system .

Increase effectiveness learning and application knowledge results training

Obligation compilation report results learning and sharing associated knowledge with evaluation performance is implementation Constitution Number 20 of 2023 and Regulations Head of BKN Number 38 of 2017, which confirms development competence must oriented results , not just participation activity .

" We will see our evaluation from two sides : use budget and results output . Employees who take part in the program are capable finish it with good , and knowledge newly acquired direct implemented in work daily ."

When the results learning become part evaluation performance , motivation apparatus apply knowledge new increase at a time ensure equality standard ability between staff , to be solution appropriate overcome limitations budget and frequency training official in the field .

Repair system evaluation better performance objective and measurable

Complete indicator Employee Performance Targets (SKP) to include quality results work and progress competence — not only presence — is implementation mandate Constitution Number 20 of 2023, Regulation Government Number 30 of 2019, and Regulation of the Minister of PANRB Number 6 of 2022.

"I collect , I give directions For followed up , staff supervised attached , seen level presence and contribution his work . SKP is assessed in a way annual ; if its performance No in accordance planning , will followed up ."

Improvements details measurable and connected SKP indicators direct with standard competence positions — include improvement skills , speed and accuracy results work , and

support smoothness task team — will make system evaluation as fair and accountable tools in accordance principle merit system .

Perfecting mechanism giving awards and compensation in a way fair

Mechanism giving appreciation financial both financial and non- financial as well as implementation sanctions consistent is implementation Constitution Number 20 of 2023, according to Adams' Total Reward Theory and Justice Theory (1965) and Herzberg's Two Factor Motivation Theory , where rewards based achievements push improvement performance temporary sanctions firm guard standard quality service .

Measurement standards performance Already arranged regulations , not desire leadership solely . Performance Allowance (TPP) is given pure based on achievements Work with source of funds 30% of Regional Original Income , functioning as appreciation and motivation .”

Besides financial , opportunities training , education continuation , and assignments strategic for apparatus achieve in line with the Total Reward Theory which confirms compensation covers recognition and development career , strengthening implementation Constitution Number 20 of 2023 which requires relatedness direct between performance , rewards , and development career .

Fulfill and improve availability facilities and infrastructure adequate work

Proposal procurement computer , tools recording , internet network , and equipment Work in a way sustainable become step strategic support performance apparatus , considering devices used part big originate from 2011–2012 and already No worthy use . According to Environmental Theory Work Sedarmayanti (2009), facilities obsolete physical hinder the process of data recording , SIAK input , to E-KTP printing . Productivity Theory Hasibuan confirm performance tall only achieved If There is balance between ability individual , motivation , and support means .

“At this time we are still use available equipment What existence , some big old and worn out equipment Enough old . We really hope can get replacement facility new for quality ongoing data services and management more Good .”

Condition services at the Population and Registration Service Civil Merauke Regency can seen in the documentation following :



Figure 3. Documentation Activities in the E-KTP Recording Room

Source: Processed by researchers



Figure 4. Documentation Activity Service Data Input to in System Information Administration Population (SIAK)
Source: Processed by researchers



Figure 5. Documentation Activities in the E-KTP Printing Room
Source: Processed by researchers

Condition use equipment work that has been aged old since 2011–2012 depicts limitations means that become challenge main service , according to Environmental Theory Work Sedarmayanti (2009) that facility Work is factor determinant smoothness operational . From the perspective merit system , availability facility absolute become prerequisites for improvement ability No hampered , because although apparatus Already trained mastering SIAK, the result No will maximum If device No support , so that procurement sustainable ensure standard competence can implemented in practice in a way fair.

Optimizing management and use budget human resource development

Optimization management budget through compilation plan detailed , determination priorities and coordination inter-agency is application of Management Theory Public Finance Musgrave & Musgrave (1989) and OECD's (2014) Value for Money concept , which emphasizes allocation of funds must be prioritize efficiency and effectiveness so that

resources Power limited directed at beneficial programs biggest — like training mastery of SIAK and replacement equipment obsolete.

“We continue coordinate with Civil Registration Department For know need real competence all over position . If the budget enough , need improvement ability quick planned ; if limited , we sort out the most urgent programs moreover formerly.”

According to Allocation Theory Schick's (1999) Resources and Budgeting Theory Performance Based , management budget planned become prerequisite absolute for development competence walk sustainable . With strengthen synergy together with BKPSDM and BPKAD, agencies can ensure availability of funds for training , facilities work and awards based performance , guarantee the principle of “ ability and achievement” as base main " has support real fiscal.

Strengthen coordination and synergy between agency supporters

Coordination structured with BKPSDM, BPKAD, BAPPEDA, Communication and Information Service , and the State Administration Agency to become prerequisite main thing for the development program competence walk sustainable , according to von Bertalanffy's System Theory and Principles Ansoff Synergy that results Work together inter-unit more big than effort separate . According to the Implementation Theory Edwards III's policies , success merit system relies on communication smooth , support funding , and alignment standard inter-agency.

Head of the Civil Registration Service confirm challenge main located at the bottom motivation work , limitations internet network , equipment obsolete , as well as work areas covering an area of 46,000 km², although allowance performance and opportunities education advanced Already given based on achievements work . Secretary Civil Registration Department add that development competence has done through guidance technical together with BKPSDM, BPKAD, BAPPEDA, and the Communication and Information Service, however limitations budget and equipment still become inhibitor main optimization competence.

As solutions , policies development competence based merit system must arranged referring to the Law Number 20 of 2023, Regulation Head of BKN Number 38 of 2017, and Regulation of the Minister of PANRB Number 19 of 2025, which requires planning , training , assessment , and reward based competence and performance . According to Adams' Justice Theory (1965) and Hasibuan's Human Resource Development Theory , the policy This must ensure equality chance as well as blend support budget and updates means , so that development competence become investment strategic increase quality service population in a way sustainable.

CONCLUSION

The policy strategy for merit-based competency development at the Population and Civil Registration Service (Dinas Kependudukan dan Pencatatan Sipil / Dukcapil) of Merauke Regency was formulated with reference to Law Number 20 of 2023 concerning the State Civil Apparatus, Regulation of the Head of BKN Number 38 of 2017, and Merauke Regent Regulation Number 45 of 2023. Conceptually, this strategy was aligned with the principle of “the right person in the right place” through the preparation of job descriptions, competency development programs, coaching activities, and performance evaluation systems. However,

its implementation had not yet been optimal because gaps remained between regulatory frameworks and actual practices. These gaps were influenced by internal factors, including policies, management practices, and civil servant qualifications, as well as external factors, such as budget limitations, extensive geographical conditions, remote work locations, and limited infrastructure and technological support. These challenges were summarized into seven main obstacles affecting the effectiveness of merit system implementation.

Among these seven obstacles, insufficiently targeted competency development programs and limited facilities and infrastructure were identified as the most urgent issues requiring improvement because they serve as fundamental components supporting the successful implementation of a comprehensive merit system. Therefore, the Merauke Regency Dukcapil Service, in collaboration with the Regional Human Resources Development Agency (Badan Kepegawaian dan Pengembangan Sumber Daya Manusia / BKPSDM), Regional Financial Management Agency (Badan Pengelolaan Keuangan dan Aset Daerah / BPKAD), Regional Development Planning Agency (Badan Perencanaan Pembangunan Daerah / BAPPEDA), and Communication and Information Service, should strengthen inter-agency coordination in developing competency programs based on actual job requirement analyses that reach all civil servants, including those assigned to remote districts. Furthermore, the agency should accelerate the procurement and maintenance of essential work infrastructure, such as computers, internet networks, and population data recording equipment, improve Employee Performance Target (Sasaran Kinerja Pegawai / SKP) indicators to objectively measure work outcomes, and consistently implement reward and sanction mechanisms. Through these measures, the merit system implementation is expected to function more effectively and contribute to improving civil servant competency, human resource quality, and public service performance in Merauke Regency.

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