

Digital Reform and Civil Service Performance: Empirical Evidence from the Implementation of SIASN, MyASN, and MOLA in Indonesia

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ABSTRACT: This study evaluates the impact of integrated digital personnel systems namely SIASN, MyASN, and MOLA on administrative efficiency within Indonesia's civil service. These platforms were introduced as part of a broader e government reform initiative designed to simplify civil servant workflows, reduce delays, and improve transparency. This study specifically evaluates whether the systems shorten turnaround time (TAT) for services including promotions, retirements, and inter-agency transfers. Employing a Difference in Differences (DiD) approach, this research analyzes panel data from regional civil service offices, comparing outcomes in treated and control regions before and after the implementation of digital systems in late 2022. Data sources include timestamped service records from MOLA, performance reports (LKjIP and LAKIP), and SPBE index scores as a proxy for digital readiness. Key outcomes assessed include average TAT and the percentage of services completed within national performance benchmarks. The findings reveal a statistically significant reduction in TAT across all service categories in treated regions. Retirement processing times dropped by an average of 3.4 days, while promotion and transfer services saw reductions of 1.7 and 2.0 days respectively. The percentage of on time promotions increased by 26.4%. Results were more pronounced in regions with higher SPBE scores, underscoring the importance of institutional digital capacity. Robustness checks affirmed the reliability of the findings across various model specifications. The study concludes that digital personnel systems substantially enhance administrative performance when supported by institutional capacity and strategic implementation frameworks. These findings provide actionable insights for policymakers seeking to scale digital reforms across the public sector. By reinforcing efficiency, accountability, and responsiveness, integrated systems represent a critical step toward modernizing governance in Indonesia.

Keywords: Administrative Efficiency, Civil Service Reform, Digital Governance, SIASN, Difference In Differences.



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INTRODUCTION

Digital transformation has significantly reshaped public sector administrative operations by embedding technology within the core functions of government. With the global emergence of e

government frameworks, public institutions are increasingly adopting digital solutions to streamline bureaucratic procedures, enhance communication, and improve service delivery (Henson, 2023; Nugroho et al., 2023). These advancements have been particularly impactful in simplifying workflows, reducing transaction costs, and increasing transparency and accountability within administrative systems (Panagiotopoulos et al., 2019).

In Southeast Asia, countries such as Indonesia, Cambodia, and the Philippines have actively pursued the integration of civil service systems to modernize state bureaucracy. In the Indonesian context, the Sistem Pemerintahan Berbasis Elektronik (SPBE) framework, initiated in 2018, has served as a cornerstone of the government's digital transformation strategy. The SPBE enables integrated data management and harmonized service delivery across various administrative units, aligning with global governance principles while adapting to local institutional realities (Aminah & Saksono, 2021; Kirana & Majid, 2022). These policy driven changes aim to foster more responsive and efficient civil service institutions.

Despite the progress, the adoption of integrated personnel systems has been accompanied by several implementation challenges. These include technological infrastructure disparities, resistance from employees accustomed to traditional workflows, and insufficient digital literacy within the workforce (Mansyur, 2023; Odegov et al., 2019). Additionally, concerns about data security, privacy, and ethical governance remain pertinent, particularly in contexts where public trust in digital services is still developing (Saeed et al., 2023; Simonova et al., 2020). Addressing these issues requires a systemic approach encompassing both technological readiness and institutional adaptability.

To enhance public service delivery and governance quality, Indonesia introduced several integrated digital systems under the authority of the National Civil Service Agency (BKN). Key platforms include the Sistem Informasi Aparatur Sipil Negara (SIASN), MyASN (a single sign on portal), and MOLA (Monitoring Layanan BKN). These tools, alongside regulatory support such as PermenPANRB 6/2022, aim to digitize end to end personnel processes including promotions (kenaikan pangkat), retirement, and inter agency transfers. One distinguishing feature of these reforms is the establishment of service standards, such as a two day processing target for promotions and one day for retirement decisions, which are monitored via real time digital dashboards.

The core research problem in this study lies in assessing whether the introduction of these integrated digital platforms has produced measurable improvements in the efficiency of civil service administration. While prior studies highlight the potential of e governance to enhance bureaucratic performance, few have applied robust causal methods to examine its impact in Indonesia. This study adopts a Difference in Differences (DiD) approach to estimate the effects of SIASN, MyASN, and MOLA implementation on administrative turn around time (TAT), using panel data from multiple regions between 2021 and 2023.

Empirical evidence is drawn from timestamp records maintained by MOLA, performance metrics from institutional reports (LKjIP/LAKIP), and regional SPBE index scores. The study compares

treated regions (those adopting the full suite of digital platforms post November 2022) against control regions with delayed or partial adoption. By doing so, it seeks to isolate the net effect of digital modernization on civil service processing efficiency.

This article contributes to the existing literature by providing causal insights into the operational impacts of digital transformation within the Indonesian bureaucracy. It also bridges the methodological gap in local public administration studies through the application of quasi experimental techniques to digital governance evaluation. The findings are expected to inform policy recommendations for scaling and refining e government systems across diverse administrative settings.

In summary, this study aims to empirically evaluate the role of integrated personnel information systems in enhancing administrative efficiency within Indonesia's civil service. By focusing on turn around time as the principal metric and employing a robust analytical framework, the research underscores the significance of digital transformation in improving public sector governance while recognizing the institutional challenges involved.

METHOD

This study employs a quasi experimental design to assess the impact of integrated digital personnel systems on the administrative efficiency of Indonesia's civil service. Specifically, the Difference in Differences (DiD) methodology is adopted to estimate the causal effects of implementing platforms such as SIASN, MyASN, and MOLA on service processing outcomes across regional institutions.

The DiD approach compares changes in outcomes over time between treated and control groups. Treated units are defined as those that implemented SIASN and MOLA fully by November 2022, following the issuance of PermenPANRB 6/2022, while control units are those with limited or delayed adoption. This design allows for a more credible estimation of intervention effects by controlling for confounding time invariant factors and shared time trends.

The analysis draws on several secondary datasets:

- MOLA Timestamps (2021–2023): These data provide precise submission and completion dates for services such as promotion (*kenaikan pangkat*), retirement, and inter agency transfers.
- Institutional Reports (LKjIP BKN & LAKIP Regional BKD/BKPSDM): These documents offer annual metrics on service timeliness, satisfaction indices, and implementation narratives.
- SPBE Index Scores (2018–2023): These are used as a covariate to adjust for institutional digital readiness and governance maturity.

Two main indicators are used: (1) Turnaround Time (TAT), measured in working days for retirement, promotion, and transfer approvals; and (2) Percentage of on-time services, based on BKN benchmarks (1 day for retirement, 2 days for promotion)

The sample comprises panel data of regional personnel management offices (BKD/BKPSDM) across Indonesia. Treatment and control units are selected based on their documented adoption of SIASN/MOLA platforms. Where available, SPBE index scores and regional characteristics are matched to improve comparability. Propensity score matching is used as a robustness strategy to minimize bias in treatment assignment.

The DiD model is specified as follows:

$$Y_{it} = \beta_0 + \beta_1 \text{Treatment}_i + \beta_2 \text{Post}_t + \beta_3 (\text{Treatment}_i \times \text{Post}_t) + \gamma X_{it} + \mu_i + \lambda_t + \epsilon_{it}$$

Where:

- Y_{it} is the outcome for institution i at time t
- Treatment_i : 1 if unit i adopted SIASN/MOLA
- Post_t : 1 for periods after Nov 2022
- X_{it} : vector of control variables including SPBE score
- μ_i, λ_t : institution and time fixed effects
- ϵ_{it} : error term

The application of DiD allows for causal inference under the assumption of parallel pre treatment trends. Pre trend diagnostics are conducted to validate this assumption. Robustness checks include alternative model specifications, interaction terms with SPBE scores, and exclusion of outliers. Bias from differential pre trends, unobserved heterogeneity, and external shocks is mitigated through fixed effects and covariate controls.

Recent literature supports this methodology in administrative reform evaluations (Basu et al., 2017; Wing et al., 2018). Techniques such as staggered treatment timing, synthetic controls, and matching methods are also considered to strengthen inference.

In conclusion, the methodology employed in this study integrates rigorous statistical modeling with a strong understanding of institutional data structures, ensuring robust estimation of the policy impacts of Indonesia's civil service digital transformation.

RESULT AND DISCUSSION

The preliminary analysis of civil service process performance reveals distinct patterns of delay and efficiency that vary across regions and administrative functions. Prior to the digital transformation, average turn around times (TAT) for retirement services in control regions exceeded five days, with promotions and transfers often requiring similar or longer processing periods. These delays are consistent with broader patterns of inefficiency observed in civil service systems, especially in areas lacking digital infrastructure (Yesennikov, 2021).

In contrast, treated regions that adopted SIASN, MyASN, and MOLA systems in late 2022 showed a marked decrease in processing times. For instance, average TAT for retirement services declined from 5.2 days to 1.2 days post implementation in Pemalang, while promotion processing times improved from 4.5 days to approximately 2.3 days. These improvements coincided with increased system integration and real time monitoring facilitated by MOLA.

Regional gaps in service delivery were also clear. Provinces such as East Java and Central Java, which had higher SPBE scores, showed stronger compliance with national service benchmarks. Meanwhile, provinces with lower digital readiness continued to experience long delays, indicating the moderating role of institutional capacity on intervention outcomes (Gil-García et al., 2017).

Baseline international comparisons suggest that typical civil service processing times in Southeast Asia range from 20 to 60 days (Poulos et al., 2020). Against this backdrop, the performance of treated Indonesian regions post intervention aligns favorably with global benchmarks. The correlation between SPBE index scores and administrative efficiency supports prior findings on the role of digital maturity in accelerating service delivery.

Table 1. Summary Statistics of Service Efficiency Metrics by Treatment Status and Period

Region	Treatment Status	Period	Retirement TAT (days)	Promotion TAT (days)	Transfer TAT (days)	% On Time Promotion	SPBE Score
Pemalang	Treated	Pre	5.2	4.5	4.9	58%	2.4
Pemalang	Treated	Post	1.2	2.3	2.1	93%	2.7
Tangerang	Control	Pre	5.0	4.8	4.7	61%	2.3
Tangerang	Control	Post	4.7	4.5	4.4	68%	2.5
Kotabaru	Treated	Pre	5.3	4.7	5.0	60%	2.3
Kotabaru	Treated	Post	1.5	2.0	2.2	90%	2.6

Attention to data privacy and cybersecurity is vital. As more personnel data goes online, governments must apply strict security protocols and transparent governance policies to maintain trust

The Difference-in-Differences regression results confirm the descriptive trends, showing significant reductions in TAT for all service types after the digital intervention. The treatment and post intervention interaction term was negative and significant across models:

- Retirement TAT: 3.4 days ($p < 0.001$)
- Promotion TAT: 1.7 days ($p = 0.003$)

- Transfer TAT: 2.0 days ($p = 0.005$)

Additionally, the percentage of on time promotions increased by 26.4% ($p < 0.001$), indicating compliance with service standards introduced in BKN regulations. These estimates suggest effect sizes in line with international findings on digital transformation, which often report TAT reductions of 20–30% relative to baseline (din et al., 2023; Hammerschmid et al., 2018).

Model specifications included fixed effects for institutions and time, and adjusted for SPBE scores and other control variables. The inclusion of these covariates helped mitigate bias and improve estimation accuracy (Künzel et al., 2019).

Table 2. DiD Regression Estimates of Digital System Impact on Service Turn Around Time (TAT)

Service Type	Coefficient (Treatment × Post)	Standard Error	95% CI	p value
Retirement TAT	3.4	0.9	[5.1, 1.7]	< 0.001
Promotion TAT	1.7	0.6	[2.9, 0.5]	0.003
Transfer TAT	2.0	0.8	[3.5, 0.6]	0.005

Table 3. DiD Estimate for % On Time Promotion Processing

Variable	Coefficient	Standard Error	95% CI	p value
On Time Promotion Rate	+26.4%	5.7	[15.3%, 37.5%]	< 0.001

To ensure the validity of the DiD estimates, several robustness checks were conducted. Sensitivity analyses using alternate control groups and placebo tests (where pseudo interventions were assigned to pre treatment periods) supported the primary findings. Effect sizes remained consistent across model specifications, though slight variations were observed when altering treatment definitions and excluding borderline adopters (Katoue et al., 2022; Silverblatt et al., 2019).

Interaction models incorporating SPBE index scores demonstrated that higher digital readiness enhanced the impact of the intervention. This aligns with broader literature indicating that institutional preparedness amplifies the benefits of e governance initiatives (din et al., 2023).

Finally, subgroup analyses were performed to assess heterogeneity in treatment effects. The findings suggest that urban regions and those with prior investments in digital infrastructure experienced greater efficiency gains. These results highlight the need for tailored implementation strategies that account for contextual variations across administrative units (Bitler et al., 2017; Wager & Athey, 2018).

In summary, the results validate the central hypothesis: that integrated digital personnel systems substantially improve civil service processing efficiency. These improvements are both statistically

and operationally significant, offering strong empirical support for the continued rollout of SIASN, MyASN, and MOLA nationwide.

This study rigorously assessed the impact of integrated digital personnel systems on the administrative efficiency of Indonesia's civil service apparatus. By applying a Difference in Differences (DiD) analytical approach, the research isolated the causal effect of systems such as SIASN, MyASN, and MOLA on measurable outcomes like turn around time (TAT) in core personnel processes, including retirement approvals, promotions, and inter agency transfers. The findings revealed a substantial and statistically significant reduction in processing delays across the board, particularly for retirement services, where the average TAT dropped by over three days in treated regions. These operational improvements point not only to the success of the specific digital systems implemented but also to a broader trajectory of reform in the Indonesian public sector. Beyond efficiency gains, the study highlights the utility of real time monitoring and digital standardization in fostering accountability and transparency in civil service workflows.

A central factor influencing the magnitude and consistency of outcomes was institutional capacity. High performing regions with elevated SPBE scores and prior investments in digital infrastructure were markedly more successful in adopting and benefiting from the integrated platforms. This finding aligns with global literature emphasizing the enabling role of institutional readiness in realizing digital transformation outcomes (Tuori & Thanh, 2023). Institutions with strong governance structures, skilled human capital, and sufficient technical resources were better positioned to integrate new systems into their daily operations, navigate implementation challenges, and adapt workflows efficiently. Conversely, regions with limited institutional strength encountered bottlenecks, system underutilization, or resistance to change, which dampened the potential impact of reforms. Moreover, the adaptability of institutions to evolving digital landscapes appears contingent upon their ability to continuously train personnel, allocate resources to IT development, and maintain strategic focus on performance based innovation (Chien & Thanh, 2022; Dwicaksono & Fox, 2018).

The research also underscores the importance of embedded policy mechanisms in driving sustained digital adoption. Strategic governance frameworks such as detailed implementation plans, clear institutional mandates, and measurable performance indicators were instrumental in guiding reform processes (Cyan & Pasha, 2017). These mechanisms provided a foundation for continuity, even amidst bureaucratic turnover or shifting administrative priorities. In addition, the role of stakeholder engagement emerged as pivotal. Inclusive consultations with frontline staff, IT vendors, and system users contributed to smoother transitions and user centered design. Engaging civil servants not only improved platform adoption but also reinforced trust in the technology. Regular feedback loops and participatory governance mechanisms fostered a culture of responsiveness, aligning digital tools with on the ground needs. Finally, continuous professional development programs played a key role in equipping personnel with the digital competencies required to operate and sustain the reforms, reinforcing that human resource investment is as critical as technical design (Amatya & Pathranarakul, 2021).

Despite the documented benefits, the transition to digital personnel management was not without challenges or unintended consequences. One of the most pressing concerns is digital exclusion, particularly for regions or individuals lacking adequate access to devices, stable internet, or digital

literacy. This divide risks exacerbating existing inequalities in administrative service quality and citizen trust (Rattus & Randma-Liiv, 2018). Furthermore, a heavy reliance on automated systems could inadvertently devalue complex judgment based interactions that require human discretion. Certain processes especially those involving appeals, grievances, or personnel disputes may suffer when rigid digital templates replace adaptive, interpersonal engagement. Institutional over reliance on systems may also create new inefficiencies if maintenance, updates, or data synchronization are not managed effectively. In parallel, resistance from civil servants emerged in some units, driven by fear of increased surveillance, performance monitoring, or job displacement. These responses underscore the importance of change management strategies that balance technological enforcement with empathy, participation, and reassurance (Kazachenko & Paço, 2022).

To maximize the transformative potential of digital personnel systems, governments must continuously improve digital governance frameworks. First, fostering a culture of innovation within public institutions is vital. Encouraging experimentation, learning from failures, and rewarding performance can embed innovation as an organizational norm (Sudha et al., 2023). Second, enhancing interoperability across platforms can prevent data silos, reduce duplication, and enable smoother cross agency collaboration (Bonner & Ellender, 2022). A unified data architecture also facilitates more holistic service provision and decision making. Third, embedding citizen and employee feedback into system development cycles ensures that platforms remain user friendly and relevant. Adaptive digital services should evolve alongside user expectations and administrative contexts (Lolo & Cabigas, 2023). Attention to data privacy and cybersecurity is vital. As more personnel data goes online, governments must apply strict security protocols and transparent governance policies to maintain trust. (Polyakova, 2020).

CONCLUSION

This study demonstrated that the implementation of SIASN, MyASN, and MOLA significantly improved administrative efficiency in Indonesia's civil service. Using a Difference-in-Differences approach, the analysis showed notable reductions in turnaround times for promotions, retirements, and transfers, with treated regions achieving stronger compliance with national benchmarks and aligning with global best practices in digital governance. These findings highlight how integrated personnel systems, when supported by institutional capacity and strategic policies, can modernize public administration through improved efficiency, accountability, and transparency.

At the same time, the study identified challenges such as digital exclusion and resistance from civil servants, underscoring the importance of inclusive change management and equitable access to digital tools. Policymakers should prioritize building institutional resilience, refining regulatory guidance, and investing in interoperable infrastructure to ensure scalability. Future research should examine the long-term effects of digital reforms, their cost-effectiveness, and citizen perceptions of service quality, thereby providing a stronger foundation for sustainable and inclusive digital transformation in the public sector.

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