

Accounting and Management International Conference (AMICO) 2025

Analysis of the Impact of Digitalization of the Immigration Career Development System (SISBINKAR) on Job Satisfaction and Strengthening the Meritocracy System at the Class I Border Control Immigration Office of Samarinda

Nur Ikhwan Kurnia¹, Eka Yudhyani², Sayid Irwan³

^{1,2,3} Master of Management Study Program, Faculty of Economics and Business, Universitas 17 Agustus 1945 Samarinda, Jl. Ir. H. Juanda No. 80, Kec. Samarinda Ulu, Kota Samarinda, Kalimantan Timur 75123, Indonesia; Email: nur.ikhwan.kurnia@imigrasi.go.id

Keywords :

SISBINKAR; Job Satisfaction; Meritocracy System; Digital Transformation; ASN Career Management; Immigration.

ABSTRACT

Bureaucratic reform in Indonesia places a meritocratic system as a key pillar for realizing a professional and integrity driven Government Employees (ASN). In this context, digital transformation through the Human Resources Management Information System (HRIS) has become a strategic instrument. The Directorate General of Immigration has implemented a Career Development System (SISBINKAR) as a centralized database to support employee competency development and career management. This study aims to analyze in depth the impact of the use of the SISBINKAR application on employee job satisfaction and the strengthening of the meritocratic system through a qualitative case study approach at the Class I Border Control Immigration Office of Samarinda. Using a combined theoretical framework of Herzberg's Two-Factor Theory and Hackman & Oldham's Job Characteristics Model (JCM), this study explores employee perceptions and experiences. The research methodology involved in depth interviews, observation, and document analysis. The results indicate that the implementation of SISBINKAR presents dual potential, on the one hand, the application has the potential to be a catalyst for transparent and merit-based career management, which in turn can improve intrinsic motivation and job satisfaction. On the other hand, if not supported by organizational culture, leadership commitment, and an optimal user experience, SISBINKAR risks becoming an administrative formality that can actually decrease satisfaction through hygiene factors. This study reveals the crucial role of implementation fidelity in bridging the gap between technological potential and desired organizational outcomes, and confirms that the success of digital systems in HR reform is determined more by socio-organizational factors than simply technological sophistication.

I. INTRODUCTION

The bureaucratic reform agenda is one of Indonesia's ongoing strategic national priorities, with the fundamental goal of creating clean, efficient governance oriented toward quality public services (Maysura, 2025). One of the central pillars of this agenda is a paradigm shift in the management of the Government Employees (ASN), from a system based on seniority or patronage to a robust meritocracy (Zahra & Rudita, 2025). This imperative is legally affirmed in Law Number 20 of 2023 concerning the Government Employees, which mandates that the Government Employees policies and management must be based on qualifications, competencies, and performance in a fair and reasonable manner without distinction of political background, race, color, religion, national origin, gender, marital status, age, or disability (Harahap, 2024).

A meritocratic system is seen as an essential foundation for building a professional, accountable, and competitive bureaucracy. By placing the right individuals in the right positions based on their abilities and achievements (the right person in the right place), the government strives to improve the quality of public services and the effectiveness of achieving national goals (Sabani et al., 2024). However, the implementation of the merit system in Indonesia faces complex and multidimensional challenges, ranging from political interference and nepotism to a bureaucratic culture resistant to change (Annafi & Zandrato, 2025). In this context, innovation in human resource management processes is crucial for translating legal mandates into practical practices across all government agencies (Zahra & Rudita, 2025).

In line with global trends, the Indonesian government is accelerating digital transformation in the public sector through the Electronic-Based Government System (SPBE) policy, stipulated in Presidential Regulation Number 95 of 2018 and further strengthened through the 2025 SPBE National Strategy. Digitalization is no longer viewed as an option but as a necessity to improve efficiency, transparency, and accountability in government administration (Ministry of Administrative and Bureaucratic, 2025). In the realm of personnel management, this transformation is realized through the development and implementation of a Human Resource Management Information System (HRIS), which functions to support data-driven ASN governance and strengthen the implementation of the merit system (Rohman & Hadi, 2024).

Within the Ministry of Immigration and Corrections (formerly the Ministry of Law and Human Rights), this commitment to digital transformation is evident in various initiatives to modernize services and internal governance. The Ministry of Law and Human Rights has developed an electronic Human Resources platform as part of its national personnel data integration strategy, aligned with the electronic-based government system (SPBE) (Kemenkumham, 2024). The Human Resource Management Information System (HRIS) is positioned as a strategic tool for operationalizing the principles of bureaucratic reform (Rahmawati et al., 2023). This system is designed to automate administrative processes, provide accurate and centralized personnel data, and support data-driven decision-making throughout the talent management cycle, from recruitment and performance appraisals, competency development, and succession planning (BKN, 2025). Thus, the Human Resources Management Information System (HRIS) is expected to be a key enabler in upholding the principle of meritocracy by reducing subjectivity and increasing objectivity in every personnel decision (Zulkifli & Arsyad, 2022).

More specifically, this research focuses its analysis on one of the SIM-HR initiatives within the Directorate General of Immigration, namely the Career Development System (SISBINKAR). According to an official circular, SISBINKAR was developed with the primary objective of establishing a comprehensive internal personnel database to support competency development and a career development system for employees within the Directorate General of Immigration. Every Government Employees (PNS) and Government Employees Candidate (CPNS) is required to independently fill in data into SISBINKAR, the completeness of which will affect the competency development planning and career development of each employee.

The implementation of SISBINKAR is a concrete manifestation of a broader policy, namely Minister of Law and Human Rights Regulation Number 8 of 2021 concerning Government Employees (PNS) Career Management within the Ministry of Law and Human Rights. This regulation explicitly aims to provide career clarity and certainty to employees, balance employee career development with agency needs, improve employee competency and performance, and encourage increased employee professionalism. Therefore, SISBINKAR cannot be viewed simply as a technology application, but rather as a policy instrument designed to achieve these strategic objectives.

To explore the concrete impact of this policy at the operational level, this research uses a case study at the Class I Border Control Immigration Office of Samarinda. As a Technical Implementation Unit under the East Kalimantan Regional Office of the Directorate General of Immigration, Ministry of Immigration and Corrections (Kemenimipas), formerly the Ministry of Law and Human Rights (Kemenkumham), the Class I Border Control Immigration Office of Samarinda serves as a representative locus for observing how a national-scale digital policy is experienced, interpreted, and ultimately influences the perceptions and behaviors of employees at the forefront of public service.

While systems like SISBINKAR are designed with the clear policy intention of promoting meritocracy and structured career paths, their actual impact on employee perceptions, particularly on crucial variables like job satisfaction, remains an area of little empirical exploration. There is a potential gap between policy as designed and policy as experienced by employees. The introduction of SISBINKAR is not simply a technological update; it represents a fundamental shift in the locus of power and information in career management. This system transforms knowledge that was previously implicit, often subjective, and held by superiors or personnel managers into an explicit, standardized, and centrally accessible digital format. This transition has the potential to democratize career information for all employees, but it can also create new forms of digital control and administrative burdens. Therefore, this study seeks to fill this gap by exploring how organizations and their employees navigate this technology induced disruption to established norms.

Based on this background, the main research question posed is how does the use of the SISBINKAR application impact employee job satisfaction and the implementation of a meritocracy system at the Class I Border Control Immigration Office of Samarinda?

To answer this main question, this study will analyze the following sub-questions:

1. How do employees perceive the function, transparency, and usefulness of SISBINKAR in their career planning and development?
2. To what extent is SISBINKAR perceived as contributing to increased objectivity and procedural fairness in the promotion, transfer, and competency development processes?
3. What intrinsic and extrinsic job satisfaction factors are most significantly influenced by employee interaction with the systems and policies inherent in SISBINKAR?

II. LITERATURE REVIEW

2.1. Meritocracy System in the Context of Indonesian Bureaucracy

Conceptually, meritocracy is a social and organizational system in which advancement and the allocation of rewards are based on individual ability, competence, and achievement, rather than on ascriptive factors such as heredity, wealth, or political affiliation. In the context of public administration, this principle is rooted in Max Weber's theory of ideal bureaucracy, which emphasizes the importance of rationality, clear structures, and skills-based recruitment as the foundation of an efficient and effective bureaucracy (Wicaksono, 2023). The merit system aims to ensure that every decision related to Human Resources (HR) management, from selection and promotion to transfer, to competency and career development, is made objectively and transparently, thus producing the most competent Government Employees to carry out government duties (Zahra & Rudita, 2025).

While the principle of meritocracy has been adopted as the foundation for government employees management in Indonesia, its implementation still faces significant challenges. According to (Zahra & Rudita, 2025), there are three main obstacles: first, political intervention and nepotism remain factors that can disrupt objectivity in filling positions, especially at the strategic level. Second, a bureaucratic culture that is resistant to change often makes it difficult to eliminate old practices based on seniority or personal relationships. Third, there is still a low understanding of the principles of meritocracy among Government

Employees themselves, which can hinder the full adoption of the new merit-based system. These challenges create a context in which instruments such as SISBINKAR function not only as technical tools but also as agents of change that directly confront established structures and cultures.

2.2. Theoretical Basis of Job Satisfaction

Job satisfaction is a key factor in organizational behavior, referring to an individual's positive attitude or emotional response to their work. High levels of job satisfaction correlate with better performance, stronger organizational commitment, and lower turnover rates (Nagpaul et al., 2022). To analyze the impact of SISBINKAR on job satisfaction, this study uses two main theoretical frameworks.

2.2.1. Herzberg's Two-Factor Theory: Differentiating Satisfiers and Dissatisfiers

According to Frederick Herzberg's Two-Factor Theory, the factors that contribute to job satisfaction differ from those that contribute to job dissatisfaction. These factors are divided into two categories:

- Extrinsic Factors (Hygiene Factors) are defined as factors related to the work context. Their presence does not actively create satisfaction, but their absence can lead to significant dissatisfaction, such as administrative policies, supervision, working conditions, and remuneration (Amrullah et al., 2025). In the context of this research, SISBINKAR, as an organizationally mandated administrative system, is directly related to policy and administrative factors. If this application is perceived as complex, opaque, or an additional burden, it can become a significant source of dissatisfaction.
- Intrinsic Factors (Motivator Factors) are defined as factors related to the content of the job and capable of driving motivation and job satisfaction, including achievement, recognition, the work itself, responsibility, and development opportunities (Nagpaul et al., 2022). The primary goal of the SISBINKAR application is to provide a clear career path and directly support competency development, targeting advancement motivators. By providing transparency regarding development opportunities, this system has significant potential to increase intrinsic job satisfaction.

2.2.2. Job Characteristics Model Theory (Hackman & Oldham)

The Job Characteristics Model (JCM) developed by Hackman and Oldham focuses on how job design itself can influence employee motivation, satisfaction, and performance (Mostafa et al., 2024). This model identifies five core job dimensions that trigger three critical psychological states, ultimately resulting in positive work output. These core job dimensions are as follows:

- Skill Variety: The degree to which the job requires the use of a variety of different skills and talents.
- Task Identity: The degree to which the job involves completing a complete, identifiable unit of work from start to finish.
- Task Significance: The degree to which the job has a substantial impact on the lives or work of others.
- Autonomy: The degree to which employees have freedom and independence in scheduling work and determining the procedures for carrying it out. Many modern studies have shown that autonomy is positively correlated with job satisfaction. For example, research on crowdworkers found that job autonomy significantly influenced job satisfaction.
- Feedback is the degree to which the implementation of work activities provides employees with clear and direct information about the effectiveness of their performance (Mostafa et al., 2024).

The five core dimensions of work influence the following three critical psychological states are as follows:

- Experienced meaningfulness of the work, influenced by the variables of skill variety, task identity, and task significance.
- Experienced responsibility for work outcomes, influenced by autonomy.
- Knowledge of the actual results of work activities, influenced by feedback.

Within the JCM theoretical framework, SISBINKAR can be analyzed as a tool that directly strengthens the feedback dimension by providing concrete data regarding employee competency profiles and gaps that need to be filled (Mostafa et al., 2024). Furthermore, by providing the information needed for career planning, this system has the potential to increase employee autonomy in directing their own development, which in turn will enhance their knowledge of outcomes related to their career status and prospects.

2.3. SISBINKAR Application Analysis Framework as a Socio-Technical Artifact

This research does not view SISBINKAR as a neutral technological tool, but rather as a socio technical artifact, an entity where technology, policies, organizational structures, and human behavior interact and shape each other (Bjorn & Osterlund, 2022). The impact of this system is not determined by its features alone, but by how it is designed, implemented, interpreted, and used within a specific social and cultural context (Strohmeier & Parry, 2021). This approach aligns with recent studies showing that Human Resource Management Information Systems (HRIS) have a significant influence, both directly and indirectly (through the mediation of job satisfaction and organizational commitment), on the effectiveness of public sector organizations (Rakhmawati et al., 2023; DeLisi et al., 2022).

By integrating both theories of job satisfaction, a richer analytical framework can be built. This framework allows for the identification of a paradox in the impact of SISBINKAR: the system can simultaneously enhance Motivator Factors (intrinsic factors) while degrading Hygiene Factors (extrinsic factors). On the one hand, by providing transparency in career paths and competency requirements, SISBINKAR can strengthen a sense of advancement and achievement (Herzberg's Motivator) and provide clear feedback (Job Characteristics Model). However, on the other hand, the top-down and mandatory data entry requirements, potential technical issues, or the perception that the system increases bureaucratic burdens can negatively impact company policies and administration, as well as working conditions (Herzberg's Hygiene), potentially leading to job dissatisfaction (Pradhan et al., 2024). This complex phenomenon is the primary focus of the qualitative exploration in this study. Thus, SISBINKAR is positioned not simply as an administrative tool, but as a mechanism for social and cultural change within the Ministry of Immigration and Corrections. To understand this, consider the following table:

Table 1. Theoretical Analysis Framework of SISBINKAR Impact

Main Theoretical Concepts	Key Dimensions/Factors	Manifestation in the Context of SISBINKAR
Meritocracy System	Qualifications, Competencies, and Performance	The SISBINKAR database contains educational history, training, certifications, and performance data as an objective basis for decision making.
	Fairness and Transparency	Career patterns, job requirements, and competency development opportunities are accessible to all employees through the application.

Two Factor Theory (Herzberg)	<i>Motivator Factors (Intrinsic)</i>	<ul style="list-style-type: none"> - Advancement, namely the visualization of career paths and promotion requirements. - Achievement, namely a track record of competencies and successfully completed training. - Responsibility, namely encouraging employees to proactively plan their own development.
	<i>Hygiene Factors (Extrinsic)</i>	<ul style="list-style-type: none"> - Policies & Administration, namely the obligation to enter data independently, application usage procedures. - Working Conditions, namely the user experience, ease of access, and technical support for the application.
Job Characteristics Model (JCM)	Core Job Dimensions	<ul style="list-style-type: none"> - Feedback, which provides direct information regarding one's competency profile and existing gaps. - Autonomy, which provides tools for employees to independently plan their career paths.
	Critical Psychological State	<ul style="list-style-type: none"> - Knowledge of Outcomes, which provides a better understanding of one's current position and career prospects.

III. RESEARCH METHOD

3.1. Research Type

This research employs a qualitative approach with a single case study design. A qualitative approach was chosen for its ability to gain a deep, rich, and holistic understanding of complex social phenomena in their natural context. In the context of public organization research, qualitative methods are highly relevant for understanding how digital policies and innovations are internalized and interpreted by actors in the field (Nowell & Albrecht, 2023). The single case study design allows researchers to intensively explore a specific unit of analysis, in this case the implementation of the Immigration Career Development System (SISBINKAR) at the Class I Border Control Immigration Office of Samarinda, to understand the processes, interactions, and meanings attached by the actors within it. This approach is highly suitable for answering the how and why questions related to the impact of a digital policy intervention on human perceptions and behavior within the organization. Thus, this research seeks to provide a contextual interpretation of the implementation of digital systems in the bureaucracy, assessing not only the success of the technology but also the accompanying social and organizational implications.

3.2. Research Location and Sample Selection

The location of this research was the Class I Border Control Immigration Office of Samarinda, which was purposively selected as a representative of the Technical Implementation Unit of the Directorate General of Immigration, where national policies such as the implementation of the Immigration Career Development Information System (SISBINKAR) are operationalized and whose impact is directly felt by employees at both operational and structural levels. This location was selected based on contextual relevance, the level of implementation of the digital career management system, and the readiness of the organizational infrastructure.

The population in this study included all employees working at the Class I Border Control Immigration Office of Samarinda, which is part of the Technical Implementation Unit under the auspices of the Directorate General of Immigration, Ministry of Immigration and Corrections of the Republic of Indonesia. This population was deemed relevant because all employees in this environment are directly involved in the implementation of national policies related to the Immigration Career Development Information System (SISBINKAR) and experience its impact on personnel administration processes and perceptions of their careers.

The research sample was determined using purposive sampling, a method of selecting informants based on specific considerations in line with the research objectives. This technique allows researchers to select individuals with the knowledge and experience most relevant to the phenomenon under study.

In this context, informants were selected based on the following criteria:

- Length of service, including employees with varying lengths of service, including under 5 years, between 5 and 15 years, and over 15 years, to capture variations in perceptions across generations;
- Job level, involving employees from various positions, including executive positions, specific functional positions such as Immigration Analysts and Immigration Examiners, and structural positions such as Section Heads, Heads of Administration Sub Divisions, Heads of Sub Sections, and Heads of Personnel Affairs;
- Level of interaction with SISBINKAR, namely informants who actively use the application for data entry, career monitoring, and competency development.

The number of informants in this study was set at 20, consisting of 5 structural officials, 8 functional officials, and 7 executive employees. This number was deemed sufficient to achieve data saturation, the condition where data collection no longer yields significant new themes or information (Guest, Namey & Chen, 2020).

The selection of 20 informants also aligns with recommendations (Creswell & Poth, 2023) that qualitative case studies emphasizing depth of analysis ideally involve between 15 and 25 key informants, depending on the complexity of the context and the varying characteristics of the respondents. Therefore, this number is considered representative for capturing the complexity of the interactions between technology aspects, policy, and employee behavior in the implementation of SISBINKAR within the Class I Border Control Immigration Office of Samarinda.

3.3. Data Collection Technique

To obtain comprehensive and valid data, this study employed a method triangulation approach consisting of in-depth interviews, non-participant observation, and document analysis. Method triangulation is used to enhance the credibility and validity of findings through a combination of several complementary data collection techniques (Fusch, Ness & Leavy, 2021). The research data collection techniques are as follows:

- In-depth interviews were used as the primary data collection technique in this study. Interviews were conducted in a semi-structured format, using a flexible interview guide to allow for broader exploration of the informants' subjective experiences. The semi-

structured approach was chosen because it provided a balance between systematic structure and the freedom for informants to express their views openly. The primary objective of these interviews was to explore the informant's perceptions, experiences, and meanings regarding the implementation of SISBINKAR, including how the system impacts job satisfaction, motivation, and perceptions of meritocracy in their workplace. All interviews were conducted in person and recorded using a voice recorder with the informants' consent, in accordance with ethical principles of qualitative research.

- Non participant observation techniques were used to understand the organizational context, work interaction patterns, and social dynamics the Class I Border Control Immigration Office of Samarinda. This observation helped researchers capture phenomena that cannot always be revealed through interviews, such as work routines, communication patterns between employees, and how employees interact with digital systems like SISBINKAR. This approach is important because it allows researchers to obtain authentic, contextual data without influencing participant behavior.
- Document analysis was conducted on various relevant written sources to strengthen field findings and provide a clear policy framework. The documents analyzed included Minister of Law and Human Rights Regulation Number 8 of 2021 concerning Government Employees Career Management within the Ministry of Law and Human Rights, the Circular Letter of the Director General of Immigration regarding the mandatory completion of SISBINKAR data, internal guidelines of the Directorate General of Immigration, and documents on the socialization of Human Resources (HR) policies at the Class I Border Control Immigration Office of Samarinda. Document analysis in qualitative research serves not only as supplementary data but also as a form of cross validation of interview and observation data.

The triangulation approach used in this study allows for a richer and deeper interpretation of the phenomena studied, as each data collection technique provides a different but mutually reinforcing perspective (Creswell & Poth, 2023).

3.4. Data Analysis Techniques

Qualitative data obtained from interviews, observations, and document analysis were analyzed using thematic analysis. This thematic approach was chosen because it provides methodological flexibility to systematically identify, analyze, and interpret patterns of meaning (themes) within the data (Braun & Clarke, 2022). Thematic analysis allows researchers to uncover in-depth connections between informants' subjective experiences and the surrounding institutional context, particularly in understanding perceptions of SISBINKAR implementation in the workplace (Nowell et al., 2023). The analysis process was carried out through several systematic stages, as follows:

- Data transcription: all interview recordings were transcribed verbatim into written text to facilitate the analysis process. Verbatim transcription is essential to maintain the integrity of the meaning and context of the informants' conversations.
- Familiarization with the data: researchers reread all interview transcripts, observation notes, and documents to gain a comprehensive understanding of the context and meaning contained within the data. This process is an initial, reflective step in developing a sense of the entire dataset.
- Coding: This stage involves identifying relevant units of meaning and labeling (open coding) data segments that answer the research questions. Coding is conducted iteratively to ensure that all important aspects of the data are captured effectively.
- Theme discovery: After the coding process, researchers group codes with similar meanings into potential themes. Themes are developed through a combination of inductive approaches, which emerge directly from the data, and deductive approaches, which draw on theoretical frameworks such as merit systems, hygiene motivator factors, and job characteristics models.

- Theme review: At this stage, the themes formed are reviewed to assess their internal coherence, their separateness, and their appropriateness to the overall dataset. This process ensures that each theme has a strong empirical basis and is representative of the data.
- Theme definition and naming: Each theme is then conceptually defined and given a name that reflects its core meaning. Researchers also review the relationships between themes to identify larger patterns that address the research focus.
- Report preparation, where the final results of the thematic analysis are presented in a structured narrative format, supplemented by direct quotes from informants to provide empirical evidence to strengthen the interpretation and validity of the research findings.

This thematic analysis approach aligns with reflexive thematic analysis guidelines, which emphasize transparency, depth of interpretation, and active researcher involvement in the analysis process (Braun & Clarke, 2022).

IV. RESULTS AND ANALYSIS OF DISCUSSION

Overview of Research Object

The Class I Border Control Immigration Office of Samarinda is a technical implementation unit under the Directorate General of Immigration of the Ministry of Immigration and Corrections which has a strategic task in implementing immigration functions in the East Kalimantan region. Its working area covers the cities of Samarinda, Kutai Kartanegara, West Kutai, and Mahakam Ulu, making this office the main coordination center for immigration services and supervision in the region. Organizationally, the Class I Border Control Immigration Office of Samarinda is led by an Office Head (Echelon III) and oversees several sections, including the Immigration Visa and Travel Document Section, Immigration Status and Star Permit Section, Immigration Intelligence and Enforcement Section, Immigration Information and Communication Technology Section, and the Administration Subsection. Based on the latest personnel data, this office has approximately 105 employees consisting of structural, functional, and executive officials with a relatively balanced composition, where approximately 15% hold structural positions, 47% hold functional positions, and 38% hold executive positions. This comprehensive organizational structure enables effective cross-sector coordination to support fast, transparent, and accountable public services.

In the effort to bureaucracy reform and implement a merit system within the Ministry of Immigration and Corrections, the Class I Border Control Immigration Office of Samarinda is one of the units actively implementing the Immigration Career Development System (SISBINKAR). This application is a web-based digital system developed by the Directorate General of Immigration to support transparent, objective, and competency based career management of government employees (ASN). All government employees are required to complete and update career, training, and performance achievement data through SISBINKAR, as the completeness of this data impacts competency development plans and job promotions. The use of this application makes the Class I Border Control Immigration Office of Samarinda a relevant research object, as its implementation reflects the principle of meritocracy, which emphasizes fairness and professionalism in government employees career development. With a relatively small number of employees, the Class I Border Control Immigration Office of Samarinda is an ideal location to examine the extent to which SISBINKAR contributes to increased job satisfaction, perceptions of career fairness, and the effectiveness of the merit system within the public bureaucracy.

Result of Research

Qualitative data analysis obtained from in depth interviews, observations, and document review at the Class I Border Control Immigration Office of Samarinda yielded three interrelated main themes. These themes illustrate the complexity and ambivalence of the

impact of SISBINKAR implementation on job satisfaction and the meritocracy system at the Technical Implementation Unit level.

4.1. SISBINKAR as a Double-Edged Sword in Career Transparency

One of the most striking findings was employee perceptions of SISBINKAR as a transparency tool. On the one hand, the application was received positively due to its ability to provide visualization of career paths and the competency requirements for each position. Before SISBINKAR, this information was often implicit, unstructured, and only known to a select few. This confirms that the digitization of the government employees career system through a merit system mechanism plays a significant role in improving accountability and fairness in promotions.

A structural official with more than 10 years of service stated:

"Previously, we were feeling our way. If we wanted to move up the ladder or move to another section, the requirements weren't clear. Sometimes, suddenly, person A got it, and we didn't know the basis for it. With Sisbinkar, at least we can see for ourselves, Oh, if you want to be Head of Intelligence, you need this training and that competency. So there's a clear target."

This interview excerpt illustrates how SISBINKAR has succeeded in fulfilling one of the main objectives of government employees career management: providing career clarity and certainty for government employees. By presenting information openly, this system reinforces the advancement motivator factor of Herzberg's theory, which emphasizes that job satisfaction arises when employees have opportunities for development and receive clear recognition. Employees feel empowered by having the information they need to plan their future careers, aligning with the concept of self-determination in the context of government employees work motivation.

This transparency also serves as a double-edged sword. By clearly presenting each employee's competency profile data, SISBINKAR also explicitly highlights the competency gap between their existing and required competencies. Zahra et al. (2021) explain that in a competency-based system, disparities in competency data often create psychological stress if not accompanied by fair and accessible development strategies. For some employees, this can lead to feelings of anxiety or even demotivation, especially if they feel they lack sufficient access or opportunities to close the gap. A younger executive officer expressed:

"It's nice to be able to see where the gaps are, but sometimes it also makes me anxious. The system shows that I haven't attended technical training X, even though that training rarely occurs. So our data in Sisbinkar always looks negative. It feels like we're constantly being monitored and assessed for shortcomings, without any clear solutions on how to improve."

This phenomenon demonstrates that data transparency must be balanced with tangible and accessible competency development support. Without such support, tools designed to motivate risk creating psychological stress and feelings of inadequacy, which can negatively impact overall job satisfaction (Rahman & Sari, 2023).

4.2. Perceptions of Procedural Justice and Strengthening the Merit System

This study explores the extent to which SISBINKAR is believed to strengthen the meritocratic system by improving procedural fairness in human resource (HR) decision making. Most informants believe that data contained in SISBINKAR, such as job history, education, and formal training, are key considerations in the promotion or transfer process proposed by management. The requirement to ensure complete data is understood as a signal that the system carries significant weight in career assessments. This indicates that the digitization of government employees (ASN) management strengthens the principle of meritocracy by emphasizing transparency and procedural equity at every stage of an employee's career.

Skepticism also emerged among employees. Some informants expressed doubts about whether SISBINKAR is truly the primary determinant, or merely serves as an administrative justification for decisions still influenced by non-merit factors such as personal closeness, loyalty, or the subjective judgment of management. This situation illustrates the challenges still facing the Indonesian bureaucracy, where a culture of patronage and informal relationships remains strong despite the implementation of merit system reforms. A senior implementing officer commented:

“By law, Sisbinkar data is definitely reviewed. But in the field, we all know that chemistry with leaders is still important. Even if our data in Sisbinkar is complete and good, if it doesn't 'fit' with our leaders, it's difficult. So sometimes it feels like Sisbinkar is just an administrative tool, with the main decisions still outside the system.”

This view demonstrates a trust gap between the system and its users. Although technology is designed to ensure objectivity, perceptions of procedural justice are greatly influenced by the consistency of leaders in implementing the system's data fairly and transparently (Setiawan & Sari, 2024). This indicates that the effectiveness of merit systems in bureaucracies depends not solely on the quality of the digital system, but also on the integrity of organizational actors in upholding the principles of procedural justice. When employees witness inconsistencies, such as someone with an incomplete SISBINKAR profile receiving a promotion, trust in the system as an instrument of meritocracy is eroded. Thus, it can be understood that the effectiveness of SISBINKAR in strengthening the merit system does not lie solely in its technology, but in the ethical commitment and consistency of leadership in adhering to the principle of meritocracy as the basic value of ASN management (Ministry of Administrative and Bureaucratic, 2023).

4.3. Impact on Intrinsic and Extrinsic Job Satisfaction Dimensions

A thematic analysis based on Herzberg's Two Factor Theory and the Job Characteristics Model (JCM) shows that SISBINKAR has diverse impacts on intrinsic and extrinsic job satisfaction factors. These findings confirm that a digital-based career management system can enhance intrinsic work motivation by increasing a sense of control, transparency, and providing clearer opportunities for self-development for government employees (ASN).

4.3.1. Impact on Motivators (Intrinsic)

In general, SISBINKAR has a positive impact on a number of intrinsic motivators, such as achievement, recognition, responsibility, and advancement. System features that allow employees to monitor their career maps and independently identify self-development needs enhance their sense of responsibility and autonomy over their careers. Employees are no longer dependent on leadership instructions but are encouraged to act proactively. This aligns with the Job Characteristics Model, which states that autonomy and feedback are two key factors in shaping internal motivation and job satisfaction. The system's ability to record and display training and certification history also fosters a sense of measurable accomplishment. A young immigration analyst explained:

“I feel more motivated. After every webinar or training session, I immediately update it in Sisbinkar. It feels satisfying to see our digital portfolio becoming more complete. It's like our professional report card that our superiors can view at any time.”

This experience illustrates how SISBINKAR, when adopted with intrinsic awareness, functions as a self-empowerment tool that strengthens internal job satisfaction. It also confirms that the digitalization of a career-based HR system increases the intrinsic motivation of government employees by providing real-time feedback and clarifying the direction of professional development.

4.3.2. Impact on Hygiene Factors (Extrinsic)

In terms of hygiene factors, the implementation of SISBINKAR has actually given rise to several new sources of dissatisfaction. Common complaints related to user experience, such as an unintuitive interface, difficulty uploading documents, and a lack of

integration with other personnel systems, such as the Ministry of Immigration and Corrections' called STAR ASN. These technical issues create an additional administrative burden that is perceived as inefficient. This finding indicates that the inconvenience of using the ASN management application negatively impacts job satisfaction, particularly in terms of working conditions and administrative policies. One of executive employee stated:

“Honestly, sometimes I don't feel like opening Sisbinkar because it's a bit complicated. I have to scan this and that document, and sometimes the upload fails. Not to mention, if there's an update, we have to re-enter it. It should be integrated with other data, so we don't have to do double work. This is the part of office administration that's a headache.”

These issues are directly related to Herzberg's hygiene factors, particularly the categories of company policy and administration and working conditions. The quality of the digital experience in the work system significantly impacts employee well-being and perceptions of job satisfaction in the public sector. Thus, although SISBINKAR is designed to strengthen motivation through career transparency and self development (motivator factors), shortcomings in technical and administrative aspects have the potential to create extrinsic dissatisfaction (hygiene dissatisfaction). This paradoxical phenomenon shows that the successful implementation of HR management technology depends not only on functional design, but also on the quality of the user experience, system integration, and adequate organizational support (Handayani et al., 2025).

Analysis and Discussion

4.4. Implementation Gap between Policy Design and Field Practice

The findings of this study clearly highlight the implementation gap between the lofty goals outlined in the policy and the reality experienced by employees at the operational level. This phenomenon commonly occurs when public policy formulation does not fully consider the social and organizational context in which the policy is implemented. The Ministry of Immigration and Corrections' Government employees (ASN) career management policy, and its instrument, SISBINKAR, were designed with the rational assumption that providing transparent and objective data would automatically lead to meritocratic practices and increase employee motivation. However, the reality at the Samarinda Class I Immigration Office (TPI) demonstrates that this process is not linear, as successful implementation depends on human factors, organizational structure, and digital culture readiness.

The success of SISBINKAR is moderated by various contextual factors within the organization. First, leadership commitment is the most crucial and influential variable. Employee perceptions of the system's fairness and effectiveness depend heavily on the extent to which leadership consistently uses SISBINKAR data in HR decision-making. When leadership fails to demonstrate this commitment, the system risks losing legitimacy and being perceived as merely an administrative project. This aligns with the view (Sari & Nugroho, 2023), who assert that leadership commitment is a key factor in bridging the gap between policy design and actual implementation.

Second, organizational culture plays a crucial role. In a bureaucracy still influenced by patronage, seniority, and informality, the implementation of data-driven digital systems represents a significant cultural disruption. This technology adoption process requires comprehensive and sustainable change management to instill the values of meritocracy and transparency. Without a targeted change strategy, employees tend to maintain old norms while implementing new systems merely through formalities.

Third, digital literacy and technical support have also proven to be important determinants. The administrative burden and technical frustration experienced by employees indicate that the success of digital government systems depends on the extent to which user-centered design principles are implemented. Unfriendly systems can generate resistance even among users with good intentions to adapt, as emphasized by (Nugraha and Susanto, 2025), who argue that poor usability and user experience can erode trust and hinder public

sector digital transformation. Therefore, the success of SISBINKAR implementation is not only determined by the strength of policy design, but also by the interaction between leadership commitment, organizational culture, and employee digital readiness.

4.5. SISBINKAR as a Catalyst or Formality

This analysis raises the fundamental question of whether SISBINKAR serves as a genuine catalyst for cultural change toward meritocracy, or is it merely a new formality, a digital ritual for fulfilling obligations. Research findings suggest that the answer lies on a spectrum. SISBINKAR has successfully catalyzed increased awareness and transparency of career information, as Sartika and Nugroho (2022) argue that the implementation of a digital personnel information system can strengthen the principles of openness and accountability within the public bureaucracy. However, its role in transforming decision-making behavior remains suboptimal and is highly dependent on human factors and the organizational culture surrounding it.

This leads to the critical understanding that technology, in this case SISBINKAR, cannot automatically force change in organizational culture. Instead, the existing organizational culture will always shape and direct how the technology is used in daily practice. If the organizational culture remains permissive of non-merit practices, SISBINKAR has the potential to be co-opted into merely a tool to legitimize decisions made through informal channels, rather than strengthening the merit system. Bureaucratic digitization without value reform often results in mere ritual compliance, the symbolic use of technology to meet administrative demands without substantive behavioral changes.

Therefore, the long-term success of SISBINKAR is not a technological issue, but rather a leadership and change management challenge. Data stored within the system is passive and only becomes powerful when leaders are trained, incentivized, and held accountable for using it in every human resource (HR) management decision. This aligns with the view (Mulyono et al., 2023), which asserts that data-driven leadership is key to ensuring the sustainability of digital reform in the public sector. Without accountability mechanisms and the integration of data use into the leadership performance appraisal system, digital systems like SISBINKAR are at high risk of becoming digital shadows, systems that merely record decisions made outside the formal system without any real impact on managerial behavior.

The most crucial step to maximizing the impact of SISBINKAR is not simply adding technological features, but rather embedding data use as the primary basis for leadership performance assessment. When a leader's success is measured by his or her ability to develop his or her subordinates fairly and based on data, then SISBINKAR has the potential to transform from a mere database into a true engine of meritocracy.

V. CONCLUSION, RECOMMENDATION, LIMITATION

5.1. Conclusion

This study concludes that the implementation of the SISBINKAR application at the Class I Border Control Immigration Office of Samarinda has an ambivalent and complex impact on employee job satisfaction and the strengthening of the meritocracy system. Based on thematic analysis, four aspects can be summarized: first, SISBINKAR acts as a catalyst for real career transparency by providing access to information regarding promotion paths and requirements. This transparency fosters intrinsic motivation by increasing employees' sense of fairness and clarity of career paths. This confirms that career digitalization in the public bureaucracy strengthens accountability and a sense of ownership of the merit system. Second, information transparency also gives rise to a new psychological dimension, namely anxiety due to exposure to competency gaps and performance pressure. This phenomenon demonstrates that digital transformation in human resource management (HRM) requires ongoing mentoring and training strategies to avoid cultural resistance. Third, employees'

perceptions of fairness towards the system remain divided. Although SISBINKAR serves to clarify objective data, its effectiveness is still determined by the integrity of leaders in acting on that data. This ambivalent attitude towards the system suggests that meritocracy depends not only on the digital system but also on moral consistency and managerial commitment. Fourth, the paradoxical impact of SISBINKAR on job satisfaction shows a positive impact on intrinsic motivators such as responsibility, autonomy, and achievement. However, at the same time, a suboptimal user experience and additional administrative workload negatively impact extrinsic hygiene factors such as administrative policies and working conditions, potentially leading to dissatisfaction.

SISBINKAR's implementation cannot yet be categorized as a fully meritocratic cultural transformation, but rather as a transitional stage toward a data driven bureaucracy and performance accountability. Overall, SISBINKAR has successfully laid a digital foundation for more objective career management, but its effectiveness in transforming practices and improving job satisfaction holistically is greatly moderated by leadership commitment, organizational culture, and the technical quality of the system itself.

5.2. Recommendation

This research yields a series of policy recommendations that can be strategically implemented by the Directorate General of Immigration of the Ministry of Immigration and Corrections of the Republic of Indonesia to strengthen the effectiveness of SISBINKAR as an instrument of digital meritocracy. These recommendations are divided into three major clusters: system developers, human resource management (HR), and work unit leaders.

First, for system and data center developers, the primary focus should be on improving the user experience. System development should be conducted based on user-centered design principles, which actively involve employees in the evaluation and interface redesign process to ensure the system is intuitive, efficient, and does not increase administrative burdens. In addition, data integration between platforms such as SISBINKAR and STAR ASN, which are developed by the Ministry of Immigration and Corrections of the Republic of Indonesia, should be implemented through the principle of single data entry to avoid redundancy and speed up the data update process. In the future, SISBINKAR should be developed into an interactive career dashboard capable of providing AI-based career analytics recommendations, allowing employees to gain personalized insights into career paths and training relevant to their competency profiles.

Second, for human resource (HR) management at the Personnel Bureau level of the Directorate General of Immigration, this study emphasizes the importance of communication that focuses on the value of “why” information. System socialization is not sufficient to simply explain technical procedures; it must also instill an understanding that inputted data will form the primary basis for promotions, transfers, and career development. Transparency regarding how data drives decisions is key to building trust, engagement in responsibilities, and a sense of ownership of the system. Furthermore, competency gap data from SISBINKAR needs to be directly linked to competency development programs such as e-learning-based training, certification, and coaching plans, so that the system serves not only as an evaluation tool but also as a career empowerment platform that adapts to employee needs.

Third, for leaders of the Technical Implementation Unit of the Class I Border Control Immigration Office of Samarinda, it is important to note that leadership is a key determinant of the system's success. Leaders are expected to serve as role models for meritocracy by integrating SISBINKAR data into all HR management decision making processes, both in promotions and employee development. Exemplary leadership practices will reinforce a commitment to objectivity and transparency in career management. Furthermore, the use of

SISBINKAR data should be used as a performance indicator by structural leaders, where leadership success is assessed based on their ability to develop employees fairly, measurably, and data driven (Lambelanova, 2024). This integration will create a systemic accountability mechanism, not only ensuring the system is used correctly but also encouraging sustainable changes in managerial behavior.

By implementing these three recommendations, SISBINKAR is expected to evolve from a mere administrative tool into a vibrant digital meritocratic infrastructure, where every data driven decision reflects integrity, accountability, and innovation in human resource (HR) management within the Indonesian public bureaucracy.

5.3. Limitation

This study has several limitations that need to be reflectively acknowledged to provide context for interpreting the findings and guiding future research. As a single case study focused on the Class I Border Control Immigration Office of Samarinda, the results are not intended to be broadly generalized to all Immigration Technical Implementation Units in Indonesia. Each Immigration Technical Implementation Units has distinct characteristics in terms of organizational culture, leadership structure, digital literacy levels, and employee demographic profiles, which may influence perceptions and responses to the implementation of the Immigration Career Development System (SISBINKAR). Therefore, local context is an important variable that limits the transferability of research findings to other organizational environments.

The use of a descriptive qualitative approach with thematic analysis in this study provides a deep understanding of the meanings, perceptions, and social dynamics that emerge, but does not allow for statistically measuring the strength of relationships between variables. This approach is also susceptible to interpretive subjectivity from the researcher, although this has been minimized through validation of the findings and triangulation of data sources. Therefore, these exploratory findings need to be complemented by inferential quantitative research that can empirically test the extent to which the variables of perceptions of SISBINKAR use, dimensions of intrinsic and extrinsic job satisfaction, and perceptions of the merit system significantly influence each other.

Future research directions are recommended to broaden the scope and methods of analysis to more comprehensively capture the complexity of this phenomenon. First, a national scale of quantitative study could be conducted through a survey of government employees at various Immigration Technical Implementation Units to measure the relationship between SISBINKAR use, work motivation, and perceptions of meritocracy using a structural model based on Partial Least Squares SEM (PLS-SEM). Second, comparative research across regions, for example between Immigration Technical Implementation Units in large urban centers and border areas, would be very useful to understand how contextual factors such as technological resources, managerial support, and organizational cultural orientation moderate the impact of digital system implementation. Third, longitudinal studies are also needed to assess the long-term impact of SISBINKAR on measurable organizational outcomes, such as internal promotion rates, reduced employee turnover, increased government employees professionalism, and improved institutional performance scores.

Future research could also integrate the Technology Acceptance Model (TAM) or the Unified Theory of Acceptance and Use of Technology (UTAUT) perspective to examine the determinants of digital system adoption behavior among government employees. A combination of quantitative and qualitative approaches (mixed methods design) could also provide a more comprehensive understanding of how the interaction between technology, leadership, and organizational culture shapes the success of career digitalization in the public

sector. With the development of such studies, it is hoped that the literature on the digital transformation of bureaucracy in Indonesia can develop in a more empirical, contextual, and sustainable policy oriented direction.

REFERENCES

- Amrullah, MA, Nasution, Y., & Comm, MA (2025). The Influence of Motivator Factors and Hygiene Factors on Job Satisfaction and Intention to Stay of Employees among the Directorate General of the Ministry of Trade, 5(9), 10897-10915. <https://doi.org/10.59188/eduvest.v5i9.51236>
- Annafi, S., & Zandrato, SA (2025). Analysis of the implementation of the merit system in the recruitment and promotion of civil servants using a SWOT approach to the challenges and strategies for strengthening meritocracy in Indonesia. *Integrative Perspectives of Social and Science Journal*, 2(2), 2867–2884. <https://ipssj.com/index.php/ojs/article/view/382>
- Bjorn, P., & Osterlund, C. (2022). Socio-technical systems revisited: Understanding the mutual shaping of technology and work practices. *Information and Organization*, 32(4), 100423. <https://doi.org/10.1016/j.infoandorg.2022.100423>
- Braun, V., & Clarke, V. (2022). *Thematic analysis: A practical guide*. SAGE Publications.
- Cho, H. (2025). Job autonomy and job satisfaction of crowdworkers: The role of job characteristics theory. *SAGE Open*. <https://doi.org/10.1177/21582440251328488>
- Creswell, J. W., & Poth, C. N. (2023). *Qualitative inquiry and research design: Choosing among five approaches* (5th ed.). SAGE Publications.
- Fusch, P. I., Ness, L. R., & Leavy, P. (2021). The case for data triangulation in qualitative research. *Qualitative Report*, 26(10), 2842–2854. <https://doi.org/10.46743/2160-3715/2021.5045>
- Guest, G., Namey, E., & Chen, M. (2020). A simple method to assess and report thematic saturation in qualitative research, 15(6), e0232076. <https://doi.org/10.1371/journal.pone.0232076>
- Handayani, F., Rahmawati, N., & Yusuf, M. (2025). Human Resource Information Systems and job satisfaction: A user experience perspective in public sector digitalization. *Journal of Digital Governance Studies*, 4(1), 22–39.
- Lambelanova, R. (2024). Adapting an organizational culture to stay abreast of technological change in public institutions. *JECs Journal of E-Government and Public Policy Studies*.
- Mostafa, M., et al. (2024). A systematic review with bibliographic analysis on job characteristics, autonomy, feedback, and job satisfaction. *Journal of Management Review* In press.
- Mulyono, R., Nugraha, F., & Saputra, D. (2023). Data driven leadership in public sector digital transformation. *Journal of Leadership and Policy Innovation*, 5(1), 55–72.
- Nagpaul, T., Leong, C.-H., Toh, C.-S., Amir, A. B., Chin, R., & Tan, S. (2022). Exploring job satisfaction and intentions to quit among security officers: The role of work hygiene and motivator factors. *Social Sciences*, 11(11), 497. <https://doi.org/10.3390/socsci11110497>
- Nowell, L. S., & Albrecht, L. (2023). Refining qualitative rigor: Advancing trustworthiness in public administration research. *Public Administration Review*, 83(2), 289–302. <https://doi.org/10.1111/puar.13652>
- Nowell, L. S., Norris, J. M., & White, D. E. (2023). Reflexive thematic analysis: Understanding researcher subjectivity and trustworthiness in qualitative research. *Qualitative Research Journal*, 23(2), 167–182. <https://doi.org/10.1108/QRJ-03-2022-0023>
- Nugraha, D., & Susanto, M. (2025). Usability and resistance in government digital systems: The role of user experience in public service innovation. *Indonesian Journal of E-Government Studies*, 4(2), 99–114.
- Pradhan, R. K., Panda, M., & Kumar, U. (2024). Revisiting Herzberg's two-factor theory in the digital workplace: The dual impact of HRIS on employee satisfaction. *Journal of Organizational Psychology*, 24(2), 45–61.
- Rahman, F., & Sari, M.E. (2023). Competency-based HR management and job satisfaction among Government Employees. *Journal of Human Capital and Innovation*, 5(1), 112–128.

- Rahmawati, I., Prakoso, A., & Nugroho, T. (2023). Implementation of a digital-based human resource information system to support bureaucratic reform in government agencies. *Journal of Digital Government Management and Transformation*, 4(2), 115–128. <https://doi.org/10.52389/jmtdp.v4i2.567>
- Rakhmawati, A., Nugroho, S., & Wirawan, I. (2023). Digital transformation in Indonesian civil service: The role of HRIS in enhancing employee engagement and satisfaction. *International Journal of Public Administration*, 46(10), 805–820. <https://doi.org/10.1080/01900692.2023.2165352>
- Rohman, M., & Hadi, R. (2024). Human Resource Information System (HRIS) as a digital transformation strategy in ASN management in Indonesia. *Indonesian Journal of Public Administration*, 10(1), 44–58. <https://doi.org/10.56724/jani.v10i1.432>
- Sari, M., & Nugroho, A. (2023). Bridging the policy-practice divide: Leadership and accountability in Indonesia's civil service modernization. *Journal of Administrative Science and Policy Studies*, 9(4), 133–150.
- Sartika, A., & Nugroho, B. (2022). Digital transparency and accountability in Indonesia's civil service management systems. *Journal of Digital Bureaucracy Transformation*, 3(1), 33–49.
- Setiawan, M., & Sari, N. (2024). Perceptions of procedural justice in digital system-based ASN career decision-making. *Journal of Civil Service and Bureaucracy Management*, 5(1), 66–80.
- Strohmeier, S., & Parry, E. (2021). HRM in the digital age – Digital human resource management research and practice revisited. *The International Journal of Human Resource Management*, 32(2), 1–29. <https://doi.org/10.1080/09585192.2020.1849776>
- Wicaksono, I., & Prakoso Aji, J. (2023). Implementation of Weber's ideal bureaucracy in the Secretariat Bureau of Headship at the Secretariat General of the Regional Representative Council: Patron-client relationships and meritocracy. *Administratio: Journal of Public Administration*, 16(1).
- Zahra, DMN, & Rudita, L. (2025). Meritocracy and dynamic governance in practice: A case study of civil service reform in Bekasi City, Indonesia. *Journal of Information Systems Engineering and Management*, 10(38s).
- Zahra, F., Malik, M., & Taufiq, H. (2021). Competency gaps and employee anxiety in performance-based bureaucracies. *Asian Journal of Human Resource Development*, 11(3), 98–115.
- Zulkifli, A., & Arsyad, H. (2022). Implementation of a merit system through strengthening the digitalization of personnel within government agencies. *Journal of Public Policy and Digital Governance*, 3(3), 97–110. <https://doi.org/10.55439/jppdg.v3i3.221>

Government Publications:

- State Civil Service Agency (BKN). (2025). *Digitalization of ASN management through an integrated, merit-based information system*. Jakarta: BKN Press.
- Ministry of Law and Human Rights of the Republic of Indonesia. (2024). *Implementation of e-HR and digital transformation towards a modern bureaucracy*. Jakarta: Bureau of Personnel, Ministry of Law and Human Rights of the Republic of Indonesia.
- Ministry of Administrative and Bureaucratic Reform of the Republic of Indonesia. (2025). *National Strategy for Electronic-Based Government Systems (SPBE) 2025*. Jakarta: Ministry of Administrative and Bureaucratic.
- Ministry of Administrative and Bureaucratic Reform of the Republic of Indonesia. (2025). *Report on the implementation of the ASN merit system in 2023*. Jakarta: Ministry of Administrative and Bureaucratic.