

Recruitment System Of Candidate Civil Servants In The Regional Autonomy Era (Study on Regional Employment Agency Government Malang Indonesia)

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Abstract: *Procedures and implementation of the system of recruitment candidates for Civil Servants are very vulnerable and the potential to spoil the practice of system and Nepotism. One effort should be made to minimize the recruitment violations are applying merit system. By providing job orientation is not based on race, ethnicity, religion, political award, gender discrimination and personal favoritism. This study used a qualitative approach, with a focus on Recruitment Process System Candidates for Civil Servants at the Regional Employment Agency Government of Malang Indonesia. The results showed the recruitment process requires harmonization of policies, especially the problem of proposing and charging formations, where the determination of the formation still is top down and discriminatory conducted by officials of the central and regional staff development, while the job analysis and workload also needs to be studied further in order to create an effective bureaucracy. The study also recommends that the merit system is very fitting applied to recruit employees in Indonesia. Merit system is expected to minimize collusion and nepotism in the recruitment process.*

Keywords: *system recruitment, civil servants, local government, merit system.*

I. Introduction

Employees are organizational resources that are used to move or manage other resources effectively and efficiently according to the needs of the organization. Therefore, recruitment planning must be done precisely according to workload and needs of the organization. Mondy et al (1996) mentioned that human resource planning (HRP) is the process of reviewing human resource requirements systematically to ensure that the required numbers of employees, with the required skills are available when they are needed. Human resources is a critical factor in an organization or government in providing services to the public (Baedhowi, 2007). Merit system is actually intended to obtain qualified personnel. Bureaucratic reforms being carried out in Indonesia requires the support of human resource competencies in the field of work. Changes in the strategic environment of the 21st century resulted in major changes in the implementation of the national development of Indonesia in particular the availability of resources for Civil Servants. Contribution of civil servants is very dominant and strategic in the process of achieving national goals. Therefore, effort to keep the availability and improve the quality of civil servants needed to be able to guarantee the quality of the Civil Service (Haksoo, 2008).

Recruitment is to obtain qualified staff, the employees who are smart, skilled and competent, able to work hard, creative, and high morality. However, the implementation is still not as needed which can support the success of the performance and professionalism of employees. This condition is caused by a staffing plan that is not based on the real needs are matched with the needs of the organization and staffing that are not based on the principle of the right man on the right place. Research conducted by Madelin (2008) about the study of recruitment and selection policy analysis of civil servants in Indonesia found that the recruitment process in Indonesia has found the practice of bribery and nepotism, which could potentially lead to corruption in the future. Recruitment and selection of employees with nepotism through political relations, family and kinship adversely affects the quality of civil servants. Root causes of civil service in Indonesia in principle consist of two important things: (1) the internal problems of the staffing system (2) external issues that affect the functionality and professionalism of personnel.

Internal problems staffing system can be analyzed by observing subsystems that make up the personnel. Civil services subsystem consist of: (1) recruitment, (2) payroll and rewards, (3) performance measurement, (4) promotion, (5) monitoring. The government's failure to reform associated with the subsystem can give birth to bureaucrats characterized by moral corruption (moral hazard) and also the lack of competencies (Prasojo, 2006). The recruitment process is still not done professionally and is still associated with the relationship of collusion, corruption and nepotism. Recruitment is still viewed as if becoming an annual project needs and not as a need for improving the quality of public services and governance. The very real indication that when seen as a job analysis to determine job requirements equipment still owned by the government. The absence of work requirements have led to the recruitment done recklessly and not paying

attention to the qualifications required. That is why, despite the perceived civil servants in Indonesia do not know what they are doing, but the recruitment of candidates for Civil Servants still continues. To be able to do with either the recruitment process, the specification of tasks and positions should be well known. (Prasojo. 2006)

Research conducted by Gossett (2002) about the reform of the state apparatus in Georgia found that the merit system has brought changes ranging from recruitment to the placement, decentralization of employee moral responsibility. With a merit system that is detached from political intervention, the process of recruitment is done through the process of election, selection and placement only to those who are objectively superior because all the processes are carried out in an open and known by the public. In addition, this policy is able to change the character of employees and freeing them from various forms of racial discrimination, skin, national origin, sex, age, disability and religion.

Conditions are illustrated in a study conducted by Madelin (2008) and Goseett (2002) is interesting to further research in the recruitment process in Indonesia, which is allegedly still do practice nepotism. Problem recruitment of civil servants in Indonesia is the emergence of practice cronyism and brokering. The practice has been going on long, because governance is not good recruitment. There are two despicable practices that often occur in the recruitment of civil servants, the collusion and corruption.

Collusion and corruption can be done simultaneously because the two concepts are very thin difference, synonymous with the practice of spoils system that has been entrenched in the midst of society. These conditions can be avoided if the government is able to make the planning needs of employees who adopt a merit system. The study is expected to contribute to the academic development of public sector personnel administration related to planning, filing formation, recruitment, selection, and staffing. The results of this study are also expected to complete the study of personnel administration in the context of regional autonomy in Indonesia. Practically, the results of the study are expected to provide improvements to the system of personnel administration.

II. Theoretical Framework

Apparatus Resource Management in Public Administration

Study of public administration evolve with the changes that occur in a country and the complexity of the problems faced by public administrators. Denhard and Denhard (2003) states the main perspectives that occur in public administration, namely the Old Public Administration (OPA), (2) New Public Administration (NPM), and (3) New Public Service (NPS). While strategies need to be developed and pursued by administrative agencies in the era of globalization is increasing the quality of human resources, improvement of the quality of public services and increased sensitivity to the environment. Thirdly it is strongly associated with more specialized apparatus to recruitment problems as a sub-system of human resource management.

Providing employees related to recruitment and selection. Mondy et al (1996) defines recruitment as the process of attracting such individuals in sufficient numbers and encouraging them to apply for jobs with the organization. Then Monappa and Saiyadainas quoted by Mangkunagara (2003), argue that recruitment is the generating of applications or applicants for specific positions. While the selection is defined by Mondy et al (1996) as the process of choosing from a group of applicants the individual best suited for a particular position.

In the process of fulfilling the needs of the organization apparatus of public resources must implement the planning process needs of employees. The process is carried out to predict the resources required by the organization's personnel. Ivanevich (1995) suggest that with the planning of the employee need to know the amount and type of work to be done in an organization. Planning is an activity to obtain information about the needs of employees in the future. In addition to this planned types as well as the expertise and capabilities of the employees, then the organization will get the appropriate and qualified employees. In addition to getting the right people and the quality of personnel planning is necessary to anticipate the problems that arise about the advantages and disadvantages of employees (Amstrong. 1990)

Merit System in Indonesia

Personnel resources is a very important resource in the context of goal achievement. It is recognized by McLeod (1999), who said that the personnel resources as a valuable resource. Because employees are a valuable asset in an organization, the procurement planning and development needs to be prepared as well as possible. To gain valuable Human Resources, recruitments should be based on skill system (merit system) which is one of the important characteristics of rational bureaucracy according to Weber, the employee received on the basis of ability not kinship ties (Henry. 1988).

Recruitment based on merit as evidenced competitively as Henry said, according to Riggs (1984) is used as the initial model (prototype) by advanced and modern government like the UK, USA, Australia and New Zealand. System skills (merit system) adopted by countries with western political tradition as these countries, generating qualified staff, experts, and professionals. Tanner and Feder (1993) revealed that

the recruitment problem in most developing countries is nepotism and spoil the system as the consequence of political developments unanticipated. To obtain qualified staff and competitive can be done through various strategies including set principle of centralization and decentralization in policy formulation in the executiveness (Kristiadi, 1996).

In addition, efforts to increase the effectiveness of various strategies for the quality of personnel resources recruitment and selection began. Mondy et al (1996) defines recruitment as the process of attracting applicants in the job opening in an organization. Candidates to fill vacancies organization, can come from within the organization (internal source) or from outside the organization (external source). To get quality human resource planning needs to be done right and measurable recruitment system. Simamora (1999) stated that recruitment is a series of activities to locate and lure job applicants with motivation, abilities, skills and knowledge required to cover deficiencies identified in the staffing plan. Furthermore, Downs (1967) said recruitment is very important for the organization, therefore it is rational for each organization to recruit the right. Meanwhile, Kenna (1995) said recruitment is a process of retrieving a group of candidates to fill vacant positions.

The selection process implemented to ensure that recruitment is done by using the merit system. As confirmed by Cole (1937) that the appointment of public servants should use a merit system. Therefore, the selection process begins from the receipt of the application and ends with a decision on the application. As stated Mondy et al (1996), employees can be recruited from qualified employees from within the organization, or from outside the organization (external source). Selection of prospective employees is done to get a high quality employee. The quality of the prospective employee can be fulfilled if the merit system can be implemented. Islamy (2001) said that the merit system should ensure that all people can apply for jobs, but in the end they are the most qualified (the most qualified) to choose and get a job. Recruitment and selection recruitment is an important activity in the field of resource management personnel.

The application of the merit system compatibility between the skills possessed by an employee of the office entrusted to him, including the level of formal education, non-formal education, technical education and training, work experience level, and the level of mastery of tasks and jobs. While the factors that affect the application of the merit system of promotion policy includes regulatory, external control and the commitment.

Recruitment model is based on merit, competence, expertise and experience of the candidate and thereby spoil the type of recruitment system can be eliminated. By applying the type of merit system, employees who pass the selection guaranteed to have a good quality that can support more optimal performance for the bureaucracy in the future. Furthermore, to achieve this goal, there are also some things that need to be considered in order to reform the bureaucracy, among others: First, Transparency. In the middle of the swift currents of public demand for the establishment of good governance, the principles of openness should also add a mechanism of recruitment candidates for Civil Servants. This was done in an effort to create a bureaucratic performance that is open and transparent in conveying accurate information to the public about the selection mechanism. Second, public accountability. Selection of Candidates for Civil Servants acceptance is closely related to the public interest, so the entire action, behavior and activity as well as any policy in the bureaucracy should also be accountable to the public. Instead, people should be more proactive to perform the control functions of the bureaucracy so that all duties and responsibilities are carried out by bureaucrats both administratively and functionally oriented commitments and alignments for the public interest. Third, professional service. Quality services to the public bureaucracy very influenced by various factors such as: quality of leadership within the bureaucracy, its service procedures must be efficient, simple, easy to reach at all levels of society, precise, clear and safe.

In addition, to further optimize its services to the public, particularly in relation to the recruitment of candidates for Civil Servants, the position should be neutral as a bureaucratic government machinery that perform administrative tasks and operations proportional, rational, objective. This is important as part of efforts to prevent various forms of intervention and conflict of interest between individuals or groups that could lead to bureaucracy cannot work effectively, professional and independent.

Nowadays the concept of "merit system" being implemented in the hope of bureaucracy will be more professional and more neutral because it is supported by appropriate personnel with expertise and have high competence. By invoking the merit of this system will bring the development of national and state towards the better.

III. Methodology

Research approach

This study uses qualitative research is a research that seeks to observe a particular phenomenon or problem in depth in the context of a particular environment. The phenomenon in question is candidate recruitment system for civil servants in Local Government Personnel Board Malang Indonesia".

Based on the research problem has been formulated, the main focus of the study includes the recruitment system, the implementation of recruitment system and identify the factors that influence. In accordance with the research objectives, the type of data associated with the recruitment system of civil service candidates include (1). data from informants such as; Head and secretary of the local civil service agencies that deal with procurement officials and interviews with other relevant informants. Secondary data such as the Law, Government Regulation, Presidential Decree, the Minister and the publication in the mass media.

In analyzing the data of this study refers to the theory of Interactive Milles and Huberman (1992). Qualitative data analysis is done interactively and lasted continuously until completion. Interactive data analysis includes the following steps (1) Data reduction is the process of simplification of the data in a way sort through, categorize, directing choose the data corresponding principal focus of research. (2) Presentation of data is an important second groove of the data analysis activities. Presentation of data is a set of data / information that has been arranged which gives the possibility of drawing conclusions and taking action. Lam presentation of research data in the form of frequency tables, diagrams and charts as well as narrative. (3) a conclusion or verification is based on the results of data reduction and presentation of the data obtained at each stage.

Validity of Data

There are four criteria used for to check the validity of the data. (1) the degree of confidence in the observational studies were conducted through continuous, sustainable and continuous so that researchers can see the phenomenon more closely, and more in-depth detail about the prospective employee recruitment system. (2) transferability is used to see to what extent the results of this study can be used in certain contexts and situations. (3) dependability is the criteria for judging whether or not the quality of research. The way to establish that the research process can be maintained by performing internal and external audits. (4) Confirm ability is the criteria for assessing the quality of research results.

IV. Results

Problematic recruitment of candidates for Civil Servants in Indonesia is an external force that drives the political interference in the recruitment process. This is due to the bureaucracy in Indonesia is still not completely separated by politics. The desire of certain parties (e.g. political parties) to make the bureaucracy as a political machine influence reform efforts in recruiting candidates for Civil Servants (Prasojo.2006). Associated with the reform of the bureaucracy, political party commitment to promote a change in the recruitment process will result in improved recruitment process candidates for Civil Servants in Indonesia. Implementation merit system in the civil service recruitment is very suitable candidate. Merit system is intended to reduce collusion that often occur in any recruitment event.

Merit system in the process of recruitment and implementation of civil service candidates can be held properly if there is political will from the government as the organizer of recruitment. Political interest that allows the corrupt practices should be avoided in order to produce civil servants who have integrity, credibility and competency.

The economic aspects very important in encourage the process of recruitment and implementation of system changes. It is related to the financing needs of the recruitment process. Public expectation that government can make the recruitment process in a professional and responsible need support infrastructure including systems and procedures better.

Discourse recruitment process by using information technology requires a large investment and human resource readiness.

Research findings for factors in habiting recruitment process and implementation is political intervention. This political intervention occurs in a "hidden mechanism" performed by actors who are involved in the recruitment process. Pragasam (2004) saying that in principle recruitment is fundamental to creating a relationship between the applicant with an opportunity. This is in accordance with the recruitment function is to get as many applicants that the organization has wide opportunity to determine the choice of candidates for employment are considered to meet the qualification standards organization. Meanwhile, by Gatewood and Feild (2001) suggested that the purpose of recruitment, among others, are as follows. Firstly, increasing the number of applicants at a realistic cost. Secondly, social and legal obligations associated with the organization of the demographic composition of the labor force. Thirdly, to help increase the level of the success of the selection process by reducing the percentage of applicants who are not qualified.

In the recruitment process, the quality of the participants, the media used, and the weight of the loaded information into a very important factor and determines the success of the recruitment process. Adler (2004) suggested that the implementation of good recruitment would at least reduce the level of turnover and encourage organizational effectiveness and job satisfaction.

Merit system that emphasizes the competency to work and refuse patronage associated with political connections and loyalty. Merit system offers continuity and stability in staffing while allowing the executive patronage choose a loyal subordinate (Gordon, 1982, Kamoche, 1994). Further by Ito (2002) explained that the merit system is the underlying principles of universal reform model, which is based on equality and quality. Means, opportunities to apply for jobs open as possible so as to enable all people can apply, but only the best are selected.

V. Summary

Recruitment is based on merits defined as neutrality, equality, fairness, and competence. In the international context of justice and equality are seen as the main legal basis of recruitment. Selection of employees in countries that have developed in applying the general merit system and avoid unnecessary political influence. Improving the quality of employees based on merit includes many aspects which the selection is competitive, unilateral dismissal protection, the protection of political neutrality, as well as the establishment of an independent employment agency (Shepherd, 2003). Thus, the main measure of recruitment and selection is based on merit system of appointment of candidates who meet the criteria of effectiveness and efficiency in providing services to the community, without ignoring the employee ethics.

In order to fulfill the basic principle of the merit system, the requirements set forth in the recruitment and selection is usually quite tight which includes general requirements, skills, talents, temperament, character, motivation and morale. In addition, employees also formulated standards of competence, conduct, and moral responsibility with regard to the authority of, as well as its position as the employees who serve the public. However, implementing merit-based recruitment is not easy difficulty is faced by both developed and developing countries.

The tendency of the implementation of recruitment and selection that occurs only directed attention to the selection in order to obtain the best candidate among the applicants, not geared to attract the best in the labor market to participate as applicants. Therefore, it needs a strategy to attract high caliber applicants by offering competitive remuneration which includes salary, benefits and career paths.

The issue of recruitment and selection actually covers two major issues are how to attract people who want to have the ability to apply and then make the appropriate selection, open, and fair so that only qualified applicants that can be accepted as an employee. To ensure the implementation of the merit system, the governments should include recruitment and selection criteria are firmly and then put it in the legislation in the field of personnel.

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