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## THE DILEMMA OF COMPETENCE AND MERITOCRACY IN FAILURE OF PLANNING PERFORMANCE ACHIEVEMENTS OF REGIONAL DEVELOPMENT (Case Study of Bappedalitbang of Riau Province)

**Abstract:** Development performance certainly cannot be separated from the influence of planning performance, even planning is considered to have a great influence on development achievements. Meanwhile, planning performance will certainly be greatly influenced by the competence of the planner's human resources, and therefore the placement of the planner's human resources through the implementation of a proper meritocracy system is very important. This paper examines how these three things affect each other and is explained using descriptive methods. The analysis was carried out qualitatively by taking a case study of development planning performance in Bappedalitbang, Riau Province. From the results of the discussion, it was concluded that the performance of development planning in Bappedalitbang has not met the expected target, with the high competence of Bappedalitbang resources in Riau Province, the managerial influence and meritocracy system are felt to have not run as they should. To improve the performance of Bappedalitbang's human resources in the future, the meritocracy pattern in the placement of administrative officials is a necessity.

**Key words:** Planning Performance, Human Resources, Meritocracy, Bappedalitbang Riau Province.

**Language:** English

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### Introduction

Development planning in the era of regional autonomy is certainly very crucial in order to achieve development goals that lead to improving community welfare. Success in planning good development expressed in various articles has interpreted 50% of success in the implementation of what is planned. Therefore, quality development planning is certainly very important. On the one hand, success in planning development is certainly inseparable from the influence of the quality of human resources (HR) involved in the process, especially those who have

authority and are given the mandate in planning regional development, in addition to infrastructure and other factors. On the other hand, the quality of the planner's human resources will have a significant effect on the quality of the documents prepared, while a good plan document will certainly have a major effect on the success of the planned program / activity. Therefore, the role of development planning and planning actors is very important not only to achieve the main performance of the organization but also to determine the achievement of regional development.

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This article examines how the relationship between human resources planners and regional development planning performance achievements in Riau Province and their macro relationship to regional development, with the locus at the Regional Development Planning, Research and Development Agency (Bappedalitbang) of Riau Province.

### Problem Mapping

Observing the importance of development planning, it is also important to evaluate how the quality of development planning in Riau Province has been prepared, and how planning actors affect the quality of the planning. The evaluation can be done through various sides, to be able to answer questions such as how is the conformity of documents with regulations? How is the accuracy of the process carried out? How is the identification of the problem done properly? What is the conception of the theory and the solution to the problem offered? Will the planning process be value-free and pressure-free? How is the performance achieved? What are the policy directions as an answer to existing problems? And what is the capacity of planners and their involvement in the preparation of development plan documents in the regions?

If we try to parse the various problems that have been reviewed previously and try to answer the various questions above, then of course an article and or a study will not be able to answer the various questions. Therefore, the discussion and discussions will focus on several things that are adjusted to the availability of data and the limitations of the methodology used. Therefore, this article will focus on answering these two questions which are more about the achievement of planning performance and the capacity of planners and their involvement in the preparation of development planning in Riau Province.

### Methodology

The study was conducted using descriptive methods and through qualitative analysis. Where the data used is secondary data that is analyzed descriptively by comparing the conception of related theories. The case study taken is regional development planning in Riau Province, which is currently the task and function of the Riau Province Bappedalitbang. The mindset of this study can be illustrated as follows (Figure 1).

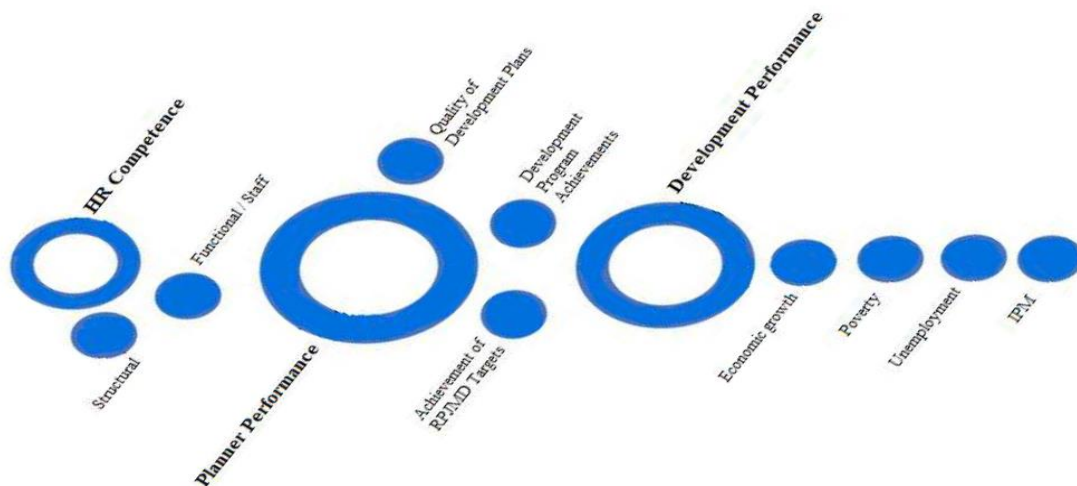


Figure 1. Thought Patterns

### Literature Study

The government continues to improve the performance of the State Civil Apparatus (ASN) with various professional ASN management strategies. ASN reform is a necessity in facing the industrial revolution 4.0, while improving the performance of civil servants, where according to Aziz & Mustam, (2017) ASN is a key success factor that plays a very important role in achieving bureaucratic reform. Meanwhile, the Grand Design of Bureaucratic Reform 2010-2025 mandates a bureaucratic reform agenda in 8 areas of change, namely: (1) laws and regulations, (2) organization, (3) human resources apparatus, 4)

management, (5) accountability, (6) public services, (7) mindset and work culture (culture set) apparatus and (8) supervision (Presidential Regulation No. 81 of 2010 concerning the Grand Design of Bureaucratic Reform 2010-2025, 2010).

In line with the development of development and its various complexities, quality civil servants are a must, where civil servants must be able to have competitiveness so that they have superior performance (Irwan, 2016; Pramularso, 2018; Purwanto et al., 2020; Rohida, 2018), although civil servants who are professional and have high competence as expected by Law Number 5 of 2014

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concerning the State Civil Apparatus and also the desires of all parties are still a dream and far from reality (Komara, 2019).

As part of planning for the public domain, development planning is very important to bridge various planning theories with practice, and can even enrich theoretical treasures with new findings for the development of theoretical conceptions. On the other hand, development planning is often the basis for decision makers in making public policies, while public policy is the key to success in achieving development goals (Leksono et al., 2019). Planners in the public sector who are expected to be able to compile plans scientifically and free of real value are difficult to obtain because development stakeholders in fact have roles and authorities that cannot be separated from the interests of individuals, groups and groups, and put pressure on policy making (Leksono et al., 2019). Furthermore, the problem for decision makers is that in fact they experience various pressures (under pressure) to reach decisions, so it is not clear to them what decision to choose (Friend & Hickling, 2005).

Planners are required to have multi-expertise that leads to new problems in combining thoughts and expertise (Leksono et al., 2019). In this framework, development planners are not only required to have a lot of expertise but have a high level of intelligence to be able to elaborate various problems, formulate alternative solutions, adopt scientific red threads in the context of the problems faced and communicate and negotiate them with various parties. So that the competence of quality planning human resources is certainly more crucial to have.

In line with this (Sriwidodo & Haryanto, 2010) states that competence has a significant and positive effect on performance, which means that the higher the competence of employees, the better their performance. More explicitly even (Rande, 2016) concluded that the higher the competence of employees indicated by abilities, knowledge, skills, and attitudes according to the position held, it can be ascertained that these employees will have integrity and be motivated to work productively, effectively, and efficiently. The positive relationship between competence and performance is also proven by various research results. (Irwan 2016; Lyle M. Spencer and Spencer 1993; Miyawaki Mohd Noor, KB 2009; Rande 2016; Robbins and Judge 2007; Sari et al. 2017; Sedarmayanti 2017a; Wibowo 2011)

### Discussion

Bappedalitbang Riau Province is one of the strategic regional apparatus organizations in Riau Province which is a supporting element of government affairs in the field of planning, research and development which is the regional authority (Riau Provincial Governor Regulation No. 61 of 2021). Meanwhile, the main task of Bappedalitbang Riau

Province is to carry out the formulation of technical planning policies supported by research and development, coordinate the preparation of development planning, as well as control, evaluate and guide the implementation of regional development plans.

It is explicitly stated in the Bappedalitbang Strategic Plan that the main development problems faced today are the gap between the development performance achieved and planned, as well as the gap between what is to be achieved in the future and the real conditions when planning is prepared (Riau Province Bappedalitbang Strategic Plan 2019 – 2024).

The problems faced by planners listed in the Riau Province Bappedalitbang Strategic Plan document have been described by various Bappedalitbang issues which have been identified as follows:

1. The results of research and development that have been carried out have not been able to meet the needs of formulating regional development policy directions, developing innovation and technology;
2. Not optimal data and information systems supporting integrated regional development planning;
3. Limited valid and up-to-date data and information for the formulation of regional development planning policies;
4. Limited qualifications and competencies of human resources for regional development planners;
5. There is no SOP governing the working relationship and role between Structural Officers and Certain Functional Officers;
6. There are still planning and budgeting regulations that are not aligned and sustainable, and have not been supported by technical regulations;
7. Not yet optimal performance planning and implementation of development control;
8. There are still not optimal sources of Non-APBD Provincial funding for regional development;
9. Ineffective coordination forums for regional and central development planning;
10. Not optimal support for Regional Apparatus to achieve regional development priorities;
11. Not yet integrated planning and budgeting information system;

*Source: Riau Province Bappedalitbang Strategic Plan 2019 – 2024*

### Internal performance

The achievement of service performance at the Riau Provincial Bappedalitbang in 2020 and 2021, especially in the realization of the achievement of the target goal of realizing quality regional development planning supported by research and development from the target of 92.6% in 2021 only reached 87.5%, while in 2020 it even only reached 66.66% of the targeted 91.7% (Riau Bappedalitbang Strategic Plan 2019 – 2024).

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**Table 1. Service Performance Achievement of Bappedalitbang Riau Province**

Purpose	Target	Indicators	2020		2021	
			target	realization	target	realization
<i>Realization of Quality Regional Development Planning Supported by Research and Development</i>			91.70%	66.66%	92.60%	87.50%
	Accountable Development Planning and Budgeting	Percentage of RPJMD Target Achievement	87.20%	83.33%	87.80%	77.77%
		Percentage of Regional Development Program Achievement	91.50%	73.91%	92.20%	84.14%

Source: Riau Province Bappedalitbang Strategic Plan 2019 – 2024

Furthermore, regarding the target of accountable development planning and budgeting, the achievement of the RPJMD target in 2020 only reached 83.33% of the planned 87.2% and even decreased in 2021 at 77.77% of the targeted 87.8% (Riau Bappedalitbang Strategic Plan 2019 – 2024). Performance achievements that do not meet these targets certainly need to be an important attention considering that the targets set are the main duties and important role of Bappedalitbang for development in Riau.

### External Performance

National and regional development performance is often measured through several macro indicators, although it does not perfectly measure development performance, but at least it is able to provide a general approach in describing the performance. These indicators include Economic Growth, Poverty, Unemployment and Human Development Index (HDI). Other external performances, of course, are still diverse, such as coordination across organizations, regional apparatus, cross-sector, communication with other stakeholders, including the legislature related to budgeting planning, and so on, however, it will be very abstract and difficult to measure.

Therefore, macro external indicators will try to be approached through the performance achievements of macro indicators of Riau Province by referring to the data release of BPS Riau Province, as can be explained as follows:

1. **Economic Growth (PE);** in 2021 and 2022, the PE that increased after the Covid 19 pandemic reached 3.36% and 4.55% in fact was unable to survive and tended to decline in 2023 which only reached 4.21% and in the opposite direction with national economic growth which increased consistently to reached 5.04%.

2. **Human Development Index (HDI);** The HDI of Riau Province looks to be performing positively and is above the national average where in 2023 it will reach 74.95 or above the national average of only 74.39. However, the performance of HDI achievements is certainly difficult to see in an annual count, considering that it tends to use projection data and will be corrected when the population census is carried out in a span of 10 years.

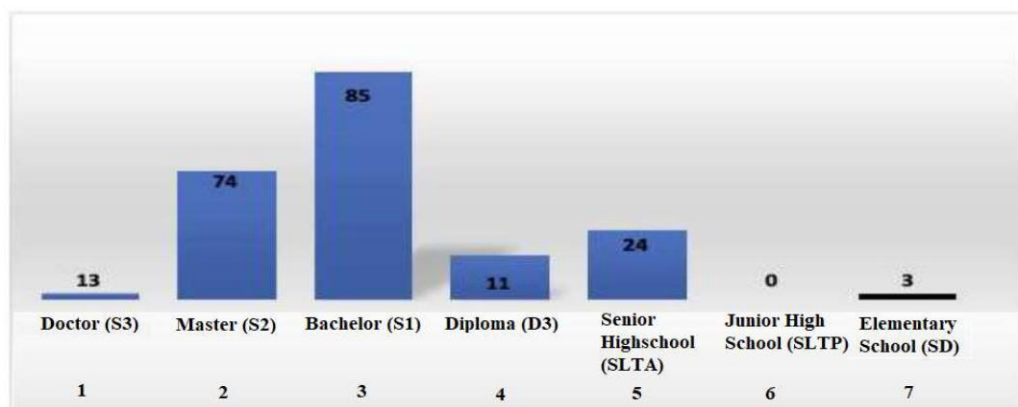
3. **Open Unemployment Rate (TPT);** Riau Province's TPT in 2023 reached 4.42% or decreased compared to 2022 which reached 4.55%, however, this performance is still considered false considering that the decline in TPT at the national level has a higher margin of decline and even the decline in Riau Province's TPT in 2023 has not been able to achieve performance in 2021 which reached 3.25%.

4. **Poverty Level;** The poverty rate in Riau Province in the last 5 years has fluctuated, however, in 2023 it looks to perform positively reaching 6.68%, far below the national average of 9.36%, although the decrease is not as large as the decrease in poverty at the national level when compared to poverty in 2022 or even in 2021.

One interesting thing from the failure of this performance achievement is that on the other hand it can be seen that human resources in Bappedalitbang have very good qualifications when compared to other regional apparatus organizations in Riau Province, this is if we look at the composition of the education level of civil servants in Bappedalitbang, where out of 210 Civil Servants there are 172 people or 81.90% who have Bachelor education, Master and Doctor Degree of Strata III, and even 41.4% have reached Master and Doctor Degree education (Figure 2). This of course also refutes the problem of limited competence of Bappedalitbang human resources as stated in the 2019-2024 Bappedalitbang Strategic Plan.

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Source: Riau Province Bappedalitbang Strategic Plan 2019 – 2024

**Figure 2. Education Level of Bappedalitbang Civil Servants**

If we believe in the relationship of HR with organizational performance achievements, as said by Qamariah (2011); Suprpto (2009); Winanti (2011) that the performance problems of employees and organizations is determined and significantly influenced by employee competence, so of course this is contradictory to the current condition of Bappedalitbang, because the high competence of human resources is inversely proportional to the performance of institutions, could there be other that has a significant influence? Or is it not working properly? Or maybe there are very critical managerial issues?

**Managerial Elements**

In general, the classification of assignments in civil servants is grouped into 3 (three) forms, namely those who have careers in structural, certain functional, and general functional groups. Where in general it can be explained that general functionals will be involved in routine work and other work according to the direction of the leadership, while certain functionals focus on substantive work in accordance with their respective expertise, while structural groups play an important role as administrators, coordinators and managers of staff and functional positions under their coordination. Thus, if we assume that managerial aspects and meritocratic roles may affect the performance section, then it is important to examine what the current organizational structure is in Bappedalitbang and how its competence is.

With the policy of eliminating Echelon IV in the Field to handle the substance of the main tasks and

sectors, and leaving Echelon IV only in the Secretariat that handles office administration, the analysis related to the composition of structural officials is approached through officials II and Echelon III as primary high officials and administrator officials. And considering the limited information available, competency measurement is approximated through the level of education as one of the main indicators and compares it with the education of other civil servants. If observed from the level of education of structural officials, echelon II officials have high enough competence with education to achieve Doctor Degree, however, at the level of echelon III although it is adequate by achieving Master Education, but this is certainly not enough considering that even quite a lot of staff to function have achieved Doctor Education, moreover, in fact there are Echelon III Officials who only have Bachelor education. Differences in the competence of leadership elements that are below the capacity of their staff will certainly affect managerial and coordination of work.

Meanwhile, in terms of functional position competence, the availability of functional human resources that should be able to provide substantial support has been very adequate in Bappedalitbang Riau Province from various functions and diverse expertise. As shown in Table 2, the composition of Bappedalitbang civil servants from the structural aspect is quite lean and ideal and has adequate staff support and adequate functionality, where there are 121 staff / non-structural (57.89%) and the support of 75 people (35.89%) functional personnel from 13 people (6.22%) structural officials in Bappedalitbang of Riau Province.

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**Table 2. Composition of PNS Bappedalitbang Riau Province**

Position	Amount	Percentage
Echelon II	1	0.48%
Echelon III	7	3.35%
Echelon IV	5	2.39%
<b>Functional Planner</b>	45	21.53%
<b>Functional Engineer</b>	10	4.78%
<b>Functional Researcher</b>	13	6.22%
<b>Functional Policy Analysis</b>	4	1.91%
<b>Functional Surveyor Mapping</b>	1	0.48%
<b>Functional Spatial Planner</b>	1	0.48%
<b>Functional Archivist</b>	1	0.48%
<b>Staff / Non-structural</b>	121	57.89%
<b>Total</b>	<b>209</b>	<b>100.00%</b>

Source: Bappedalitbang Riau Province 2023

### Conclusion

1. The expected planning performance has not been achieved optimally. Similarly, the measurement of macro performance of regional development where from the 4 macro indicators seen tend to show 75% of the results show unfavorable achievements.
2. When looking at the capacity of Bappedalitbang civil servants compared to the capacity of structural officials, especially at the level of administrator officials, it can be seen that from the level of education of administrator officials, their competence is not sufficient considering that there are even administrators officials with Undergraduate Education, while staff and functional officials in Bappedalitbang are quite a lot who have achieved Master to Doctor Degree. So of course it is an important question whether the meritocracy system in administrator officials has been done properly or not, and this certainly requires further deepening.
3. Observing the high competence of Bappedalitbang's human resources when compared to other OPDs in the Riau Provincial government, it is believed that there are fundamental problems (need to be studied further and taken seriously by the local government) as the cause of the low performance obtained. However, if the managerial and HR aspects of structural officials are believed to have a major influence, it can be seen that the competence of structural human resources, especially in administrator officials, is still not optimal enough when compared to staff and functional composition, thus raising other questions regarding the pattern of merit allocation carried out in the placement of administrator officials at the Bappedalitbang of Riau Province.

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