



## Research Article

# ANALYSIS OF FACTORS AFFECTING THE PLACEMENT OF THE CIVIL SERVANTS AS STRUCTURAL OFFICIALS ON LOCAL GOVERNMENT

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### ABSTRACT

This study aimed to analyze the factors that affect the placement of the civil servants as structural officials on local government, this study used a qualitative approach with case study method in Muna Regency. Data were collected through in-depth interviews on the key informants and document study. The results showed that the placement of civil servants as government officials took place not on the basis of the merit system (achievements) but is based on five factors: the interests of political parties, head of district authority, the interests of family, friendship and kinship. The implication of this research is the weakness of the governance and democracy at Muna Regency.

#### Keywords:

The Civil Servants,  
Placement of Structural Officials,  
Local Government,  
The Merit System.

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## INTRODUCTION

The human resources development of Indonesian government needs to be addressed because it is realized both governments and scientists that the national development aiming to improve the human dignity can be only successful if the human resource development enables to improve the quality of the government staffs itself. It is expected that the need to increase the quality of government will improve more the quality of the government officials, more capable and accountable in providing public services, in which in this case, the government officials or civil servants (PNS) becomes important. As the civil servants play an important role in conducting their duties, it is necessary to have planning and development policy of civil servants. This effort will create professional and high moral government apparatus which is able to compete and anticipate the rapid development of all aspects in the world so that the quality of service and performance will be improved. It is also stated in the law No. 43 year 1999 about the main points of civil servant, that the success of government organization on duty is highly dependent on the performance of the state apparatus, especially civil servants.

It is reinforced in the legislation of the Indonesian republic No. 5 Year 2014 about the civil servant that to create government apparatus as part of the reformation bureaucracy needs to be decided that civil apparatus as a profession has an obligation to manage and develop themselves and must account for its performance and apply the merit principle in the conduct of civil state apparatus management. However, the merit system in the placement of civil servants for structural officials is in practice very difficult to apply. The fact can be seen in the practices of structural placement which was based on the proximity, i.e., who gets what is still dominant, although the practice protocols have been wrapped with the democratic and procedural rules. Also, it is often to find that the placement procedure of civil servants in a structural officials either local or central government agencies is still not clear. The result of the selection cannot produce as expected, in which they have low quality, less experiences, in appropriate education, incompetent field, low morality. This is also due to political factors, autonomy, races, even alumni. Often the placement of structural officials is based on political issues since there are particular interests, to appoint those in the key (important or with lots of activities, programs or projects) positions. This clearly breaches the principles of efficiency and effectiveness in bureaucracy which causes mismatch, between the duty and the experts. These problems are also indicated in the policy implementation of civil servant placement on structural officials including in the local government agencies of Muna for the period of 2008-2011.

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The indication that the placement of some civil servants in the structural officials in the local government agencies of Muna was not suitable with their expertise has been found. These phenomena show the problematic condition that the government of Muna is facing in terms of the policy implementation of civil servant placement in a structural officials in the region.

## MATERIALS AND METHODS

This is a qualitative research as it is considered as the right approach to answer which factors that have affected the policy implementation of civil servant placement for the structural officials in Muna regency. We use both primary and secondary data in this study. The primary data was obtained from the interviews with; first, several key informants such as the government officials of Muna regency; (1) the regent of Muna, (2) those either still active or no longer in the structural officials in the local government of Muna, (3) the chairman of senate of Muna regency, and the second is the district community leaders in Muna region. The number of informants in this study was based on the level of the representative and the accuracy of information, which means that if no more information is needed, then the sampling is done. More explanation of the research methods used in this study are presented in the following table.

### Research Method

No	Research Method	Activities
1	Research approach	A qualitative study
2	Research category	A descriptive study
3	Data and sampling technique	Documentary study and indepth interview
4	Data analysis	- Qualitative descriptive, data categorization based on a theme or concept. - Following the steps: 1. data collection 2. data reduction 3. data display 4. Conclusions and verification
5	Data verification	Triangulation and member check
6	Research steps	1. Formulating and analyzing the research problems 2. Determining research methodology 3. Identifying data 4. Checking data accuracy.

## RESULTS AND DISCUSSION

From the analysis of the empirical condition, the implementation of policy placement of civil servants for a structural officials in the local government of Muna regency, during the period of 2008 – 2011, shows that the civil servants who will be placed in structural officials were not conducted on the merit base but it was rather based on spoils system, nepotism and patronage. This can be shown on the determination of the prospective officials for echelon II, III and IV echelon. The placement of the structural officials did not follow the mechanism which means it did not go through all stages with the regulations. For example, before a person is placed in a structural officials echelon II, it must go through several stages, including the Regional Personnel Agency (BKD) report the echelon II vacant position to the Regent.

Then, the Regent asks the Regional Personnel Agency (BKD) to prepare the names of eligible civil servants who will be placed on the echelon II position. The requirements are, for example, rank, education, competence, DP-3, age, education and experiences in training. Then BKD propose all candidates for the echelon II position to the chairman of *baperjakat*, cq. The Secretary of the regency, to be discussed in *baperjakat* meeting. However, the fact is that this stage was not followed in the government of Muna regency. The evidence can be seen in the placement of structural officials in 2010. Regent recommended as many as 24 candidates of civil servants who would be placed in the structural officials (echelon II) within the Muna government. The list of the candidates was submitted to the human resource development bureau, one of the echelon III officials in the Government Apparatus Agency of Muna regency. Regent asked that all those candidates submitted can be accommodated to put in the structural officials of echelon II.

The request of Muna regent was fulfilled without any meeting in *baperjakat* to discuss the qualification of all proposed candidates. Furthermore, all suggested names by the regent were succeed and proposed to the governor approval. Similarly, the mechanism of the civil servant placement in the positions of echelon III and IV was not fully implemented because it is often the structural officials of echelon III and IV placement is not based on the proposals from the local work unit, instead, it is directly dropping from the regent without going through discussion meeting in *baperjakat*. Although the signatures of chairman and members of *Baperjakat* can be found on the decree of Muna regent relating to the placement of civil servants in the structural officials of echelon III and echelon IV, which implies that those civil servants placed in the positions has been carried out through the consideration of *Baperjakat*, however, the reality is not true as the *Baperjakat* team should sign the decree as the administrative requirements.

Those facts clearly show that the placement of all civil servants on structural officials in the local government agencies of Muna during the period 2008-2011 have not implemented the principle of the right man on the right place. It also shows that the merit system was not applied in the placement of civil servants the structural officials. The empirical evidence also showed that some civil servants placed in the structural officials do not go through such mechanisms as stipulated in the decree of the government apparatus agency No. 13 year 2002. If there is a promotion or change of structural officials, e.g., structural officials of echelon II, the regent has the list of candidates who will promoted or transferred without going through meetings and consideration at the advisory board. This means that the appointment of candidates for the structural officials conducted without any objective assessment which should be decided by *baperjakat* team. This is clearly contradict to the placement mechanism governed by Article 14 of Government Regulation No. 13 year 2002 concerning the appointment of civil servants in structural officials which is expressly stated that the placement of the structural officials from echelon II to lower position in the municipal district should be determined by the appropriate officials in which it has got the assessment and consideration from the local *baperjakat* team. This condition occurs due to the political interest, loyalty and family interest which influence in the placement of civil servant for the structural officials, in the government of Muna.

The foregoing proves their existing internal and external actor that influence the implementation of the merit system in the recruitment of civil servants to be placed in structural officials in local government of Muna during the years 2008-2011. The external actors mentioned in this context are those such as the politicians, interest groups and pressure groups who can influence the policy in the placement of civil servants for the structural officials in the local government of Muna regency. Meanwhile, the internal actors are those the official persons such as the regent of Muna who has the authority to set placements of structural officials as well as those the civil servants in Muna government who are able to the regent's policies in determining the civil servants in a structural officials. All the actors have played important roles in the placement of civil servants for the structural officials in the local government of Muna regency. They can intervene the regent's decision in determining the placement of civil servants on structural officials. For example, one of the political leaders from the parties which supported the regent during the election in 2010 had involved in the placement process. There is even a term that evolved in Muna region that the regent called as the *zero-one* officer while one of the political leaders which contributed to the regent during the election is referred to the *zer-zero* officials or even he/she is named as a commander which imply how strong the actors can play in determining the placement of civil servants in the structural officials in the local government of Muna regency.

On the other hand, *baperjakat* is considered only as a symbol and it is even said to be outside of the government system. This is due to the fact that those both internal and external actors including the party leaders held up a strong influence in the placement of civil servants for the structural officials in the local government of Muna. The roles of these actors, either directly or indirectly, have affected both the success and the failure of the implementation policy of the structural officials placement in Muna region in years 2008-2011. As stated by Randal B Ripley and Grace A Frankin that role of a decisive policy strongly determine the presence of internal and external actors who can influence the policy implementation and issues. An internal actor is someone who comes from various units of government organizations with various levels of authority and the power that the external actor is the politicians interest groups and pressure groups, each of which groups are autonomous and have the focus and priorities of the program with each other. Referring to the conditions of policy implementation of the civil servant placement in the structural officials in the local government of Muna, it clearly shows that the recruitment is based on spoils system, nepotism and patronage, which are the factors that cause the inapplicable merit system in the policy implementation of civil servant placement for the structural officials in Muna regency during the period 2008-2011.

## Conclusion

Factors that affected on the placement of public servants, i.e., the structural officials in the government of Muna regency during the period 2008-2011, were the system of recruitment. In the Muna district, the recruitment system was not on the merit base but it was rather on the political interests (spoils system) and even nepotism as well as on patronage.

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