

THE SELECTION TOOLS FORMULATION IN A FORM OF BASIC COMPETENCE TEST AND FIELD SPECIFIC COMPETENCE TEST FOR CIVIL SERVANT CANDIDATE RECRUITMENT IN INDONESIA: A CASE STUDY AT INDONESIA INSTITUTE OF SCIENCES

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ABSTRAK

Abstrak: Masih ada 43% dari 4.450.000 Pegawai Negeri Sipil (PNS) di Indonesia yang memiliki kualifikasi pendidikan Sekolah Menengah Atas (SMA) menghambat kinerja Pemerintah Indonesia. Lebih lanjut lagi, 32,6 % dari total PNS di Indonesia mendekati usia pensiun. Keadaan itu mendorong Pemerintah Indonesia melaksanakan rekrutmen Calon Pegawai Negeri Sipil (CPNS). Studi ini membahas penyusunan perangkat seleksi di rekrutmen CPNS. Perangkat seleksi tersebut adalah Tes Kompetensi Dasar (TKD) dan Tes Kompetensi Bidang (TKB). Studi ini dilakukan melalui pendekatan post positivist dengan studi kasus di Lembaga Ilmu Pengetahuan Indonesia (LIPI). Wawancara mendalam dengan aktor sentral dalam penyusunan perangkat seleksi menjadi sumber pengumpulan data primer. Studi ini melihat perangkat seleksi melalui lima dimensi dari perangkat seleksi yang efektif yaitu reliabilitas, validitas, generalisasi, utilitas, dan legalitas. Penyusunan TKD dilakukan oleh Kementerian Pendidikan dan Kebudayaan sedangkan penyusunan TKB dilakukan oleh tim khusus di LIPI. Studi ini menunjukkan bahwa hampir semua aspek perangkat seleksi efektif sudah terimplementasi. Aspek yang belum terimplementasi adalah tahap testing dari perangkat seleksi tersebut. Beberapa tantangan penyusunan juga terungkap dalam studi ini. Manfaat dari studi ini adalah memberikan saran berbasis riset kepada Pemerintah Indonesia untuk mengembangkan perangkat seleksi yang lebih baik di masa yang akan datang.

Kata kunci: Perekrutan; Pilihan; Alat Seleksi; Sektor publik.

Abstract: *The fact that from among 4.450.000 civil servants in Indonesia, as many as 42% are still senior high school graduates hampers the Indonesian government from achieving organizational goals effectively. In addition, as much as 32,6% of civil servants are elderly human resources approaching retirement age. Such conditions force Indonesian government to take an option of recruiting Civil Servant Candidate. This study discusses the preparation issue of the selection tool used to screen the applicants during the recruitment process. The selection tool in question are Basic Competence Test and Field Specific Competence Test. A post positivist case study was conducted at the Indonesian Institute of Sciences. In-dept interviews with central stakeholders were used as data collection method. The study looked from five dimensions of effective selection tool which are reliability, validity, generatability, utility, and legality. The formulation of Basic Competence Test was conducted by Ministry of Education and Cultures while the formulation of Field Specific Competence Test was conducted by special team in Indonesian Institute of Sciences. The study shows that from mentioned dimensions, while most aspects were implemented in the formulation, the step missing was a tryout of those selection tools. The study also shows that the formulation faced several specific challenges in each competence test. Benefit of this study is to give research-based advice for Indonesian government in next Civil Servants Candidate recruitment process.*

Keywords: Recruitment; Selection; Selection Tools; Public Sector.



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A. INTRODUCTION

In 2016 Civil servants in Indonesia amounted to 4.45 million people, distributed to various ministries and agencies and all local governments in Indonesia (Dalimunthe, 2013). The large quantity is of course adjusted to the size of Indonesia with a large population of 237,641,326 people (Badan Pusat Statistik Indonesia, 2013). There are certain shortcomings of civil servant demographics in Indonesia. First, the number of civil servants of high school graduate or with similar education level diploma is too many, reaching 1,871,639 people or almost half of the total number of civil servants in Indonesia (42%). The condition is far from ideal, considering the national objectives of the Indonesian nation-state. A slightly higher educational qualification, i.e. undergraduate (S1) should have dominated the overall demographics of civil servants (Harun, 2018).

Some scholars and practitioners criticize the situation, deeming it as a burden to the holistic performance of bureaucratic machine (Danuri & Jaroji, 2019). One of the criticisms came from the Head of the National Development Planning Agency (Bappenas), asserting that the number of high school-qualified civil servants is too many that efforts to make bureaucracy market-friendly become ineffective (Irawanto et al., 2012). The reason is that some of the strategic technical positions are still run by under-qualified human resources of high school graduates. The government of Indonesia since previous years, particularly in 2015, has recognized such faulty condition. The then Minister of Administrative and Bureaucratic Reform (MenPANRB) affirmed that in the future the composition of Human Resources (HR) in the body of governmental organizations must consist of at least 50% of human resources with bachelor qualification (Strata 1), 10% with master qualification (Strata 2) and 3-5% with doctoral qualification (Strata 3) (Juliani, 2019).

Second, almost one third (32.6%) or as many as 1,453,234 civil servants are elderly generation, of the age 51-65 years. Old age might reflect experienced employees; yet, it might also reflect outdated human resources. Generally, these elderly workforces are less innovative due to the age that is approaching retirement; while the young employees generally still have a high spirit of developing a career, hence more open to various changes of the times and tend to be innovative. Although some researches still debate its connection to job performance (Celik et al., 2012), there are evidences of an incremental decline in the motivation of employee who is getting older. Two things shall be accomplished: first, fulfillment of vacant positions left by members of organizations or civil servants who retire; and second, an increase of the average HR qualification by incorporating a highly qualified new human resources (Saviar & Prasajo, 2014).

The 2015 moratorium policy was reiterated up to 2019, yet the government declared that there was still possibility of limited recruitment for some crucial areas in the front-line of public services. The areas include educators such as teachers and lecturers, healthcare such as nurses or doctors, as well as law enforcement officers (Putra, 2016). MenPANRB asserted that the limited recruitment shall highly selective (Zulkarnain, 2016). In particular, the government also affirmed that they still required many intellectuals to produce various researches across disciplines to

support the improvement of quality of Indonesian State as a whole (Rahartri, 2018). In addition, soon, one or two years ahead, technology experts and scholars currently serving as active researchers in the government body will soon retire. By 2017, the number of active researchers, particularly the Middle Researchers, at the Indonesian Institute of Sciences (LIPI) amounted 9,556 people (LIPI, 2017). LIPI said that the number shall continue to decrease should there be no solution to the existing problem of human resource deficiency (Pudjiastuti, 2016). The lack of researchers may result in the static condition of science and technology in Indonesia. The two conditions, namely the need for researchers and the nearing retirement time of available human resources in the field, makes the recruitment strategy relevant. MenPANRB's statement in 2016 also reaffirmed the need: "CPNS recruitment of researchers as required by the Indonesian Institute of Sciences (LIPI) remains open with strict selection only for those graduating from renowned university". Another statement supporting the recruitment for researchers in the government body was said by the Deputy for Engineering Sciences, LIPI, who served in 2017, Laksana Tri Handoko. According to Handoko, formation of civil servants need to be reopened, especially for the position of researchers; otherwise, the number of researcher civil servants will continue to decline over time. Nevertheless, it should be highlighted that a strict selection with the qualification of doctoral education is required (Iqbal, 2017).

Accordingly, the recruitment of researcher CPNS is again open in 2017 by the government of Indonesia. A total of 17,928 CPNS were targeted in the recruitment. The existing formation is allocated to 60 ministries and institutions of the central government and one local government. In more detail, 17,428 CPNS is allocated to ministries and agencies and the remaining 500 CPNS is allocated to local government of North Kalimantan (Irianto, 2017). LIPI as an institution that plays a role in the development of science and technology in Indonesia through the active works of its researchers become one of the institutions that open vacant position or formation in the 2017 CPNS recruitment. LIPI opened 175 formations in 2017.

Looking at the urgent demand for highly qualified human resources in Indonesian government bodies, the concomitant problem of CPNS recruitment is how to set up a selection tool that can meet its objective of screening competent individuals. The selection tools in question are Basic Competence Test and Subject-Specific Competence Test, since it assesses applicants' ability of special skills required in the vacant position. Therefore, the study attempts to answer a question of how LIPI arrange the Subject-Specific Competence Test in 2017 CPNS recruitment.

B. METHOD

To answer the research questions, the author has conducted post-positivist research approach (Sugiyono, 2012). This research belongs to the type of research that aims to be descriptive and use data collection techniques in the form of in-depth interviews with informants involved in the social settings under study (Muri yusuf, 2014). Data collection techniques are intended to explore comprehensively and holistically the

social phenomena that occur (Bungin, 2011). Relevant supporting documents are also collected through the study of literature to assist in answering research questions (Sugiyono, 2015). In-depth interviews were conducted with prominence actors involved in the selection tools formulation for civil service candidate recruitment. Those actors were: Expert staff at the Bureau of Human Resources and Organizations of the Indonesian Institute of Sciences to find out who compiled the Field Competency Test on recruitment at LIPI.

Head of the Functional Training Subdivision, Research Center for Research and Development of Researchers of the Indonesian Institute of Sciences who is also a member of the Field Competency Test drafting team to find out how the Field Competency Test was formulated in the recruitment of CPNS for Researchers' Functional Position at LIPI.

Coordinator of the Personal Characteristics Compilation Test Team on the Basic Competency Test located at the Education Assessment Center in the Education Research and Development Agency, Ministry of Education and Culture of the Republic of Indonesia to find out how the preparation of the Basic Competency Test was formulated.

Coordinator of the General Intelligence Compilation Team in the Basic Competency Test located at the Education Assessment Center in the Education Research and Development Agency, Ministry of Education and Culture of the Republic of Indonesia to find out how the preparation of the Basic Competency Test was formulated.

Expert Staff in the Deputy for Procurement of the Ministry of Administrative Reform and Bureaucratic Reform to find out why the Ministry of Education and Culture is involved in the formulation of Basic Competence Test.

C. RESULT AND DISCUSSION

1. Formulation of Basic Competency Tests (TKD) by the Ministry of Education and Culture Republic of Indonesia

TKD is a test that seeks to measure the level of general competence and suitability of applicant characteristics with values that are consistent with ASN. TKD is a test that every applicant must pass before advancing to the next stage, the Field Competency Test (TKB). The test component of TKD itself consists of three test elements, namely 1) Personal Characteristics Test; 2) General Intelligence Tests; and 3) National Insight Test. The coordinator of the TKD manuscript writing team is at the Ministry of Education and Culture (Kemdikbud). The specific part is located in the Educational Assessment Center (Puspendik).

The reliability dimension explains that the selection device must produce the same value when tested many times on the same subject. The TKD drafting team is aware that the selection device needs to be reliable, that is, it must be consistent, but the problem is that the regulations that become the basis for the preparation of the TKD change every year (Valmai & Santoso, 2014). The change is not significant but is still changing. What was emphasized by the TKD drafting team was that by involving a consortium of tertiary institutions in which there were many lecturers from special fields, they would be able to make TKD questions which, although changing every

year, could still test the ability of participants. Universities that are members of a university consortium are spread from Sabang to Merauke. All of them are state universities. There are 18 universities which are as follows: Airlangga University; Brawijaya University; Cendrawasih University; Diponegoro University; Gadjah Mada University; University of Indonesia; Lambung Mangkurat University; University of Mataram; State University of Jakarta; State University of Malang; Padang State University; Semarang State University; Yogyakarta State University; Padjadjaran University; Indonesian education university; Sebelas Maret University; Syah Kuala University; and Udayana University.

The next dimension is the validity dimension. Selection tools need to be able to assess the ability of participants with questions that describe real working conditions later when the applicant passes and is recruited. The TKD Compilation Team seeks to make TKD meet this dimension by involving many lecturers in each expertise to the substance of the test components to be prepared. The action aims to obtain expert justification in this context, namely the lecturers about what competencies applicants need to have in accordance with future working conditions. The validity of the selection tool was can be strengthened when the selection tool was tested first. The obstacle to test the TKD is its highly classified nature. The drafting team alone had to go through a series of complicated procedures to ensure that questions did not leak such as being sworn in, banned from carrying their own laptop, using a separate e-mail, and not leaving any digital footprint.

Selection tools must also be able to describe the ability of participants in general is the point of the generalizable dimension. The TKD formulation team attempted to accommodate this dimension by breaking down the TKD into several test components. The components of the test are the General Intelligence Test, Personal Characteristics Test, and the National Insight Test. The holistic test component is expected to be able to assess the general abilities of participants who take the test. Another effort undertaken by the TKD drafting team is to adhere to the philosophy that the questions should not be memorized but rather tend to be applied real cases.

The next dimension is high utility. Selection tools must have high benefits where costs are less than benefits. Researchers have tried to find and request information related to how much budget is spent to compile TKD. The unfortunate thing is that this information cannot be published because it is confidential. One point that can be taken about the high utility dimension from the interview results of the researchers with the resource persons is that the drafting team has made every effort to ensure that the selection device has high benefits. These methods, for example, are an effort to review the questions made by the experts, involve many experts from various universities to ensure the questions are really weighted, and immediately monitor social media if there are reports related to TKD questions.

The legal dimension in the selection device means that the selection device complies with the applicable regulations in which the selection device was tested. The TKD drafting team in drafting TKD sees and refers to the applicable laws and regulations, specifically the Ministry of Administrative and Bureaucratic Reform Decree as a direct order that mandates the drafting team to formulate TKD. Guidelines and techniques from the selection tool also refer to and refer to regulations issued by BKN. The regulation in question is

the Regulation of the Head of the State Personnel Agency Number 14 of 2018 concerning Technical Guidelines for Procurement of Civil Servants.

The results of the interview with informants about the formulation of TKD revealed several challenges faced. These challenges are as follows:

- a. Technical arrangement of the questions is very rigid so that it cannot be tested first or try out the questions that have been completed. The effort to overcome this problem is by analyzing the problem grid;
- b. The range of participants' education levels that are too wide, from high school to even doctoral level, so the formulation of questions becomes difficult to be too general. To avoid that problems the selection tools were formulated to content more of an application and real working condition questions instead of memorizeable questions.

2. Formulation of Field Competency Tests (TKB) by the Indonesian Institute of Sciences (LIPI)

The seriousness of LIPI's efforts in compiling Field Competency Tests was shown by the formation of the Drafting Team for Field Competency Test Question Forms. In compiling the Field Competency Test to meet the five dimensions of an effective selection device, the Drafting Team paid attention to several things from each dimension.

The reliability dimension of the concept of selection device is the dimension that describes whether the selection tool produces consistent values over time if tested on the same subject. The same opinion was also conveyed by Mr. Alpha. He explained that the selection tool should be tested repeatedly. The crucial question that then arises is how LIPI ensures that their selection tools tested to applicants in the recruitment of CPNS researcher can be reliable. The answer to that question was conveyed by Mr. Alpha that reliability was sought to be formed in the selection tool by compiling a selection tool that refers to the competence of the researcher himself. The regulation referred to by Mr. Alpha is "Decree of the Ministry of Administrative and Bureaucratic Reform Number: KEP / 128 / M.PAN / 9/2004 concerning Researchers' Functional Position and Credit Numbers". So the effort made by the TKB Drafting Team in recruiting CPNS at LIPI to create reliability dimension in the TKB is to look back at the rules regarding the functional position of the researcher itself. The content to be considered from the regulation is what are the duties and functions of the researcher position.

Another effort undertaken by the TKB drafting team in recruitment at LIPI to ensure that TKB is reliable is to ask for justification of opinions from the experts. Expert opinion here is used to be the basis for compiling questions because the assumption that expert judgment should be able to determine whether a selection device is reliable or not. The experts referred to here are the research professors from each of the Deputy Research Fields at LIPI. The expert justification analysis was carried out in the form of Focus Group Discussion (FGD). There is no documentation of the files from the FGD results because explained by Mr. Alpha is to avoid information leakage. External parties cannot enter or be involved to avoid leakage of the question text. So the external parties that were attempted to be involved here were pseudo external parties namely Mr. Alpha as an actor from the Pusbindiklat who

tried to filter out the question scripts whose grammar questions were not good enough for the test takers to understand.

The validity dimension explains whether the selection device really tests the substance of what is later faced in real work. The results of in-depth interviews with the members of the TKB drafting team revealed that the steps taken by LIPI to ensure the CPNS recruitment selection device meets the validity dimension were by referring to the rules of the researcher functional position and re-using expert justification. Other efforts made are by making as many questions as possible. The TKB drafting team also added some extra substance to the selection set, the aim of which was to get closer to the valid nature of the selection set itself. The extra substance is ethics in conducting research and technical preparation of research proposals. The importance of this knowledge was realized by the TKB drafting team so they included it in the substance of the questions. Research ethics is also a determining element whether a researcher can carry out his duties wisely and well or not.

Selection tools must be able to describe the ability of participants in general. That is the point of generalizable dimension. The TKB used in the recruitment of CPNS at LIPI itself are manifested in multiple choice questions. Mr. Alpha as a member of the TKB drafting team explained that a selection device should consist of "test" and non-test forms. The manifestation of "non-test" on a selection device according to Mr. Alpha is an interview activity between the applicant and the user or supervisor of the applicant if later he successfully passes the test and is recruited.

The main core of the high utility dimension is that the selection device must be able to provide high benefits for the agencies that use the selection tool or for the wider community as a whole. The TKB drafting team in the recruitment of CPNS at LIPI ensured that the selection tool fulfilled this dimension by compiling questions that were able to fulfill the previous dimensions namely reliable, valid, and generalizable. Mr. Alpha as a member of the TKB drafting team in the recruitment of CPNS at LIPI said that by making a quality selection device, the human resource selected from the selection device would provide maximum benefits for LIPI as an organization.

The set of tests that are tested must be in accordance with the laws and regulations in which the selection device is tested. That is the main focus of the legal dimension on a selection device. Preparation of TKB refers to the guidance from BKN for the technical. The guidelines referred to are listed in the Head of the State Personnel Agency Regulation No. 9 of 2012 concerning Guidelines for the Implementation of Procurement of Prospective Civil Servants. The substance of TKB also refers to the Kemenpan's decision regarding the functional position of the researcher. The regulation in question is the Decree of the Ministry of Administrative and Bureaucratic Reform Number: KEP / 128 / M.PAN / 92004 concerning the Researcher Functional Position and its Credit Score. So overall it can be said that the preparation of TKB in recruitment at LIPI has fulfilled the legal aspects or dimensions of a selection tool.

This study identified several challenges faced by the drafting team in preparing the TKB. Some of the challenges are as follows:

- a. Experts who are asked to create a question generally do not understand how to create a test tool. They are experts in their respective fields but only in the context of substantive knowledge. The ability to translate

- them into a questions test they still lack;
- b. The very secret nature of the selection set makes it difficult for the drafting team to test the reliability and validity of the selection set they have compiled;
 - c. TKB form which is still in the form of multiple choices makes the formulation of selection tools more difficult because they have to include them in the answer options and there is still a lucky factor for participants..

D. CONCLUSIONS AND SUGGESTIONS

The result of this study explained that the process of drafting TKB at LIPI was carried out by forming a special team called the Drafting Team for Competency Test Questions on LIPI Recruitment Fields. The things that the TKB Compilation Team did at LIPI to compile TKB are: involving experts, using expert justification, and compiling the substance of the questions in order to refer to the competence of functional positions whose formation is opened in the recruitment of CPNS at LIPI in particular is the functional position of researchers. One thing that was lacking was to try out the selection device beforehand because of its confidential nature.

Formulation of TKD is managed by the Ministry of Education and Culture which then involves a consortium of tertiary institutions and submitted to the Educational Assessment Center in the Research and Development Agency of the Ministry of Education and Culture as the coordinator. The things that the TKD Drafting Team in the Ministry of Education and Culture in the Puspendik section can see from five theoretical dimensions are reliability, validity, general applicability, high utility, and legal are: involving a consortium of universities. Preparation of TKD has almost fulfilled the five dimensions of effective selection tools. One thing that is still lacking is the absence of trial selection devices in the form of try outs because of the secret nature of the question script. This study advises that Indonesian Government has to: 1) study the five dimensions of effective selection tools; 2) make a step to test the selection tools before it is implemented; and 3) formed a special team to evaluate each of the selection tools that was implemented.

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