

The Implementation of Policy the Index of Norms, Standards, Procedures and Criteria for State Civil Apparatus Management at the Regional Office XI of the Manado National Civil Service Agency

Marie Agustina Sandag¹, Obed Bida², Fanley N. Pangemanan³, Mustaking⁴

^{1,2} Universitas Terbuka, Jl. Pd. Cabe Raya Kota Tangerang Selatan,

³ Universitas Sam Ratulangi Jl. Kampus UNSRAT Bahu, Kota Manado

⁴ Universitas Puangrimaggalatung Jl. Puangrimaggalatung, Kabupaten Wajo

Corresponding Author: msandag10@gmail.com

Keyword:

Policy

Implementation;

NSPK Index;

ASN Management;

Abstract: This study aims to analyze and identify the implementation of the ASN Management NSPK Index policy, its supporting and inhibiting factors, and efforts made to overcome obstacles. This study design uses a qualitative descriptive approach with data collection techniques through observation, questionnaires, and documentation. The results of the study indicate that the implementation of the ASN Management NSPK Index policy at the BKN Manado Regional Office XI has not been optimal, especially in terms of communication, resources, and bureaucratic structure, although the disposition indicators have been running well. The main obstacles include inconsistent communication, limited frequency of socialization, limited number of ASN Management Auditors, and fragmentation between work units in regional agencies that hinder policy implementation. To overcome these obstacles, online socialization, mentoring by ASN Management Auditors, and provision of guidebooks and assessment matrices have been carried out. Based on the results of the study, it can be concluded that the implementation of the policy has been running well, although there are still obstacles in communication, resources and bureaucratic structure.

INTRODUCTION

Bureaucratic Reform 2010-2025 is a government program that aims to change the bureaucratic system to be more efficient and provide better public services. This program is regulated in Presidential Regulation Number 81 of 2010 and is in line with the government's vision in creating open, effective, democratic, and trusted governance (Jashari & Pepaj, 2018). One important aspect of this reform is the Supervision and Control of Norms, Standards, Procedures, and Criteria (NSPK) of National Civil Apparatus (ASN) Management. This aims to ensure that the government runs cleanly and effectively. Based on Article 49 of the ASN Law, the President determines the National Civil Service Agency (BKN) as the institution responsible for this supervision. The legal basis for this task is Presidential Regulation Number 116 of 2022. To assist the ASN Management NSPK assessment process, BKN issued Regulation Number 12 of 2022 and implemented a technology-based supervision system through the ASN Management NSPK Index application which can be accessed at <https://indeksnspk.bkn.go.id>.

As a representative of BKN in the region, the BKN Regional Office is responsible for carrying out part of BKN's duties in implementing ASN Management development and implementation activities. BKN Regional Office XI, which is headquartered in Manado, is responsible for supervising and developing ASN in three provinces, namely North Maluku, North Sulawesi, and Gorontalo, with a total of 34 government agencies. The assessment of the ASN Management NSPK Index is carried out by the ASN Management Auditor from the BKN Manado Regional Office XI. This assessment covers 18 ASN Management elements and 77 indicators. The assessment results are grouped into five categories, namely: Category A (Excellent); Category B (Good); Category C (Fair); Category D (Poor); Category E (Poor).

In 2022, the Regional Office XI of BKN Manado has conducted an assessment of all agencies in its work area, with the assessment results from 34 agencies, 15 agencies were in the Good category, while 19 other agencies had not reached that category. This means that 56% of agencies

still have performance that needs to be improved. Some of the obstacles in implementing this policy include: There is a difference between the set value standards and the values obtained from supporting evidence; Lack of coordination between the PIC (Person In Charge) of the ASN Management NSPK and the regional agency NSPK Index Team; Lack of commitment from regional agency leaders and the limited number of ASN Management auditors, so that assistance and assessment are not optimal. To analyze the implementation of the ASN Management NSPK Index policy at the Regional Office XI of BKN, the George Edwards III Policy implementation model was used. According to Edwards III (Widodo, 2011), there are four main factors that determine the success of public policy implementation, namely (1) Communication, Policy information must be conveyed clearly and consistently; (2) Resources, Competent workers and adequate facilities are required. (3) The disposition, support and attitude of the implementer greatly influence the success of the policy. (4) A good bureaucratic structure, Standard Operating Procedure (SOP) and work/fragmentation system help the effectiveness of policy implementation.

Several previous studies have shown that this supervision and control have a positive impact. For example, research by Yudi et al. (2023) concluded that the implementation of Presidential Regulation Number 116 of 2022 was successfully optimized by BKN through accelerated action. Research by Ivan Fauzan (2021) showed that digitalization of audits in ASN Management helps improve governance of government agencies. This study aims to determine and analyze the Implementation of the ASN Management NSPK Index Policy at the BKN Manado Regional Office XI, including supporting and inhibiting factors and efforts to overcome these obstacles.

This research is expected to contribute to the development of theories in the field of Public Administration Science, especially related to the concept of implementing the ASN Management NSPK Index policy at the Regional Office XI BKN Manado. In addition, this research is also expected to be a reference for other researchers who have similar interests, as well as provide suggestions for local governments or related agencies regarding the implementation of policies and various obstacles faced in implementing the ASN Management NSPK Index policy.

RESEARCH METHODS

This study uses a qualitative method with a descriptive approach to understand the implementation of the ASN Management NSPK Index at the BKN Manado Regional Office XI. The research location was chosen based on the need to evaluate the policy and implementation of the ASN Management NSPK Index, especially because there are still many agencies that have not achieved the "Good" category in the assessment. Research informants consist of various parties who play a role in the implementation of this policy, ranging from the Head of the BKN Manado Regional Office XI, structural officials, auditors, to academics. The data used in this study comes from primary data (interviews and observations) and secondary data (literature and related documents). Data collection techniques are carried out through observation, interviews, and document studies, while the validity of the data is tested using data source triangulation techniques. Data analysis follows the stages of Miles and Huberman (Sugiyono & Lestari, 2021), which include data collection, data reduction, data presentation, and drawing conclusions. With this approach, the study seeks to provide an in-depth understanding of the effectiveness of the implementation of the ASN Management NSPK Index policy and the challenges faced in its implementation.

RESULTS AND DISCUSSION

Regional Office XI BKN Manado is an extension of the National Civil Service Agency (BKN) which is responsible for the development and implementation of the management of the National Civil Apparatus (ASN) in three provinces, namely North Sulawesi Province, North Maluku Province, and Gorontalo Province, with a total of 34 agencies. Regional Office XI BKN Manado was established based on the Regulation of the Head of the National Civil Service Agency No. 14 of 2006 dated March 29, 2006, with an organizational structure led by the Head of Office who oversees

various fields and sections including: Administration Section, Mutation and Employee Status Section, Appointment and Retirement Section, Employee Information Section, and Employee Development and Supervision Section.

One of the important tasks carried out is the assessment of the Implementation Index of Norms, Standards, Procedures, and Criteria (NSPK) of ASN Management. The Personnel Development and Supervision Division is responsible for this process, which includes the stages of pre -assessment, assessment, announcement of results, and evaluation of improvements. This assessment aims to ensure that ASN governance in the work area of the BKN Manado Regional Office XI is in accordance with the established standards, so that it can support the creation of a more effective and quality government.

Implementation of the Policy on the Index of Norms, Standards, Procedures, and Criteria (NSPK) for National Civil Apparatus Management at the Regional Office XI of BKN Manado

The management of the National Civil Apparatus (ASN) must be in line with the state's goal of creating ASN that is professional, has integrity, is neutral, and free from corruption, collusion, and nepotism in order to improve public services (Lestari et al, 2021; Bastianto & Zai2023). In accordance with Law No. 5 of 2014 Article 49, BKN has the authority to supervise and control the implementation of the NSPK ASN Management nationally. To ensure more focused and measurable ASN management, an effective supervision system is needed to realize good governance and clean governance.

The use of digital platforms is a solution to improve the quality of public services, which must be supported by supervision through management audits. The better the supervision, the more optimal the performance of government agencies (Fauzan, I., 2021). Given the vastness of Indonesia's territory and the complexity of ASN management, conventional supervision is considered less effective. Therefore, in the last two years, BKN has developed a digital-based supervision model through the ASN Management NSPK Implementation Index Application to increase the effectiveness of supervision and policy control in various agencies (Kuswandaru, 2022; Firmansyah F, 2023).

This study analyzes the implementation of the ASN Management NSPK Index policy at the Regional Office XI BKN Manado based on the theory of George C. Edward III, which assesses the success of the policy through communication, resources, disposition, and bureaucratic structure. The discussion includes findings in the field and factors that influence the effectiveness of policy implementation, including: Communication, Resources, Disposition and Bureaucratic Structure.

Communication is a key factor in policy implementation, including in the assessment of the ASN Management NSPK Index at the BKN Manado Regional Office XI. Communication is carried out through annual socialization and online assistance to regional agencies. This socialization aims to provide an understanding of the objectives, procedures, and benefits of the policy.

Based on interviews with several related officials, socialization was carried out online by inviting related parties in regional agencies. The ASN Management Auditor also provided assistance, with a limited number of auditors, thus hampering the effectiveness of assistance. Some of the main obstacles faced in communicating this policy include the minimal frequency of socialization which is only carried out once a year, limited understanding of the procedure, lack of coordination between the Index Team and PIC in the regions.

According to George C. Edward III's policy communication theory (Widodo, 2009:97), communication in policy includes three main aspects: transmission, clarity, and consistency. In the implementation of the ASN Management NSPK Index, information transmission has been carried out through socialization and assistance. However, the effectiveness of communication is still questionable due to the limited frequency of socialization and coordination between work units. Several regional agencies have proposed that socialization be carried out more frequently, for example every three months, and accompanied by direct assistance.

Resources are an important factor in the success of policy implementation, including in the ASN Management NSPK Index at the BKN Manado Regional Office XI. The availability of adequate and competent human resources is needed so that policies can run optimally. However, currently

the number of ASN Management Auditors is only six people to serve 34 agencies, so each auditor must handle 6-7 agencies, which has an impact on the effectiveness of mentoring and assessment.

According to interviews with several officials, including the Head of Regional Office XI BKN, although auditors have good competence and infrastructure such as computers and internet networks are adequate, the limited number of employees remains a major obstacle. Limited mentoring time causes communication with regional agencies to be less than optimal. Ideally, each auditor only handles three agencies so that the assessment results are more optimal.

Edwards III's theory, the success of policy implementation depends not only on communication and facilities, but also on the adequacy of human resources. Lack of human resources can hamper the effectiveness of policies, as evidenced by other studies that highlight the impact of limited human resources in various sectors. Therefore, adding auditors is the main solution so that policy implementation can run more effectively and efficiently.

Disposition in policy implementation refers to the attitude and commitment of the implementer in implementing the policy. Honesty, commitment, and discipline are key factors in ensuring that the policy runs according to its objectives. If the implementer has a good disposition, the policy can be implemented effectively, but if the attitude of the implementer is different from the policy maker, implementation can be hampered.

The results of interviews with leaders and employees at the Regional Office XI BKN Manado showed that the disposition in implementing the ASN Management NSPK Index was running well. The Head of the Regional Office XI BKN Manado emphasized the importance of commitment in carrying out tasks and implementing a system of allowances and sanctions to ensure employee compliance. The Head of the Personnel Development and Supervision Division highlighted the importance of coordination in the assessment process. The ASN Management Auditor, Desillia Simbawa, also emphasized discipline in carrying out tasks and active communication in aligning perceptions.

Policy implementation is supported by formal regulations, such as the Decree of the Head of Regional Office XI BKN Number 68 of 2023, which regulates the division of tasks for auditors. Previous studies, such as those conducted by Roring (2021) and Khasanah (2018), confirmed that the disposition of policy implementers has a significant influence on the success of implementation.

Overall, the success of the implementation of the ASN Management NSPK Index at the BKN Manado Regional Office XI is supported by the commitment of the leadership, effective coordination, employee discipline, and compliance with applicable regulations.

The bureaucratic structure in the implementation of the ASN Management NSPK Index policy at the BKN Manado Regional Office XI plays an important role in ensuring compliance with applicable rules and procedures. The implementation of this policy follows the Standard Operating Procedure (SOP) and the division of responsibilities between organizational units (fragmentation).

The NSPK Index assessment is carried out based on BKN Regulation Number 12 of 2022, with instruments covering 18 elements and 77 questions. This process aims to ensure compliance of regional agencies in implementing ASN management. Several stakeholders stated that the SOP had been followed properly, but fragmentation in coordination between work units was still a challenge, especially in collecting supporting documents.

SOP serves as a systematic work guideline, ensuring uniformity in policy implementation. However, fragmentation often hinders the effectiveness of policy implementation, as seen from the difficulty of coordination between units at the regional level. Although digital applications have been implemented to simplify the process, obstacles in collecting documents from various work units are still a problem. Therefore, a strong commitment and support from BKN is needed in mentoring and educating regional personnel management units to increase the effectiveness of policy implementation.

Supporting and Inhibiting Factors in the Implementation of the Standard Norm, Procedure and Criteria Index Policy (NSPK) for National Civil Apparatus Management at the Regional Office XI of BKN Manado

Effective communication between policy makers, implementers, and targets is essential in the implementation of the ASN Management NSPK Index policy. Clarity of information is supported by socialization and assistance carried out by ASN auditors. However, consistency of communication is an obstacle because the frequency of socialization is limited so that coordination between agencies is less than optimal. To increase effectiveness, an increase in the frequency of socialization and coordination is needed.

The success of policy implementation is influenced by the quality and quantity of human resources. Currently, the number of ASN Management Auditors at the BKN Manado Regional Office XI is still limited, with only 6 auditors handling 34 agencies. This reduces the effectiveness of mentoring and policy implementation. Although HR qualifications are appropriate, facilities and technology are available, limited HR is a major obstacle. The solution needed is the addition of auditors and optimization of the mentoring system.

The disposition or attitude of the policy implementer is not an obstacle in the implementation of the ASN Management NSPK Index policy. High leadership commitment and performance-based allowance policies and the application of sanctions for negligent employees increase motivation and discipline in policy implementation.

Policy implementation has followed the applicable SOP. However, fragmentation between work units causes difficulties in coordination and document collection, thus slowing down the policy implementation process. Therefore, the bureaucratic structure is one of the inhibiting factors that need to be overcome so that policy implementation is more effective.

Efforts made by Regional Office XI of the National Civil Service Agency in overcoming obstacles to the Implementation of the Policy on the Index of Standard Norms, Procedures and Criteria (NSPK) for National Civil Apparatus Management

Regional Office XI BKN Manado faces various obstacles in implementing the ASN Management NSPK Index policy. Based on George C. Edward III's theory, steps have been taken to overcome obstacles in communication, resources, disposition, and bureaucratic structure.

Efforts to improve communication are carried out through online socialization, direct assistance by ASN Management Auditors, and the provision of guidebooks and assessment matrices. However, coordination between the Index Team and regional agencies is still a challenge, especially in collecting assessment documents.

The limited number of auditors causes a high workload and reduces the effectiveness of mentoring. To overcome this, the Regional Office XI BKN Manado is trying to increase the number of auditors and improve employee competency through continuous training.

Strong leadership commitment and employee discipline are supporting factors for successful policy implementation. Providing direction, monitoring progress, and sanctions for negligent employees increase motivation and responsibility in carrying out tasks.

Although the procedures are in accordance with the SOP, bureaucratic fragmentation in regional agencies slows down the collection of documents. To overcome this obstacle, the Regional Office XI BKN Manado encourages increased coordination between work units and adjusts the assessment based on BKN Regulation Number 12 of 2022.

The implementation of the ASN Management NSPK Index policy at the BKN Manado Regional Office XI is in line with the National Civil Service Agency's efforts to optimize supervision and control in accordance with Presidential Regulation Number 116 of 2022. This policy plays a role in realizing ASN with integrity, professionalism, and neutrality in public services.

CONCLUSION

The implementation of the ASN Management NSPK Index policy at the BKN Manado Regional Office XI has been running well, but not optimally. Based on George C. Edward III's theory, there are several factors that influence its implementation, namely communication,

resources, disposition, and bureaucratic structure. The main obstacles faced include the lack of frequency of socialization, the limited number of ASN Management Auditors, and bureaucratic fragmentation that slows down the process of collecting assessment documents. To overcome these obstacles, the BKN Manado Regional Office XI has made various efforts, such as increasing online socialization and assistance, proposing the addition of ASN Management Auditors, and strengthening coordination between work units in regional agencies.

Based on the research results, the researcher provides suggestions for improvements in several main aspects. First, socialization needs to be carried out periodically, both online and face-to-face, in order to improve understanding of regional agencies and strengthen coordination between the Index Team and PIC in the regions. Second, in order to overcome the limited number of ASN Management Auditors which has an impact on the effectiveness of assistance, it is recommended to add auditor formations through the procurement of CPNS. Third, improvements to the bureaucratic structure in regional agencies are needed to accelerate document collection, for example by forming a special team and implementing a technology-based document management system. With these steps, policy implementation can run more optimally and support improved ASN performance.

REFERENCES

- Affrian, R., Sos, S., & AP, M. (2023). Model-Model Formulasi, Implementasi, dan Evaluasi Kebijakan. CV. Bintang Semesta Media.
- Agustino, Leo. 2014. Dasar-Dasar Kebijakan Publik. Bandung: Alfabeta.
- Bastianto, Y., & Zai, S. N. P. (2023). Implementasi Peraturan Presiden Nomor 116 Tahun 2022 Tentang Sistem Pengawasan Dan Pengendalian Pelaksanaan Norma, Standar, Prosedur dan Kriteria Manajemen ASN. *Jurnal Ilmiah Edunomika*, 7(1).
- Dunn, William N, 2013. Pengantar Analisis Kebijakan Publik, Yogyakarta: Gadjah Mada: University Press.
- Fauzan, I. (2021). Transformasi Digital Audit Manajemen Aparatur Sipil Negara dan Dampaknya Terhadap Tata Kelola Instansi Pemerintah. *Civil Service Journal*, 15 (1 Juni), 37-50.
- Firmansyah, F. (2023). Implementasi Penyetaraan Jabatan Terhadap Pola Karier Pejabat Fungsional di Pemerintah Kabupaten Bima. *Journal of Governance and Local Politics (JGLP)*, 5(2), 217-226.
- Jashari, M., & Pepaj, I. (2018). The Role of the Principle of Transparency and Accountability in Public Administration. *Acta Universitatis Danubius*, 10(1), 60–69
- Maharani, Dyah; Maulana, Rosilawati², 2018. Pengaruh Pengawasan Dan Pengendalian Terhadap Peningkatan Motivasi Kerja Pegawai Di Kantor Kecamatan Serang Kota Serang. *Journal Komunitas Dosen Indonesia. Sekolah Tinggi Ilmu Administrasi. Vol. 1 No. 2*
- Moleong, L. J. (2013). Metode Penelitian Kualitatif. Edisi Revisi. Bandung : PT Remaja Rosdakarya.
- Lestari, D., Sumartono, S., & Setyowati, E. (2021). Technical Education and Training to Improve the Competence of State Civil Apparatus in Takalar. *MIMBAR: Jurnal Sosial Dan Pembangunan*, 37(2), 286-296.
- Rahmita, S. (2021). Efektivitas Pengawasan Dan Pengendalian Terhadap Pelaporan Prestasi Kerja Pegawai Tahun 2019 Pada Instansi Daerah Di Wilayah Kerja Kantor Regional XII Bkn Pekanbaru. *Civil Service Journal*, 15(1 Juni), 61-70.
- Rolos, R., Gosal, R., & Pangemanan, F. (2021). Implementasi program pemerintah daerah dalam pemberian bantuan penyelesaian pendidikan di Kabupaten Minahasa Tenggara (Studi di Dinas Pendidikan Kabupaten Minahasa Tenggara). *GOVERNANCE*, 1(1).

- Sugiyono, S., & Lestari, P. (2021). Metode penelitian komunikasi (Kuantitatif, kualitatif, dan cara mudah menulis artikel pada jurnal internasional).
- Suwitri S., Purnaweni H., Kismartini. (2014). Analisis Kebijakan Publik (Edisi 2). Tangerang Selatan:Universitas Terbuka.
- Widodo. 2011. Analisis Kebijakan Publik: Konsep dan Aplikasi Analisis Proses Kebijakan Publik. Malang: Bayu Media.
- Yusuf, M. Y., Cecep Haryoto, C. H., Nazifah Husainah, N. H., & Nuraeni, N. (2023) Teori Manajemen Undang-Undang Nomor 5 Tahun 2014 tentang Manajemen Aparatur Sipil Negara.
- Peraturan Pemerintah Nomor 17 Tahun 2020 perubahan Peraturan Pemerintah Tahun Nomor 11 Tahun 2017 tentang Manajemen Pegawai Negeri Sipil.
- Peraturan Presiden Nomor 116 Tahun 2022 tentang Sistem Pengawasan dan Pengendalian Pelaksanaan Norma, Standar, Prosedur dan Kriteria Manajemen ASN
- Peraturan Badan Kepegawaian Negara Republik Indonesia Nomor 12 Tahun 2022 tentang Indeks dan Penilaian Implementasi Norma, Standar, Prosedur dan Kriteria Manajemen Aparatur Sipil Negara.
- Peraturan Kepala BKN Nomor 36 Tahun 2014 tentang Organisasi dan Tata Kerja Kantor Regional Badan Kepegawaian Negara.
- Badan Kepegawaian Negara: Indeks NSPK Manajemen ASN Model Pengawasan dan Pengendalian Berbasis Digital. Diunduh 25 April 2022 dari situs Word Wide Web: <https://www.bkn.go.id/>