

# MERIT SYSTEM IMPLEMENTATION IN THE RECRUITMENT OF CIVIL SERVANTS ECHELON II AND ECHELON III GOVERNMENT OF PAPUA

Yan Hendrik Bonsafia \*, Sangkala \*\*, Asang Sulaiman \*\*, Baharuddin \*\*

\* Graduate Student PhD, Study Program : Science Of public Administration. Hasanuddin University, Makassar, Indonesia

\*\* Faculty of Social and Political Sciences, University of Hasanuddin, Makassar, Indonesia

*Abstract: This study was intended to obtain information and clarity on the application of the effectiveness of activities of members of Aceh recruitment civil governance in office. As the target to be achieved in this research is a merit system employee placement Explaining the Civil Echelon II and III in the Papua provincial government. The approach in this study using a qualitative approach to the type of explanatory research. This study was conducted to explain the merit system in the recruitment of structural officials in the era of special autonomy.*

*Keywords: Recruitment, Government employees, Papua*

## 1. INTRODUCTION

Bureaucracy is often seen as a form of organization that has negative stereotypes, such as often develop stiffness (rigidity), lack lithe rules (inflexibility of rules), adherence to routine, unimaginative, risk avoidance, reluctance to take responsibility, and resist change, (Lane, 1995; Crozie, 1964; Dwiyanto 2011: 32). The treatment of the government against the bureaucracy often has nothing to do the performance of the bureaucracy, because the aim of the mission of public bureaucracy is often not only vague, but also multidimensional. Bureaucracy that has many *stakeholders* and interests are often at odds with one another making it difficult to formulate Bureaucracy clear mission, (Dwiyanto; et al, 2006).

As with any bureaucracy Papua Provincial Government, based on Law No. 32 of 2004 has set democracy is based on Election where each region in the province of Papua in 2005 had a large enough authority to make decisions that are considered in accordance with the election of regional leader directly. It is indirectly create elected regional heads get legitimacy is stronger, than when elected by members of parliament. The regional head election direct result on the one hand led to high hopes for the community, that justice and prosperity will be felt more felt. Even more so in personnel resources employee empowerment of people of Papua as a principal determinant of the implementation of the government bureaucracy. On the other hand a local chief also has a responsibility to put personnel resources employee qualified Papuans are : Moral good (*good morality*), leadership skills (*leadership*), managerial capabilities (*managerial skills*), and technical capabilities (*technical skills*), various levels of structural positions

Morale is good in the special autonomy law a major prerequisite. Because without good morals, all policies, systems, programs and activities that are designed to be effective. Good moral will produce a government that is clean of corruption, collusion and nepotism, of competitive personal or group. But moral good is not enough, must be balanced with competence is the ability in the areas of leadership, managerial, and technical. To achieve the necessary competence, not in spite of the staffing system is implemented, the model of Human Resource management based on competency, including compensation system adequate attention should be. The change of paradigm, that of mental rulers become servants of the people become the main pattern. Including work culture that is proactive and responsive to the problems faced by the community.

Formally, the policy needs to be poured into the local regulations (regulations) as well as regional head regulation. Chief among the other regions must have the concept of sustainable and equitable development, the management concept of effective governance and efficient to accommodate all the interests of related parties, as well as various other policy concept. This is so since the inauguration of development up to five years into the future into focus.

System of government will be strong and walk by the system *and* not depend on the figure. One of the systems should be built in order to run both the government personnel system as mandated in the Special Autonomy Law in 2001. In the special autonomy law government bureaucracy province holds Rights, Privileges and Obligations Autonomous Region. Namely to set up, administer governmental affairs and public interests in accordance with the legislation. That regional autonomy would yield positive results *Good Governance*; democratic governance, public participation, efficient administration, better services, *responsible government*, (M. Mas'ud Said, 2004).

Weak governance system includes planning decisions, employee management, screening and selection of partners, resulting in Papua Provincial Government bureaucracy becomes ineffective and inefficient. And only rely on the figure. Risk of this system is the possibility of full control by elite area (see, eg, Bardhan and Mookherjee, 2002, Martinez- Vasquez and Nab, 1997, Prud'homme, 1995, Tanzi, 2000, and Wihana Kirana Jaya, 2010). Some researchers say that the lack of success the policy

of decentralization and regional autonomy because of the design institutional (*Institutions design*) made inefficient, lack of success is for example in the form of uncertainty rules (*Rules of the game*).

Demetouw (2009), states granting authority to local governments, of course, on the one hand provided an opportunity and an opportunity for local governments to plan and utilize human and natural resources available in the region for the benefit and fulfillment of public welfare as much as possible. the other side of the authority granted by the central government to local governments has become a threat and a burden for local governments, because the huge authority should be supported or managed by the quantity and quality of human resources is great, but if the human resources capacity is small, then avoid waste and diversion of resources, Timothy J. Demetouw (2009: 1).

In addition to the government system, and the role important its human resource management is the second most important demands of the special autonomy. if not sustained Model HR management based on competency seems to be a necessity. Miner and Crane in Rachmawati (2008: 5) state human resource management is a central factor in an organization, such as the shape and purpose organization made based on various visions for the benefit of man and, in doing mission is then administered. More Jhon. B. Miner and Donald P. Crane declaring mankind is a strategic factor in all activities of the organization based on the vision of the organization so that organizational goals can be achieved optimally.

The large amount of government employees with higher growth rates, poor quality and incompatibility of their competence, misplaced, it is not clear to a career path that must be taken. Causes policies in the field of personnel into less direction. Vision manager staffing becomes unclear. Pola-pattern developed in the recruitment and selection of the placement office is also misleading, (Sulistiyani in Achmad Akmaluddin, 2008: 43). Changes in the structure and authority of government in Papua Special Autonomy would be meaningless if it is not supported by the performance of civil servants who are reliable, that is moral and commitment, integrity, and loyalty, dedication and supported by the quality of work and quality of work, including the quality of faith and piety, (Musa'ad, 2010: 197).

Good human resource and whether it is generated depends on HR management Bureaucratic Autonomy Era Papua Province. The Special Autonomy Law that stipulated in Chapter VI of the device and staffing, specifically Article 27, namely, (1) The Provincial Government sets policy based on the provincial civil service norms, standards and procedures for the implementation of the Civil Service management in accordance with legislation. (2) In the case of the provisions referred to in paragraph (1) is not fulfilled, the provincial government and district / city can establish an employment policy according to the needs and interests of the local area. (3) Implementation of the provisions referred to in paragraph (2) shall be regulated by Perdasu.

The law of employment is a key element in a Bureaucratic System Papua Province. This means that the employment aspect of determining the existence of the bureaucracy in a system of government included in the Era of special autonomy in Papua. Special Autonomy Law shows that in *normative* Act has provided a space for the implementation of civil service reform in Papua, especially on the dimensions of the structure and authority. But it is precisely by Rivo, (2011) in his observations:

*Lots of local talent, which potentially can not then be utilized evenly throughout the province of Papua, there is a sense of injustice among the people against the government. For the implementation of Act 21 of 2001 section 27 in the end the principle utilization be used by the regional head as the staff development to determine the pattern of career officials Papuan people. But in practice it would be a boomerang for the empowerment of local talent itself. Because of the strong understanding and practice of employment based on the expansion of the Law on Special Autonomy Otda not.*

There is still a lack of representation of indigenous Papuans in the bureaucracy and the institutions representing the people both locally and nationally assumed as important problems until before introduction Law No.21 of 2001, (Solossa, 2005). Actually when implementation of the special autonomy legislation can used in the best and fairest, will be able to compensate for the advantages that exist that are owned by employees of the apparatus of Papua. according Gainau, (2012: 217) expressed strong political pressure from elites Papuan people against bureaucracy to implement a policy of *affirmative action* for indigenous Papuans which resulted in low quality of human resources bureaucratic apparatus especially indigenous Papuans. Further Aldrin Watson Gainau, controlling as a form of partiality to the Papuan people to get positions would bring the bureaucracy on issues of the strengthening ego tribal and ethnic bureaucracy that bore the symptoms of the creation of a bureaucracy primordial and character ethnocentrism Papua native as the negative impact of the implementation of the policy of *affirmative action* is not patterned as far away from the juridical rules of operation also resulted in the bureaucracy led by the indigenous people of Papua are only oriented position and the material and not the function of government to serve, build and empower communities.

Appointment/removal of a structural official bureaucracy in the ranks not solely on the carrier system, but tend to be based embrace spoil system, which support a political party or a successful team be decisive. Placement of an official in the structural position has been more on the direction and the intervention of political authorities alone, which puts people who are similar to them, so that the top leadership more apparent stable and help to perpetuate and institutionalize his power as an officer bureaucrats (Boone et al, 2003). Although the facts prove that these placements more effectively ignored and ineffective bureaucratic organization. Resulting in employee creativity to less innovation, and just do the work routines for the inability of the leadership to make new breakthroughs. Flourish in environment bureaucrat, mentality primordial, consumptive, feudalistic, tend to be asked to be served instead of serving, giving priority to social status, working for the pursuit of prestige is not an achievement, the tendency oriented up has spawned a culture system that is multi-layered, which ultimately leads to the attitude of the boss happy or She was happy (Musa'ad 2010: 181).

With a variety of problems that occur would invite a number of issues among the public how the actual implementation of the principle of merit system in the administration of the province. because of the implementation of the special autonomy law has been running 15 years (until the remaining 5 years), Papua provincial government has not had a grand disaind placement planning service positions. Almost all staffing in the office of the appointment/removal of Trustees Personnel Officer, regardless of the needs of the organizational structure of the conventional *bureaucratic* or *hierarchical organization*. Resulting patterns of merit system in the office staffing still controversy.

Therefore, here the provincial government needs to implement a merit system of personnel placement employee recruitment of people of Papua as the first determinant of management and human resource development in Papua. Click recruitment applied in the Papua provincial government needs to raise the capability and knowledge of the actual employees. Priority and measure employee competency apparatus Papuans must be put forward, so that *skill* is useful for the future development of the organization. Papua provincial government should also ensure that in the conduct recruitment office placement based on the abilities and skills of employees of the apparatus, namely *the right man in the right place and the right man in the right job*.

## 2. RESEARCH METHODS

The approach in this study using a qualitative approach to the type of explanatory research. This study was conducted to explain the merit system in the recruitment of structural officials in the era of special autonomy. As a strategy in this study the authors use the type of case studies in the provincial government of Papua Year 2013/2014, the placement of Echelon II Head of Governance, Head of Sports and Youth, Department of Education and Culture, Head of the Civil Service Agency, and the echelon III Director Abepura District General Hospital, Hospital Director and Chief Doc 2 Regional Health Laboratory, the case study here is the method performed by examining, comparing in-depth application of the merit principle in the system of governance positions after a period of time specified by using methods that are systematic observation, collection of data , analysis of information, and reporting the results. This study seeks to describe *the real condition*, and *s* sa result will be obtained a thorough understanding of the inhibiting factors affecting the ineffectiveness of the merit system.

## 3. RESULTS AND DISCUSSION

### **Application of Merit System In Civil Servant Recruitment placement Echelon II and III in the Government of Papua province.**

The application of merit system in the recruitment of civil servants Placement is the selection and deployment of staff in the echelon II and III by the process of recruitment of officials. Application of placement here is based on a rational plan needs based on the classification positions, job descriptions and competency standards that have been set previously. So as to create the principle of *the right man in the right place* or put the right person in the right place. As the basis of the implementation of the Civil Service management overall in improving the efficiency, effectiveness and degree of professionalism. On the subject of this sub will interview the authors describe the results and conclusions of the placement of civil servants covers (1) education and training, (2) experience, (3) skills, (4) ethics, and (5) performance. As part of the assessment objectivity in the recruitment of civil servants at SKPD Government of Papua Province.

### **1. Education and Training**

Education and training in the placement of employees is an employee distribution in accordance with the learning abilities that are followed in order to improve the ability covers the knowledge, expertise, skills, and attitudes to be able to perform tasks in a professional office based on : Personality and ethics, creating an apparatus that is capable of acting as an adhesive renewal and unity of the nation, has the spirit of dedication and service to the community, and create a common vision and dynamics of mindset in the task of governance and development, for the realization of good governance. In connection with the placement of structural officials based education and training, an informant study stated:

Supposedly occupying echelon II and III should be through the career ladder from the lowest to the highest echelon so that these officials have adequate career. but their implementation for the second echelon group VIb can occupy the post of class VIc. in the third tier group can occupy Class IIIa IIIb. Trickmen who always used to lift the VIB officials and IIIa as PLT's duty VIc class officials and IIIc, after a lapse of one year later the newly appointed officials definitive. (FP, interview dated 13 May 2016).

Data informant above illustrates that training positions in the placement of Echelon II and III in government less applicable province. Appointed officials in higher positions must pass through positions as acting for a year ago defenitif newly appointed officials. Based on the same question when I confirmation to 6th SKPD, according to research informants echelon II said:

The new head of the Bureau was appointed recently as during the follow Training leadership II became head of the division. Government and Law in Puncak Jaya, the candidate still echelon IIIb. In the conditions and rules can not be appointed instead echelon II must participate PIM II's newly appointed first, but since the proposed CO can inducted through the system of rank selection. (Bureau of Governance, interview dated May 24, 2016)

PIM or not is not a guarantee to be appointed in the echelon II, because usually a new job following the PIM, the same as department heads P and K are now. When follow the rules in question may not be removed because it is still echelon IIIa, pursuant LAN can not follow the training PIM. (Department of Education and Culture, interview dated May 26, 2016)

Emplacement objectivity removal new chief not a necessity. Because there is no relation at all to the position Head of education and sport. And we question it is perhaps less successful Officials had previously served or too long, there is not one in a matter of months transferred, as there is no concern and interest in advancing the education and sports department. By rank officials also were served not eligible. It official roomates now still Echelon IIIb echelon IIa positions. something that is actually enforced by the KDP. But what can we do That is the decision to sit as an echelon II does not have to come first training, (Department of Sports and youth, interview dated May 27, 2016)

Even had served as Head of Human Resources and Regional Training Puncak Jaya does not mean not participate PIM II training. Because training PIM II attached to the ability and competency required in the new position as head of the Provincial Employment Agency. As a high offices are generally much needed managerial skills rather than technical ability. (Regional Employment Board, interview dated May 30, 2016)

Data informant above illustrates the placement of employees by education and training less suitability for the position. It is characterized by education and training followed adequate employees yet to be appointed on a higher office. the ability of employees covers the knowledge, expertise, skills, and attitudes acquired through education and training less according to the demands and needs of stints at higher positions. In connection with the placement of structural officials based education and training, research echelon III informant also stated:

When basic competency as a doctor doubt beliauw people, but if a position in structural, not meet criteria. Because a person who sits as a director has a minimum standard of competency, fields, and specifically the structural position. As a director Abepura Hospital has full responsibility for the health problems in their area. That's why the relevant authorities have to follow the training PIM III and II before being appointed as a director. (Abepura Hospital, interview dated June 2, 2016)

There is no verification of the data that show the echelon III Head Labkesda new yan meet the competencies, the minimum as required. Here, hard work, dealing with human waste, just for the sake of service on community. without competence, competence field, special competency in office may not reach success. Actually, if they understand that as a head Labkesda it authority on specific health issues / areas of service / UPT Labkesda environmental education in the province of Papua. Which can not be equated with politics. (UPT Labkesda, interview dated June 6, 2016)

Data informant above illustrates the placement of the echelon III is not much different from the second echelon. Education and training of officials less suitability for the position. So the effect on competency areas, special competency when performing its duties and responsibilities of the job. In addition to education and training, placement of civil servants based on formal education greatly influence the office. Staffing based on formal education for the purpose of distributing the level of education and science in accordance with education officials adopted any formal schooling. Resulting in a single unit led by officers who have highly educated and have a background in science as needed in the office. So also with the placement of structural officers by formal education, according to FP research informant stated:

Many also echelon that we see does not work as field science has often made it difficult officials concerned took the decision actual terms and conditions are clear we can know. For the head of the Bureau of Governance is based on job description pretty when the terms of the educational background of the set that scholars State Administration/Public, and Political Science or Management. However the implementation of the task will be even better when the educational requirement is a bachelor of Government / IPDN. At the Department of Education and Culture of the terms and conditions that undergraduate Education Management. For the Department of Sports and Youth terms and conditions scholar sport science or physical education. As for the Regional Employment Board of undergraduate education requirements of the State Administration / Public Management. UPTD Labkesda Doctor, Specialist Doctor, Dentist, Dentist Specialist. But due to the circumstances of the provincial government who always get political intervention, setting the terms scholar not in its competence, resulting in each work unit heavier load. (FP, interview dated 13 May 2016)

The data above illustrates the research informants formal educational background in the placement of Echelon II and III less be applicable. Officials placed incompatible with science. So that only adds to the burden for the relevant authorities in the course of his employment. Based on a survey of research on the level of formal education in all six official SKPD provincial government of Papua, can be seen in the following tabel 1:

**Table 1. Education Level Echelon II and III in six SKPD Government of Papua Province Year 2013/2014**

NO	Position SKPD	Level of Education and Educational Background		Information
		S 1	S 2	

1.	Bureau Chief Governance	Law	Master Humanyora	Background competency Not Available
2.	Head of Education and Culture	Bachelor of Education	Master Humanyora	Background competency Not Available
3.	Head of Sports and Youth	Bachelor of Social	Master of Public Administration	Background competency Not Available
4.	Head of the Regional Employment Board	Bachelor of Education	-	Background competencies and level of education Bachelor S1 not Match
5.	Director of Hospital Abepura	General practitioners	-	Undergraduate education level S1 does not match
6.	Head UPTD Labkesda	General practitioners	-	Undergraduate education level S1 does not match

Data Sources: Bureau of Governance, Office of P & K, Diaspora, BKD, hospitals, Abepura, UPTD Labkesda year 2013/2014 (prepared in 2016)

From 6th SKPD provincial government of Papua studied, echelon II officials who educated graduate (S2), namely governance bureau chief, head of education and culture, and the head of sport and youth, undergraduate (S1) head of staffing agency. While the echelon III officials Abepura Hospital Director and Chief Labkesda both still educated to degree (S1).

Data informants and survey above, when the author asked the 6th SKPD based educational background in placement officials, according to research informants echelon II states:

For that I look more to the consideration of the leadership, so that anyone with different educational backgrounds can occupy positions. Governance Bureau, interview dated May 24, 2016)

Necessary so that the knowledge gained can be applied in accordance with his position, if the problem is not the appropriate background knowledge often affect an influence on decision-making. (Department of Education and Culture, interview dated May 26, 2016)

From each appointed officials, not all officials understand his work, although placed based on educational background. (Sports and Youth Department, May 27, 2016 Interview)

Placements in the right place according to the field of sound science will allow officials to make decisions as to understand the intent and purpose of any problems encountered in the field of work. (Provincial Employment Board, interview dated May 30, 2016)

Data informant above illustrates the placement of officials by education level is appropriate. But seen from an educational background and knowledge among officials less suitable positions. So the impact of influence on decision-making. In connection with the placement of structural officials by formal education, research echelon III informant also stated:

Because many officials are not in accordance with the educational background shaded positions. see the situation the condition of the field with an educational background is actually easier for officials to understand the work (Abepura Hospital, interview dated June 2, 2016)

Educational background actually describes mastery basic tasks and functions of the officials, because it is not possible that different functional employee or officer who previously served in other units with different educational backgrounds sign sitting in the office is not the field of science. (UPT Labkesda, Interview, dated June 6, 2016)

Data informant above illustrates the placement of the echelon III inversely. Based on educational background is appropriate. But seen from the level of education are less appropriate. This has resulted in inequality with a lower education officials leading the subordinate higher education.

**2. Experience**

Experience in the distribution of employee staffing the appropriate level of mastery of knowledge and skills possessed into work. Measured from the start was first appointed as civil servants, sitting as the leadership level down to the top. With the maturity of experience, foresight natinya employees can work with full energy, improving the shaded organization's development. Resulting in the renewal work, leadership, achievement, Traffic socializing at the new office tasks. Appropriate behavioral maturity, and understanding they have. In connection with the placement of structural officials based on experience, research informants stated:

Appointment in office has not fully taking into account the experience of career officers so appointed officials are less able to answer in office tasks carried optimally. Placement which is conducted not because experience, as if by experience mutation should open, consideration to the requirements done right. True if you want to turn a maximum of five years, a minimum of 2-3 years has served recently moved it's not, the new officials replaced six months, one year has been replaced. Yes no bisalah we measure the experience as Echelon II and III. Still mending served on duties and responsibilities, that it's more in different positions with different competencies. (FP, interview dated 13 May 2016)

Data informant above illustrates that the experience of Echelon II and III in less appropriate placement. Because too frequent change of officials. Nearly every officer who is turned echelon II and III have office experience less than 5 years. So it does not comply with the requirements of legislation in the mutation positions. From the above, when the author questioned the informant officers experience on the 6th SKPD, according to the informant echelon II said:

Should follow the experience of the background work because there basicnya. Lifting officials from other agencies field or high risk, which is again necessary adjustments. B M any job targets are not in accordance with achievement. Because stuck with the duties and responsibilities in the new position. (Bureau of Governance, interview dated May 24, 2016)

Seniority so it should work experience placements aspect consideration, if we want to talk about professionalism, competency, and interpretation work. Because of something that already exists, and has been tested. The problem is they put the officials did not use standard experience as it existed in the rules in measure job competency. There is still more work backup at the head of the field, because the head is still necessary adjustments. (Department of Education and Culture, interview dated May 26, 2016)

Not according to the standard because in my opinion if it has a background field of work is not important if the horse has never positions elsewhere. If experience should he have the benefits associated with the achievements in the field of sport and youth. What we see officials think the context is still common, unskilled do the job, no new breakthroughs. (Department of Sports and Youth, interview dated May 27, 2016).

The problems we BKD we do not have the personnel information system is complete, there is still a lack of data year after year from employees in various SKPD uncovered here. I think this is a serious problem and must be addressed by the new officials. But there has been no new official settlement related to this issue. In it we know there is no flexibility to change the structure of the new officials and managerial processes to implement changes. (Personnel Agency major region, interview dated May 30, 2016)

Data informant above illustrates the placement of echelon II based on the experience less in line with the position. Standardisation of office experience less applied to the placement office. so b many job targets are not in accordance with the achievements. Officials resulting Often get stuck in the duties and responsibilities in his new one. In connection with the placement of structural officials by formal education, research informants in echelon III states:

In PERMENKES No. 971 / Menkes / PER / XI / 2009 as our hospitals class B, then automatically experience directorships preferably once led hospital grade C and / or has served as deputy director of the hospital of Class B at least 3 (three) years , Or work experience level of mastery of knowledge and skills possessed measured from the time of employment, since its first appointed as civil servants, sitting as head of the clinic, the head of section, head sub-Section and, Head of the directors. While this has long beliauw not carry out their duties as civil servants, and more involved in political parties since 2009. (Abepura Hospital, interview dated June 2, 2016)

Placement of new officials should be implemented in order to maintain the quality of service and international lesion already acquired Labkesda Jayapura. And for that we need the experience leaders who can guide and direct the staff to work hard and energetically. Can affect subordinate to determine the attitude to the service of humanity. For this we had to question all provincial health authorities to provide an explanation regarding the turnover, but none of the officials or delegates are present. (UPT Labkesda, interview dated June 6, 2016).

Data informant above illustrates placement echelon III officials based experience not much different from the second echelon. experience less employee suitability for the position. Experiences of various opinions logically is a matter staregis development and empowerment of officials. Weak policy planning the placement of officials who are not supported by the information system of adequate human resources in terms of experience in office. Result in the need and the distribution of human resources in SKPD unfocused.

### 3. Skills

Skills in the distribution of employee staffing is appropriate engineering skills, using equipment, using procedures solve the problems, barriers of knowledge and professional manner. In short an employee's skills in diagnostic quickly causes the right of a situation particular problem and provide appropriate solutions in solving the problem. Which is received through education institutional or through training according to the needs of the skill positions. In connection with the placement based on skills, research informants in echelon II states:

Agreed to keep the aspect of administrative skills such as the ability to support, lead, responsible, able to work together, disciplined handling of the work according to time, and use of technology though is relative to these aspects. With the standardization of education mentioned above, for some officials in the district / city is not an obstacle that is so meaningful, but for areas of districts / cities in Papua are still isolated mountains the biggest hurdle. While the local officials who are the majority of graduates in the District / City Parent, (FP, interview dated 13 May 2016).

Data informant above skill in the placement of Echelon II and III less applied. It is seen official involvement in the education or training. Besides the lack of employees have administrative skills, lead, working together. To know the truth of the above, the author also asks skill in the placement officer at the 6th SPKD, according to research informants echelon II said.

We can understand, especially if the officials originating from the mountain region, an opportunity they get education, improve through the training areas are very less. because the condition of the situational geography and demographics facing away from the mountain region officials is difficult, so the chance of it if there is a reply to the town. That is why it is often bepengaruh also on the quantity and quality in carrying out the duties, functions and responsibilities in institutional governance. We're talking like this for evaluation only. Because in the past year taken official policy strategy, not the right staffing Trustees and one-sided, which promoted more officials from the mountain (Bureau of Governance, interview dated May 24, 2016)

If we have an officer who has skills in technology, lead, responsibility, cooperation, handle the work, we are happy to subordinates. Do not fall up for work. if there are one or shortage surely we were told, encouraged the leadership to correct the deficiency. Unfortunately, we have not experienced situasi like that of the management, there is an atmosphere that routine, bosana, as there is no enthusiasm and excitement in the work. Look at that hour this employee should be in place. These officials if not in their places began to disappear with their own affairs. (Department of Education and Culture, interview dated May 26, 2016)

We are here still tend to be oriented to a routine activity, it is important there is work, there is activity. I think we have officials can not make new breakthroughs, of administrative affairs, leadership, responsibility, cooperation, discipline, handling employee jobs decreased noticeably. Members of Aceh more often complain because of discontent and political influence in the affairs of a job. (Department of Sports and Youth, interview dated May 27, 2016)

I think this is something that must be present in an official Provincial Employment Board in accordance development technological age, especially employee data now using the technology. We want to know the number of active employees and not, rank, years of service, has the education, skills definitely need the technology to be able to present it quickly. and if he can understand love the opportunity to finish . IT employees work part first. It's not finished was about to be replaced again. We already dispose of superfluous small cost to purchase software and employee trining charging continues suddenly concerned officials on the move. We only focus on the same job, which was never completed-finished. (Provincial Employment Board, interview dated May 30, 2016)

Data informant above draw, placement officer by less skill suitability for the position. Officials placed less capable to overcome the problems and obstacles in jobs in SKPD. Less gain new breakthrough in the conduct of administrative affairs, leadership, responsibility, cooperation, discipline and handling work in the office. In connection with the placement based on skills, research echelon III informant also stated:

If hospitals have recruited dozens of medical skill could not have medical personnel local general hospitals (Hospital): nurses, paramedics, midwives and doctors, protested in front of Abepura Hospital Administration Office, the problem is there are rights that have not been paid for months. That's because the director is unable to perform the duties and functions, management and leadership. being too authoritarian and create policies that do not comply with the rules and conditions of the existing estate in Abepura Hospital. (Abepura Hospital, interview dated June 2, 2016)

Echelon must have the skills, administrative ability, lead, responsible, and work together. Without it resulting in anxiety on subordinates. Never until the event of a strike two days do Labkesda staff, and the complaint letter addressed to Ombusman, because of the demands as a form of dissatisfaction turnover of officials. Due to the change of the head of the long lead level of enthusiasm and excitement staff work will go down. Because we feel that the placement made as a political force not because the skills of officials. (UPT.Labkesda, interview dated June 6, 2016)

#### 4. Ethics

Ethics in the distribution of employee staffing is appropriate normative values in the placement of official regulations, common and acceptable by other employees as interaction with the working environment. Officials placed can transmit the principles of discipline, abide by the obligations and avoid prohibitions prescribed by official regulations and legislation. Neutral,

not involved in politics or the interests of a particular political system. Which lead to mutual suspicion and injustice in the civil service. In connection with the placement based on ethics, an informant research in echelon II states:

Ethics PNS need for officials as reactive or responsive attitude of officials towards the problem in the course of his employment, but also as responsive or concern for officials in consistently responded to the job duties. because almost every official involved in practical politics, whereas practical politics is prohibited. placement in each SKPD must conform to ethics. Although some are not following the rules in the placement, placed because of politics. From Echelon II to the echelon III officials. This problem of who can best places, such as bureau chief, head of department, head of the Agency, etc. No employee of the placement match, there is not, there were placed because like people to longer, because he knows a lot and know very well work in his SKPD. There also are like because it can defend the interests of officials above. But back to the correct placement rules, need people who understand the vision and mission are not people instantly, but that really has ranks, competencies adequate. (FP, interview dated May 13, 2016)

Data informant above illustrates that ethics in the placement of Echelon II and III less applied. Placement of the employees tend to subjectively preferred, namely in the officials that come into play in practical politics above leadership. And less oriented to the vision and mission to be accomplished in the office. Based on the informant statements authors also ask this question in all six SKPD, according to the informant echelon II said:

Not a secret if officials with all the minimum requirements to be appointed as head of the bureau, I was having this conversation ade could definitely know what I mean, if it was not a political issue, what for achievement, He one of the people closest governor. and understand how the rules, but when the choice has fallen on the officials concerned, we are only here to thank, with all its consequences. (Bureau of Governance, interview dated May 24, 2016)

Fact will no consideration of the terms placement officer concerned, if you want to be honest, there is never a place to perform the task as secretary of Education and Teaching in glorious peak, He more here in the city, until recently when Mr. Gub beliauw appointed. If it's like this because the employees involved in practical politics, there are rules in the transfer-ratification of the appointment head office (Department of Education and Culture, interview dated May 26, 2016)

That's because certain interests recently transferred here as a head of department of sports and youth. if it's like this it is clear that the appointment of officials in these offices are not in accordance with the terms of placement. Qualifications cuisine can occupy different positions. Placement was because of practical politics, let alone is still continuing into the next period. This strategy will be played continuously. (Department of Sports and Youth, interview dated May 27, 2016)

It is impossible if the placement agency heads do because of the requirement, there must be other elements as reinforcement. Because beliauw never told me when I was a secretary Provincial Employment Board; that has long been involved with the Governor, previously only a high school teacher in Adhuluhur Nabire, moved to the top so the staff appointed head officialdom field in Puncak Jaya, at the time of his regent. Now after becoming governor spoke again kejayapura so the head of the provincial civil service. (Provincial Employment Board, interview dated May 30, 2016).

Data informant above illustrates the placement based on ethics echelon II less in accordance with occupational requirements. Placement here is based on the employee involvement in practical politics. Thus resulting in suspicion and injustice in the civil service. In connection with the placement based on skills, research echelon III informant also stated:

If we look at PNS're not performing their duties for several days, several months, so many years will take firm action, with regard to his hospital admission, placement Head Hospital is a right of the Governor to put my head on education, we have not asked the Governor about the status of civil servants of the Head of the Hospital, whether he had become civil again. (Abepura Hospital Interview dated June 2, 2016)

KDP is an official who has the authority to appoint, dismiss, and mutates officials, including lifting the new head of UPT and disable former head job,even for no apparent reason. today many officials find positions with politics. If only expect that the career system is not going to possibly be served. (UPT.Labkesda, interview dated June 6, 2016)

Data informant above illustrates the placement of the echelon III by ethics not far different with the echelon II. Officials placed less ethics office placement. Resulting in suspicion and injustice among officials.

## 5. Work performance

Job performance in the placement of the distribution of employees at higher positions corresponding labor productivity that have been achieved. This is in order to motivate workers and increase the ability of SKPD new. What is meant by achievement of satisfactory results here the appropriate standards of work performance in office. In order to ensure that the civil servants actually have work performance, requiring List of Employee Performance Assessment (DP3) as amended into Employee Job Performance Assessment (PPKP). DP3 an employee performance appraisal covers skills, skills, experience and sincerity. With the scoring system described above, professionalism of civil servants can be met. Related placement performance-based officials, an informant studies suggest

Priority promotion for outstanding officers who excel and or perform discovery, a new innovation with the creation of high lift his organization essential for preferred. Due to the achievement of its officials concerned may give new developments and breakthroughs in the SKPD that he led. So every officer must fulfill eight principles on DP3 as a condition of occupying votes echelon II and III at a minimum. But really unfortunate virtually every officer does not have a valid assessment data DP3, because ratings DP3 we did not walk far. Existing and used in the assessment of the staffing agency that only LAKIP, to how to make him eligible placements. If you want a true and accurate based DP3 duly issued on a regular basis, based on the working conditions with the relevant authorities (FP, interview dated May 13, 2016)

From the data above illustrates informant less applied employee job performance in the placement of Echelon II and III. It is seen from employee appraisal achievement system DP3, which is not run well. Placement performance is based LAKIP officials. From the same question authors also ask job performance in the placement of officials in all six SKPD, according to the informant echelon II said:

DP3 it should be, to be proposed structural positions echelon II officials at least have the good value that the show with proof of loyalty and discipline over the last two years. With conditions such as the mountains of the region are not easy to apply DP3, because there are differences in working hours with us in the city, if we here enter 8:00 wit, wit there 10-11 hours for very cold weather conditions. Sometimes officials do not come to the office. We work here if there are guests until 18:00 to 19:00 hours wit, there erratic depending mute. So that officials could occupy positions one using LAKIP. (Bureau of Governance, interview dated May 24, 2016)

Need for DP3 was showing that echelon II is feasible or not appointed in that position, so it is not just or formality. Appointed to obtain a value of an echelon II should really have obedience behaviors. Habits officials above that if not a lot of activities like go down to the town, could be weeks, months. The offices above the deserted just seen a few employees who are doing the work activities. Steps that can be used as yes votes LAKIP. (Department of Education and Culture, interview dated May 26, 2016)

DP3 important as the individual assessment echelon II as explained on performance, behavior, and moral. These officials tend to when it needs a new take care to complete the requirements. That's why many are filled with second-guessing roughing it, the existing format replaces the values DP3 stay 2 years previous course. So stay visible if SKP default value of 60% live in upgrate important either. Likewise PKP concerning quality and quantity of the standard 40%. (Department of Sports and Youth, interview dated May 27, 2016)

DP3 was written evidence of performance assessment. To occupy echelon II must have good ratings DP3. But why have the same interests, the issue of the official ratings can be adjusted as needed, just ask your appraisal made execution of the work based on the data available, the authorities'll make as objectively as possible to adjust to the needs of its officials. (Provincial Employment Board, Interview dated June 30, 2016).

From the data above illustrates placement informant echelon II was not relevant to job performance in the placement office. It is characterized by still used LAKIP and DP3 / PPKP only as a formality requirements in the placement, without being accompanied by an objective assessment of the work of officials. In connection with the placement of performance-based, research echelon III informant also stated:

In the Government Regulation No. 10 of 1979 using still using behavioral assessment visits if there is still a shortage of work-related goals. But since 2014 and above the target behavior assessment directed at the work, so the emphasis is more on performance. That means officials who will be appointed only having a good performance. And to ensure that work performance should be of instasi each based DP3. What we are questioning here after so many years of not performing the task, how the performance appraisal of the beliauw was given, officials in authority is? People party's impossible. There, we see the placement of officials concerned is not based on an objective assessment. (Abepura Hospital, interview dated June 2, 2016)

They can recommend people to sit in the position of head of the berpretasi Labkesda but should work according DP3 assessment. When we questioned why the change was no response and the response provided by the provincial health bureau. If the person recommended is really professional and able to work optimally in supporting the ministry in Labkesda, they should love our know how work performance of the officials. That's why we feel it is not clear official placement, that placement because the interest alone. of people who have an interest certain. (UPT.Labkesda, interview dated June 6, 2016)

From the data above illustrates placement informant echelon III is not much different from the second echelon. Job performance is less appropriate officials with the office. Performance appraisal through DP3 / PPKP employees less used as a track that practicable in the placement of officials. Assessors work performance of employees, still using LAKIP as the basis for the placement Placement officials more based on the interests of certain political

#### 4. CONCLUSION

1. Placement echelon III inversely, of the level of education are less appropriate. This has resulted in inequality with a lower education officials leading the subordinate higher education.
2. Placement echelon III is based on the experience is not much different from the second echelon. experience less employee suitability for the position. Experiences of various opinions logically is a matter staregis development and empowerment of officials. Weak policy planning the placement of officials who are not supported by the information system of adequate human resources in terms of experience in office. Result in the need and the distribution of human resources in SKPD unfocused.
3. Placement echelon III is based on skill not unlike the echelon II. skills possessed less official suitability for the position. Officials placed over the approach of the political forces. resulting officials are not able to perform the duties and functions, management leadership well.
4. Placement echelon III by ethics not far berberda with the echelon II. Officials placed less ethics office placement. Resulting in suspicion and injustice among officials.
5. Placement echelon III is not much different from the second echelon. Job performance is less appropriate officials with the office. Performance appraisal through DP3 / PPKP employees less used as a *track* that *practicable* in the placement of officials. Assessors work performance of employees, still using LAKIP as the basis for the placement Placement officials more based on certain political interests.

## REFERENCES

1. Akmaluddin Achmad, Recruitment and Selection Transparency Journal CPNSD; Efforts to Achieve Good Governance Regional Bureaucracy, Volume 1 Number 1 2008, [http \|. Jodfispunbara.files.wordpress.com/2012/05/12-script-things-akmal-43-54.pdf](http://jodfispunbara.files.wordpress.com/2012/05/12-script-things-akmal-43-54.pdf), 12/27/2012 10:59 AM.
2. Bardhan, P. dan Mookherjee, D. 2002. *Corruption and decentralization of infrastructure in developing countries*. Univ. of California, Berkeley and Boston University.
3. Timothius J. Demetouw, 2009. *Menyusuri Perubahan Kinerja Pegawai Di Kabupaten Jayapura*, Badan Pengembangan dan Penelitian Derah Papua.
4. Dwiyanto, Agus et al, 2003, *Roformasi Governance and Autonomy* , Yogyakarta: Center for Population and Policy Studies, Gadjah Mada University.
5. Dwiyanto, Agus et al, 2005, *Achieve Good Governance Through Public Service* , Yogyakarta: Gadjah Mada University press.
6. Gainau, Watson, Aldrin, 2012, *Papuanisation Bureaucracy Papua, Assessing Special Treat for Orang Asli Papua in Jayapura district bureaucracy* , Yogyakarta: Capiya Publishing.
7. Musa'ad, Abud, Mohammad, 2012, *Quo Vadis Papua Special Autonomy* , Guidance Among Reconstruction and Referendum, Revised Edition, Yogyakarta: Thafa Media.
8. Racmawati, Kusdyah Ike, 2008, *Human Resource Management* , Yogyakarta: Andi Offset CV
9. Solossa, Jacobus Perviddya. 2005. *Otonomi Khusus Papua: Mengangkat Martabat Rakyat Papua di Dalam NKRI*. Jakarta: Pustaka Sinar Harapan.

## AUTHORS

First Author : Yan Hendrik Bonsafia : Graduate Student PhD, Study Program : Science Of Public Administration. Hasanuddin University, Makassar, Indonesia  
Email : yan.hen007@gmail.com

The Second Author : Sangkala : Faculty of Social and Political Sciences, University of Hasanuddin, Makassar

The Third Author : Asang Sulaiman : Faculty of Social and Political Sciences, University of Hasanuddin, Makassar

The Fourth Author : Baharuddin : Faculty of Social and Political Sciences, University of Hasanuddin, Makassar.