



IMPLEMENTATION OF THE DECISION ON COMPETENCY STANDARDS FOR HIGH-LEADER PRATAMADI POSITIONS IN THE GOVERNMENT OF EAST BOLAANG MONGONDOW REGENCY

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Abstract (English)

This study aims to analyze the implementation of the Minister of Administrative and Bureaucratic Reform Decree No. 409 of 2019 concerning the Competency Standards for Primary High-Level Leadership Positions (JPTP) in East Bolaang Mongondow Regency. The research focuses on the implementation of the policy in the position filling process and its supporting and inhibiting factors. The results indicate that implementation is not optimal due to continuing discrepancies in educational qualifications, limited training, and political influence. However, there is an increasing commitment to the merit system and transparency of selection. This study's recommendations emphasize the importance of strengthening the capacity of the BKPSDM, ongoing training, and digitizing the ASN information system.

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INTRODUCTION

To achieve professional, effective, and accountable governance, filling the Primary High Leadership Structural Positions (PTP) is a crucial aspect. These positions hold strategic positions within the bureaucratic structure, as they are responsible for policy formulation and decision-making at the Regional Apparatus Organization (OPD) level. Therefore, the filling process must be based on the principles of merit, transparency, and accountability.

The implementation of the merit system in the management of State Civil Apparatus (ASN) has several important objectives. The merit system ensures that ASN are selected and promoted based on competence and performance, thus producing professional and qualified employees.

As a national benchmark, the Ministry of Administrative and Bureaucratic Reform (KemenPAN-RB) issued Decree No. 409 of 2019 concerning the Competency Standards for Primary High-Level Leadership Positions, which establishes three main competency components: Managerial Competency, Socio-Cultural Competency, and Technical Competency. This policy serves as a crucial instrument in ensuring that every Primary High-Level Leadership Position is objectively selected based on measurable competencies, rather than solely on subjective considerations or personal affinities.

Law Number 5 of 2014 concerning the State Civil Apparatus mandates that high-ranking leadership positions be filled through an objective and competitive open selection process. This is intended to ensure that every civil servant occupying a strategic position possesses high competence, qualifications, and integrity. Open selection is also a crucial



instrument in implementing bureaucratic reform, particularly in establishing a performance-based personnel system, rather than one based on personal or political affiliations.

The Open Selection Process for Primary High Leadership Positions in the Regional Government consists of several stages, namely the Planning and Preparation stage, Open Selection Announcement, Registration and Administrative Selection, Competency Selection (Assessment), Final Interview and Track Record, Determination of the Three Best Names, ASN Recommendations, Determination and Inauguration, and the final stage, namely Evaluation and Reporting. As for the application and recommendation, KASN has been officially dissolved through the revision of the ASN Law, namely Law Number 20 of 2023, which removes the institutional arrangement of KASN as an independent institution within the ASN management framework. In terms of the duties and functions of supervising the merit system, ASN neutrality, code of ethics, and ASN behavior previously held by KASN, it was transferred to agencies such as the BKN and the Ministry of PANRB through new implementing regulations.

ASN policies and management are based on qualifications, competencies and performance, which are implemented fairly and fairly without discrimination to ensure that positions in the government bureaucracy are occupied by professional people, in the sense of being competent and carrying out tasks based on the basic values, code of ethics and code of conduct of ASN.

The merit system has a positive impact on State Civil Apparatus (ASN) in various aspects, including improving performance, motivation, and accountability. Improving ASN performance is a primary focus. The system's implementation can encourage objective evaluations based on quality and performance.

Human resources are a key factor in the development process and achievement of an organization's goals. An organization's success depends heavily on its human resources, the driving force and determinant of its operations. Without competent and skilled individuals, organizational performance will suffer.

Human Resource Development for Civil Servants is a mutually beneficial relationship pattern between the organization and employees, therefore there must be the same relevance between the desires of employees and the goals of the organization. It must be able to pay attention to the needs of its employees, including the suitability between their field of work and the level of ability they possess.

The importance of human resources in an organization requires every organization to have qualified and productive employees to run the organization. One way to overcome obstacles in terms of the need for qualified human resources is by conducting a good job placement analysis by an organization (Tanumiharjo, 2013);

According to Widhayharto (2004), the strategic role of human resources in an organization can be elaborated from the perspective of resource theory, where the organization's function is to direct all internal resources or capabilities to address the interests of society as the primary external sector. Human resources provide added value as a benchmark for organizational success.

In public organizations or in this case, bureaucracy, as an organization has human resources known as ASN (State Civil Apparatus). In the Law of the Republic of Indonesia Number 5 of 2014, the State Civil Apparatus is a profession for Civil Servants or PNS and Government Employees with Work Agreements (PPPK) who work in Government Agencies. ASN employees are appointed by the Personnel Development Officer and are assigned duties in a Government position or are assigned other State duties and are paid based on statutory regulations.



Public Policy Making Process

The public policymaking process can be viewed through various models and stages. One of the most widely used is the Lindblom Model, which states that public policymaking is a step-by-step process, in which the government identifies problems, formulates objectives, explores alternatives, conducts evaluations, and makes decisions. Lindblom (1959) also introduced the term "Muddling Through," which indicates that the policymaking process is often incremental and not always conducted rationally or well-planned.

Factors Influencing Public Policy

In public policymaking, many factors influence government decisions. One major factor is politics. Public policy is often influenced by political interests, whether from political parties, legislative bodies, or specific community groups. As Lasswell (1951) explained, public policy often reflects the conflicting interests of politically powerful groups.

Furthermore, economic factors also play a significant role in determining public policy. The economic conditions of a country or region can influence the policy choices made by the government, particularly regarding resource allocation and state budget management (Musgrave, 1959).

Social factors also an important part in making public policies, where the government needs to consider the impact of policies on social groups in society, such as vulnerable groups, minorities, or poor communities (Sager, 2012).

Public Policy Theories

Various theories have been developed to explain how public policy is formed, implemented, and evaluated. Some important theories include:

Elite Theory (Mills, 1956): According to this theory, public policy is primarily influenced by elite groups with particular power and interests. These elite groups have control over important decisions that affect society.

Pluralism Theory (Dahl, 1961): This theory argues that public policy is formed through interaction and negotiation between various interest groups in society. In a pluralistic system, no single group has absolute dominance, but rather policy decisions are the result of compromises between the various parties involved.

External Stimulation Theory (Kingdon, 1995): In this theory, public policy is seen as the result of the interaction between three major currents, namely: problems that need to be solved, solutions that can be implemented, and opportunities that arise due to political or social change. Public policy occurs when these three currents meet at a certain point.



RESEARCH METHODS

This study uses a qualitative approach with a descriptive approach. The qualitative approach was chosen to gain an in-depth understanding of the implementation of filling high-ranking leadership positions in East Bolaang Mongondow Regency. The descriptive study aims to systematically and factually describe the processes, procedures, and obstacles encountered in filling high-ranking leadership positions in the region.

This research was conducted in East Bolaang Mongondow Regency, specifically at the government agency related to filling high-ranking leadership positions, namely the Human Resources Development and Personnel Agency (BKPSDM).

3.3 Research Focus and Focus Description

This research is related to the Policy, namely the Decree of the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 409 of 2019 concerning Competency Standards for High Leadership Positions in Regional Agencies which is focused on the process of filling, coaching and developing JPT Pratama in the East Bolaang Mongondow Regency Government Environment, which is studied from the following aspects/indicators:

- 1) Educational qualifications. Educational qualifications, in this case, serve as formal requirements demonstrating that a prospective official possesses a sufficient knowledge base to understand the technical and managerial aspects of the position they will hold. Relevant education also helps prospective high-ranking leaders understand regulations, governance, and the dynamics of public policy.
- 2) competencies, which include technical competencies, managerial competencies, and socio-cultural competencies.

3.7 Data Analysis Techniques

Data obtained from interviews, documentation, and observations will be analyzed using interactive qualitative data analysis techniques. The stages of qualitative data analysis in this study include:

1. Data Reduction

At this stage, researchers will select and filter relevant data from the results of interviews, documentation, and observations to then be categorized based on certain themes related to filling the position of high-ranking primary leader.

2. Data Presentation

After data reduction, the next step is to present the data in narrative or matrix form, making it easier for researchers to conduct further analysis. Data presentation is achieved by grouping interview results, documentation, and observations into more systematic categories.

3. Conclusion Drawing

Conclusions are drawn based on the analysis of the presented data. Researchers will draw conclusions regarding the implementation of filling high-ranking leadership positions in East Bolaang Mongondow Regency, the obstacles encountered, and recommendations for improving the job selection system.

3.8 Data Validity and Reliability

To maintain the validity and reliability of the data, this study uses several techniques, including:



- **Source Triangulation:** Comparing the results of interviews with various sources to get a more objective and comprehensive view.
- **Engineering Triangulation:** Using various data collection techniques, such as interviews, documentation, and observation, to ensure the accuracy and consistency of the data obtained.
- **Credibility Test:** Conduct a credibility test through a member check by asking for confirmation from the source regarding the interpretation of the interview results that have been conducted.

RESULTS AND DISCUSSION

In accordance with the Decree of the Minister of Administrative and Bureaucratic Reform (PANRB) Number 409 of 2019, educational qualification requirements for filling Primary High Leadership Position. This regulation was established as part of efforts to create a professional, competent, and integrated civil servant (ASN). This regulation serves as a guideline for the selection and appointment of structural officials within government agencies, while taking into account adequate educational standards.

Decree No. 409 of 2019 of the Minister of Administrative and Bureaucratic Reform integrates educational qualifications into national competency standards, ensuring minimum equality across regions in terms of job capacity. This is crucial for maintaining the integrity and standards of public service across various regions, including the East Bolaang Mongondow Regency Government. Educational qualifications reflect academic knowledge relevant to the position. This helps ensure officials have the ability to understand the technical, legal, and administrative issues related to their duties.

Merit-based assessment emphasizes qualifications, competencies, and performance without discrimination. By establishing appropriate educational qualifications, the selection and placement process for officials becomes more objective, transparent, and fair. Educational qualifications serve as a reference for open selection and promotions, job transfers and rotations, competency development and training, and the development of succession plans or talent pools.

In practice, many high-ranking leadership positions still fall short of the educational qualifications they need. Research has revealed several issues, including:

1. Human resources of civil servants are still insufficient (the gap between organizational needs and the availability of civil servants is still not in line).
2. The availability of JPTP candidates who have met the rank standards does not correspond to the field of knowledge required in the Decree of the Minister of Administrative and Bureaucratic Reform concerning Job Competency Standards.
3. The East Bolaang Mongondow Regency Government does not yet have guidelines for formulating regulations/decisions of the Regional Head regarding Competency Standards for High-Leading Positions.
4. The East Bolaang Mongondow Regency Government is a new regency that was established in 2008, so the availability of employees still does not meet standards.
5. The Regional Secretary of East Bolaang Mongondow Regency has sent a letter to the Minister of State Civil Service Empowerment and Bureaucratic Reform



- through the Deputy for Human Resources for State Apparatus regarding the Request for Explanation of Educational Qualifications for Primary High Leadership Positions.
6. Letter from the Deputy for Human Resources of the State Civil Service, Ministry of Empowerment of State Civil Apparatus and Bureaucratic Reform regarding the Explanation of Educational Qualifications for Primary High Leadership Positions in the Position Competency Standards.
 7. The Regional Government of East Bolaang Mongondow Regency will soon compile Job Competency Standards that are appropriate and relevant to the availability of Human Resources for Civil Servants.
 8. The Decree of the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 409 of 2019 is informative in nature or serves as a general guideline that can be used in the implementation of open selection for filling JPT positions.
 9. There are still many ASN placements that do not match the initial formation when applying for CPNS.

Based on the description above, related to the results of interviews regarding the filling of high-ranking leadership positions in the East Bolaang Mongondow Regency Government, it can be concluded that there are still many officials who occupy high-ranking leadership positions who do not meet the Job Competency Standards according to the Decree of the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 409 of 2019, especially regarding Educational Qualifications, and in the future the East Bolaang Mongondow Regency Government will compile Job Competency Standards that are appropriate and relevant to the availability of Human Resources for the State Apparatus.

In this regard, the Regent of East Bolaang Mongondow encouraged Regional Apparatus to identify ASN who have the potential to meet the requirements to continue their education to a higher level, especially the Masters level which is in accordance with the needs of Structural Positions and provide Administrative support for ASN who want to study assignments so that the process of bureaucratic leadership regeneration runs in a more structured and quality manner.

4.3.2 Competence

Competence is a core element of the Job Competency Standards (SKJ) because it determines the actual abilities a State Civil Apparatus (ASN) must possess to carry out their duties and responsibilities professionally, effectively, and accountably. Prasajo and Rudita, cited in Noors (2019), state that ASN competence is a crucial aspect in promotions and job filling. Competence is a factor in the merit system because it can avoid political factors and non-objective assessments.

Competence (technical, managerial, socio-cultural) ensures that officials occupying a position have the required abilities, knowledge, skills, and work attitudes. The presence of Job Competency Standards (SKJ) is an important part of the merit system component as mentioned in the attachment to Permenpan RB Number 15 of 2019. In the merit system, selection, promotion, rotation, and job transfer are based on competence, not personal closeness, seniority, or other non-professional considerations.



Job Competency Standards (SKJ) indicate the competencies required for each position. This serves as the basis for training institutions or personnel units to develop technical training programs, leadership training, mentoring and coaching, and other training programs to develop ASN competencies. The competencies in the SKJ can be integrated into the performance assessment system (SKP and work behavior). An employee who does not master their job competencies will struggle to achieve performance targets. The competency components in the SKJ include:

1. Technical Competence namely, ability based on job duties
2. Managerial Competence namely leadership skills, planning, decision making, cooperation.
3. Socio-Cultural Competence, namely The ability to adapt to the diversity of cultures, values, and norms in society.

From the description above and the results of the research that the author found in the field, there are still many Primary High Leadership Officials who have not attended the PKN Level II training, as well as Administrator Officials and Supervisory Officials. This is because the budget for the implementation of competency improvement in accordance with the provisions stipulated in the Regulation of the Minister of Home Affairs Number 64 of 2020 concerning Guidelines for the Preparation of Regional Revenue and Expenditure Budgets that Regional Governments must allocate a budget for education and training for State Civil Apparatus in order to develop the competency of Regional Government administrators at least 0.16% of Total Regional Expenditure, while in the provisions of Government Regulation Number 17 of 2020 concerning Amendments to Government Regulation Number 11 of 2017 concerning Civil Servant Management in article 203 paragraph 4 which states that competency development for each Civil Servant is carried out for at least 20 hours of lessons in 1 (one) year. From these provisions it is clear that the Development of State Civil Apparatus Competence is an obligation that must be implemented by the Regional Government to improve the competency of each State Civil Apparatus.

As for the efforts made by the Government in anticipating the lack of available budget, the Regent of East Bolaang Mongondow Regency pressed the Head of Regional Apparatus Units to optimize online-based training and e-learning provided by central agencies such as the State Administration Agency, the State Civil Service Agency and other Ministries/Institutions which can be accessed for free or at minimal cost.

CONCLUSION AND SUGGESTIONS

Based on the description of the research results and discussion, it can be concluded that the filling of Primary High Leadership Positions in the East Bolaang Mongondow Regency Government is not yet optimal in accordance with applicable regulations. However:

1. Educational qualifications and fields of study do not need to be strictly limited as long as the competencies are relevant to the position. If there are limitations to the field of study for civil servants, as stipulated in the Decree of the Minister of Administrative and Bureaucratic Reform No. 409 of 2019, other educational qualifications that align with the position's requirements can be considered.



2. The Decree of the Minister of Administrative and Bureaucratic Reform Number 409 of 2019 concerning the Competency Standards for High-Leading Positions within regional agencies is informative in nature or as a general guideline that can be used in the implementation of open selection for filling JPTP, it is not normatively binding, but rather serves as a reference in order to guarantee the principle of competency suitability in the open selection process for filling JPTP.

Suggestion

1. Improvement of Promotion and Transfer Mechanisms

Promotion and job transfer must be based on the principle of meritocracy, taking into account the results of competency assessments and the suitability of educational qualifications so that the placement of human resources is more appropriate.

2. Responsive Training Development

Training curricula need to be more adaptive to job-specific challenges and needs, including strengthening soft skills, blended learning, and modular training to accommodate ASN time constraints.

3. There needs to be an additional budget for competency development.

In line with national policy stipulating that a minimum of 0.16% of the Regional Budget (APBD) must be allocated for human resource development, the East Bolaang Mongondow Regency Government must be more proactive in enforcing this provision. This budget includes technical, managerial, and functional training, as well as competency development based on organizational needs and improving the professionalism of civil servants.

4. Facilitating Further Education and RPL

Local governments need to expand cooperation with universities and facilitate Recognition of Prior Learning (RPL) programs to recognize work experience as part of formal qualifications.

5. Development of ASN Learning Culture

It is necessary to develop an organizational culture that encourages ASN to continue learning independently with the support of a performance-based incentive system and competency achievement.

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