

## **CHAPTER I**

### **PRELIMINARY**

#### **1. Background**

The bureaucracy is a government organizational system where there is a set of binding and legal rules and has regulations for bureaucrats who are elected and join the organizational structure. The bureaucracy itself is used as a tool in government functions, one of which is as public service. The usefulness of the bureaucracy in public services is to make it easier for the community to take care of all the needs of state administration demanded by the government with full responsibility, politeness, speed, and responsiveness from the bureaucrats. The work system in the bureaucracy has legal rules, so that bureaucrats cannot act based on personal desires, but are required to comply with all applicable regulations. As for the law that regulates bureaucrats, namely Law Number 25 of 2009 concerning public services, bureaucrats are expected to be able to carry out their state duties as fully as possible and be aware of the responsibility that has been given by the government to implement good quality services in front of the community.

The improvement of the quality of government has not been matched with the accountability of the government as a provider of services public. This led to increasingly widespread pathologies and inherent in contemporary government. The fact that happened in the field shows the various kinds of dissatisfaction in

the middle of society and also resulted in ambivalence towards the government in the society. The success of the government in giving satisfaction to the community depends on the quality of the human resources of the government.

Indonesia is a country that has a problem in the field of management source power of the man who often becomes the spotlight of the public primarily on the performance of bureaucrats in the running duties. According to Islamy cited in (Usman, 2011), the services were supplied by bureaucrats are very rigid, a narrow vision, the mastery of the administrative engineering that is not adequate, as well as units of the bureaucratic public, are not facilitated sufficiently. The problem continues until now and does not decrease significantly. The common habit is in the negligence of the civil servant and human resources incorporated in the organization of government does not work optimally, also the misuse of personal benefits and public services provided is not satisfactory for the community.

Seeing the condition of the Indonesian bureaucracy which is on the verge of being under the leadership of the government, it must begin to improve in response to the deteriorating quality condition of the bureaucrats by moving towards more real changes to improve all aspects of the government system. To accelerate good governance, it is necessary to carry out bureaucratic reform.

The spirit of bureaucratic reform has been raised by the Indonesian government in the Grand Design of Bureaucratic reform to be equal to world-class bureaucracies. This is stated in Presidential Regulation Number 81 of 2010

concerning the Grand Design of Bureaucratic Reform 2010-2025 which explains that the hopes after the Grand Design are: (a) the creation of a government that is free from corruption, collusion, and nepotism, (b) improving service quality the public, (c) strengthening the capacity and accountability of the performance of the bureaucracy and (d) the creation of professional human resources through a recruitment and promotion system by paying attention to aspects such as competence, transparency, and encouragement of mobility of the apparatus both regional, central and regional with the central as well as getting a salary along with welfare security.

Role of Human Resources (HR) for organizations, both private and public have a very strategic position. The success of an organization is greatly determined by the quality of the people who work in organizations. Management of Human Resources should not only be done by administrative but the more important also is how an organization will be able to develop the potential of human resources so that they become more potential and qualified. The fact it demands that every organization requires their human resources has the competence field and high performing. The performance of employees in the completion of the work is the key to productivity because the performance is a result of an employee who is supported by the other source power and are collectively together which will bring the results of the end for the organization. Meanwhile, competence is the authority for each individual to perform tasks according to their role in the organization that is relevant to their skills, expertise, knowledge, and abilities. It is the management of human resources with the

pattern of development of human resources based on competency that should be done to provide a successful organization. The organization of the public HR role is the apparatus state, namely Civil Servant (PNS) who work in various agencies of government.

Employees have a very important role and position in carrying out government functions. The importance of employees is as a means government associated filling the post of government, which is filled by Civil Servant (PNS). To achieve the goal of national in a government takes the civil servant as an element of the apparatus of State, servant of the State and the man of the people who are full of loyalty and obedience to the Pancasila, UUD 1945, State and Government as well as the conscious to bear responsibility in carrying out the task. The position and role of PNS in every organization rule are decisive because they are the backs bone of government in implementing nationwide development.

Law Number 5 the Year 2014 about State Civil Apparatus (ASN) in Article 1 paragraph (1), (2) and (3) states that the Apparatus of Civil State hereinafter abbreviated as ASN is a profession for employees of state civil and employees of the government with the agreement of work that works on government agencies. State Civil Apparatus hereinafter referred to ASN is an Civil Servant (PNS) and employees of the government with the agreement of work which was appointed by the official builder of personnel and assigned tasks in an office administration or entrusted with the task of countries and paid based on the rules and regulations. The civil servant is hereinafter referred to as state civil apparatus

in Indonesia which fulfills the specified requirements, to occupy positions of government.

In the contents of the ASN Law, employee performance has been regulated based on a merit system that is implemented for every civil servant in the central government and the regions. The merit system is a system of performance-based competence, professionalism, are open and provide opportunity and support to every employee to develop the achievements of the best for the organization. It is a manifestation of the changes to every employee to create productivity and competence as a basic merit system which means each individual are assessed based on prowess, ability, authority or competence, capability, and agility.

The legislation is also the government undertaken reform to improve some aspects of them; independence and neutrality, competence, performance/productivity of work, integrity, prosperity, quality of service to the public, oversight, and accountability. This improvement is certainly to be the basis for changing the pathologies that existed during this time. Civil Servant is present as a means of driving the wheels of government.

The merit system is supporting the implementation of governance corporate, which is good in various aspects, one of which about structural appointment positions. In accordance with is Article 1 paragraph 22 that the system of merit is a system that is implemented based on qualifications, competence, and performance in a fair and reasonable way without distinguishing background behind politics, race, the color of skin, religion,

origins, types of sex, the status of marriage, age, or a disability condition. To support the implementation of professional structural positions, it is necessary to apply aspects of competence, qualifications, work performance, fairness, and transparency in ASN management.

In the run function of government, it is necessary to have quality of the source of Civil Servant, so that the function of government runs effectively to facilitate the implementation of the functions of government that the government can be raised directly to those who have worked in agencies that support the interests of nations. Rapture is a process to put someone in a position or a place that is better or the same as the position earlier. Appointment of structural officers is the activities to put Civil servant in particular office, to consider rational – academic method. Appointment of PNS in positions of structural amongst others intended to foster their career in positions of structural and rank following the requirements that are set in the regulation.

For the sake of realizing the government which are good and clean then it is required apparatus who are professional in running duties as a steward of the public. The professionalism of employees will be formed if the implementation of the recruitment of employees is based on competence, which could result in employees who have the capacity and good quality. To realize the source of apparatus who is qualified then required management personnel. Act Number 5 the Year 2014 About the Reform of Civil, stated that employees management of state civil directed to ensure the implementation of the task of governance and development effectively and successfully.

Public services and the organization of governance is a function of various factors. Factors that affect the service of the public and the implementation of government among others are institutional, process monitoring, and accountability. Important factors that can be leverage in the repair service of the public is the issue of the state staffing.

As seen throughout history, the position and role of the State Civil Apparatus (ASN) are important and decisive because ASN is an element of the state apparatus to organize governance and development in an effort to achieve national goals. Therefore, to get officers who have the dedication and the results of the work that is optimal, then it should be done consideration and selection which are rigorous for the candidates of state civil apparatus.

According to (Sakir, 2017), the placement of employees, promotion, transfer, development, and evaluation, also did not escape the pressure of conflict of interest. To get a position and a growing opportunity an employee is faced with an unprofessionally contested opportunity. Cutting process by way of illegal so a person can obtain a forefront chance now be a thing that is prevalent in the bureaucracy.

The regional head has the authority to be able to intervene in the bureaucracy so that the bureaucracy can become a political instrument (Sakir, 2017). On the other hand, administrative staff need guarantees for their status and careers who do not want to be intervened. Administration always wants to be autonomous from politics, while political officials always want to control.

Official politics decision to do the circulation in the structure of government is with the excuse to facilitate to organize a government. Office appointment has been on set in Regulation No. 100 year 2000 and Government Regulation number 23 the Year 2013 concerning the appointment of employees of foreign civilians in positions of structural as the cornerstone of the implementation of the terms of appointment of officials state civilian that will able to bring a change in the body bureaucracy of government.

The structure of government that uses the merit system mechanism is assumed to be spawned competent officials, thus giving impact positively on the performance of the organization. Government attempts are expected to be a step solution to reform the bureaucracy that has been stigmatized negatively by the society. In the process of election of officials of the apparatus of the civil state, the government mix and match between the competences of the prospective officials who applied for the vacancy positions. The results of this course will result to officials of the government who are competent, professional, and accountable, and increase the performance or productivity of an organization.

Position structurally are positions that reflect the duties, responsibilities, rights, and authority as an officer or employee in the lead of a structural organization of the state (Dewi, 2017). Someone who wants to have a position in the office of the structure must-own Civil servant status which is backed by qualifications and level of education that has been determined to be the position of employees following the positions that will be selected. For the sake of



optimizing the performance of the bureaucracy than the auction office into step best to move the wheels of government which are more integrity.

Structural positions themselves often lack human resources even though structural positions are leaders for employees in carrying out tasks to be more targeted, because the auction office is required to obtain official who in accordance with the level positions structurally by referring to the mechanism of the merit system.

Klaten is one of the districts that hold a position auction to fill vacancies in the local government of Klaten regency. Position auctions that are carried out apply a merit system mechanism so that whoever holds a position can be accountable for the position they have. The government area district of Klaten expresses his hope that the merit system is capable of creating an apparatus who are professional in the improvement of services.

Based on the website's official (Regional Staffing Agency Kab. Klaten, 2016), Surti Hartini, SH.CN as Chief Agency Officer of Regions (BKD) Klaten explained that the auction office was aimed for employees of a domestic civilian who is in the region of Klaten through some system of stages such as, administrative selection, interviews, and competency tests. This system is a system implemented in the government in Klaten. The government of Klaten will filter apparatus who joins the auction office selection. Some positions were being tendered in the year 2018 including:

1. Head of Health Service

2. Head of Department of Agriculture, Food Security, and Fisheries
3. Head of One Door Integrated Investment and Service Department
4. Head of Regional Financial Management Agency
5. Head of Social Service, Women 's Empowerment, Child Protection, and Family Planning
6. Head of the Communication and Informatics Department
7. Head of the Department of Environment of Life

Implementation of structural filling of the auction model of office in Klaten district be the case that is interesting to observe because In 2017, Klaten Regent was entangled in a bribery case for the auction of civil servants of the Klaten Regency Government. So that researchers are interested in researching the mechanism of auction of positions after the bribery case of the auction of the position. Open merit selection own procedures separately in each region based on the laws that apply. In addition, the auction office applied ASN -based system of merit needs to be reviewed if either it is running or experiencing obstacles in its implementation. Thus, the researcher is interested to research the "MECHANISM FOR AUCTION OF CIVIL SERVANT BASED ON THE MERIT SYSTEM IN KLATEN REGENCY"

## **2. Research Question**

From the description of the background above, the research question is how is the auction mechanism of civil servants based on the merit system in Klaten Regency 2018?

## **3. Purpose of Research**

The purpose of this research is to find out the mechanism for auctioning positions of civil servants based on the merit system in Klaten Regency.

## **4. Benefit of Research**

### a. Theoretical

The study is expected to add and expand the horizons of science, especially for the academic who wants to look for material references on the application of the system for structural officials particularly in the district of Klaten.

### b. Practical

This research is expected to become input and evaluation material for the Regional Government in the technical implementation of the merit system for structural officials, especially in Klaten Regency to realize a professional state civil servant.

## **5. Literature Review**

Previous research is a collection of research and the results are attached for publication reasons as well as references in the academic field. On the table below, the author attaches some research beforehand associated with the topic

that will be discussed in the thesis. This previous research also become a reference for the author in conducting research.

**Table 1.1 Literature Review**

No.	Title of Previous Researcher and Year of Issuance	Previous Researchers' Results
1	Analysis Implementation of Policy Reform of Civil State in Title Structural in Government District of Bone (Sakir, 2017)	Implementation of the Policy for the appointment of State Civil Servants in Bone Regency has referred to PP No. 100 the Year 2000 and Law number 5 the Year 2014 about ASN and the implementation of the removal of the office in the District of Bone implemented appropriate mechanisms that have been in charge in the standard operating procedures.
2	Placement of State Civil Apparatus (ASN) in Structural Position at the Department of Social. Kep. Talaud (Laloma, 2019)	There are several factors in the placement of the apparatus of the civil state (ASN) at structural position in the Department of Social. Kep. Talaud. One of them is a factor of education. It is one of the starting measure to put an Apparatus Civil State (ASN) at positions structural in the Department of Social. The employee minimum should be title undergraduate or Strata 1 (S1).
3	Analysis of Role of Officials of Trustees Personnel and officials that authorities in the Development of ASN Agencies Government (Study: North Lampung, Cilegon, and Kediri) (Rakhmawanto, 2015)	There is a difference that is obvious in the coaching ASN, the role of Acting Trustees Personnel and official authorities. System Development of ASN carried

		<p>Officials of Trustees Personnel and Officials authorities each have different roles, duties, functions, and responsibilities in charge. Role of Officials of Trustees Personnel associated with the problems of policy (regulation), whereas the role of Officer the Authority relating to the level of technical (implementation). Officials of Trustees Personnel has a role of authority set the appointment, placement and dismissal of ASN.</p>
4	<p>Implementation of the Merit System in the ASN Law, the Authority of KASN and Analysis of the Legislation affecting the Authority of KASN (WAWANUDIN &amp; SUDARNO, 2018)</p>	<p>The JPT Open Selection process is protracted. It can result in boredom and uncertainty for the selected participants, as well as the potential to create moral hazard. It need approach to bridging, in particular, the fate of K2 and Honda. Although the Act of ASN has split the management to the Management Employees of State Civil (PNS) and Management Employees Government with the Treaty Work (first aid). The fate of about 438.593 people also need to be considered and the discourse on the revision of the ASN Act is not the only way.</p>
5	<p>Merit System and Bureaucratic Politics in the Era of Regional Autonomy (Nurprojo, 2014)</p>	<p>The government is needed to undertake the implementation of the rules of the firm to overcome the problems of the development of human resources apparatus in the area. The implementation of comprehensive supervision and sanctions to the creation of a bureaucracy that is ideal and professional is important to be</p>

		performed. Things have to be started from the bureaucratic center and then continued in the area.
6	The Existence of Structural Position Filling Policies in the Framework of Apparatus Human Resource Development on a Merit basis (Sudrajat, 2014)	The bureaucratization process during the New Order era applied many bad practices, resulting in taboos and challenges to bureaucratization. Regarding this matter ASN Act is a product of law that has the feel of the establishment which is influenced by the interests to change the paradigm of legal personnel in a good direction. Significantly, the poor bureaucracy is very influenced by the quality of personnel country. The reason is aspects of the dynamics within the bureaucracy holds the role is important in all aspects of the service of the public and the organization of government. The role of government, the private and the public should have been integrated into the interest and commitment to tackle the problems of bureaucracy.
7	Analysis of the Process of Promotion of the Position of State Civil Apparatus Case Study: The Process of Promotion of a Second Echelon Structural Position in the Regional Government of Yogyakarta in 2014(Atmojo, 2014)	Implementation of the promotion positions in the surroundings Government Region of Yogyakarta has several stages, the selection of administration, the fit and proper test, the fact integrity, and evaluation every 6 months. The purpose of the promotion positions with new innovation is to get employees who are competent and professional so that the placement of employees following the competence and fields. It can

		run because of their commitment and support from the head of the region to realize the servants of domestic civilian who are competent and professional.
8	Politicization Officials Structural Echelon II at the Environment Secretariat of the Regional District Muna Southeast Sulawesi(Wahiyuddin, 2014)	The implementation of government within the Regional Secretariat of Muna Regency has not run optimally. This is because of the weak control of the institutions related to both the level of the province and the center, including the supervision of the Agency for Employment (BKN), Non-Governmental Organizations (NGOs), community and internal Civil servant on the enactment of Law No. 32 the Year 2004 concerning Regional Government and Law Number 43 of 1999 concerning Personnel Principles in terms of politicizing the bureaucracy.
9	Application of the Merit System in Open Recruitment for the Promotion of ASN High Leaders (A Critical Thought Analysis)(Daniarsyah, 2017)	The State Civil Apparatus will perform highly if the merit system is consistent in implementing ASN management practices. Implementation of the system of merit in the open selection has the consequence of another obligation of making the standard of competence positions that accommodate the potential for developing both in the field of soft competence and hard competence that is renewable.
10	Application of the Merit System in Open Recruitment for the Promotion of ASN High Leaders (A Critical Thought Analysis) (Tamarengki, Liando, & Kumayas, 2019)	The implementation of the Merit System within the scope of the Talaud Regency Government is carried out based on the work

		<p>performance, income, career, and training of employees who will be promoted to certain positions. In implementing the merit system, BKD has followed and obeyed and made applicable laws and norms. BKD also has several requirements that must be met in the context of activities, including work experience and education.</p>
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Source: Processed by Researcher

Based on some reviews literature studies which have been described above, the difference is Klaten very interesting place to conduct because in Klaten the political influence is very strong for the beraucracy. Other differences are the focus of research in which the previous research do not too refer to the application of the merit system for officials of structural echelon II but on the quality of service after the recruitment is open, the implementation of filling positions for the device villages, ASN planning recruitment, the implementation of the principle of professionalism in the appointment of structural officers, auction of office in a review of good governance, the auction office in the perspective of jurisprudence, and filling positions of echelon III. The explanation that can be concluded that the studies have differences in both of the terms of theme and location so as not equal exactly to this study. The implementation of the Merit System within the scope of the Talaud Regency Government is carried out based on the work performance, income, career, and training of employees who will be promoted to certain positions and in implementing the merit system, BKD has followed and obeyed and made applicable laws and norms. BKD also



has several requirements that must be met in the context of activities, including work experience and education.

## **6. Basic Theory Framework**

Basic theory framework is the part that consists of a description that explains the variables and relationships between variables based on the concept of the definition and it puts forward a theory which becomes the reference for the research that will be done.

### **6.1 Job Auction / Open Selection**

Human resource management (HR) is an effort or method for how to manage existing human resources in an organization. According to Dressler in (Kalangi, 2015), strategic human resource (HR) management is to link human resource management to strategic roles and objectives in order to improve business performance and develop organizational culture and encourage innovation and flexibility. Furthermore, Malayu Hasibuan in (Atmojo, 2014) explained that human resource management is an art or science to realize the goals of society, employees, and companies by regulating the relationships and roles of labor to be efficient and effective.

Things that must be considered in the procurement of human resources according to (Priyono, 2010) are as follows:

- a. Forecasting the needs of workers
- b. Withdrawal
- c. Selection

#### d. Placement

Moreover, the auction office which is part of the management of HR procurement doing open selection aims to fill specified office. By officials who are competent it will be able to improve the performance of an organization that is more effective and efficient to realize interests workers who should be able to meet the needs of the community.

The selection is open and the auction office is how to assign an employee who will fill the specified positions. Furthermore, according to Teguh in (Nasution, 2018), the selection is a process in which there are certain stages which are followed by the most suitable group of applicants and meet the requirements to occupy the certain post. According to Noviansyah in (Rafi Yahya & Mutiarin, 2015) explained that the auction office is an opportunity that is owned by each participant who has the competence to afford to compete be fair one each other. To auction it will create an atmosphere competition that competitive between each auction participant. According to Dewi Shendikasar in (Muh.asnawi, 2016), the auction office could be a solution to reduce the risk of collusion, corruption, and nepotism (KKN) to occur due to the transparency, carried out by people who are neutral with specific indicators and competent regulation.

In the mechanism of appointment of the post of structural listed in Government regulation No. 100 year 2000 On Appointment of Pegawai Negeri Sipil in Structural position Article 5 is as follows:

- a. Status as civil servant
- b. As low as occupying the rank 1 level in the lower level of the specified rank
- c. Have the specified qualifications and education level
- d. All elements of work performance appraisal have had at least good value in the last 2 years
- e. Have the required job competence
- f. Physical and spiritual healthy

Selection of personnel would have to have a guarantee or opportunity that each case is following the opinion of Moscoso and Salgado in (Yudiari & Rahyuda, 2015), that the applicant would be interested to follow the open selection when the organization provides opportunities and is treated fairly. From the case of this, it can be seen that if the applicant is to be treated equally than it certainly will create power competitiveness that will be able to bring out the winner in the selection. Furthermore, another important aspect from the auction office is the disclosure of information to any person to know and participate as well as to take part in the auction office or the open selection. Therefore, the people who have the competence and eventually selected indeed are worthy of all the people who register. Haushknecht et al in (Yudiari &

Rahyuda, 2015) explains that the more information that is disseminated to spread, the process of recruitment and selection will make an organization to be more prioritized by the prospective applicant.

Open selection or job auction can be said to be successful or effective, by calculating several targets. It is in line with what is conveyed by Budiantoro in (Pahlevi, 2013), that the auction office effectively has three objectives, namely:

- a. Accuracy, meaning that in the process of the auction, it should be able to predict the performance of an employee. It is very important because by knowing the performance of the applicants, people can assess or know how good he is in the works.
- b. Justice, meaning that the occasion, which is equal to every applicant who follows the selection. It is very necessary for the existence of justice then later applicants who elected is the right person and deserve to occupy the post or the contrary, if there is cheating then later the results and hope to get employees who are competent and have the capability certainly is not going to be realized.
- c. Confidence, meaning those people who join the selection must have confidence by following the selection, it will give benefits. This means that there is no clarity because the belief that would arise if there is evidence that later if he follows and qualifies, there will be a benefit which would be obtained.

Auction office is one of the renewal mechanisms of the recruitment apparatus of bureaucracy which is transparent, can be accounted for, fair, and participatory concerning looking for someone who right in the right position (Nurwana, 2016). The mechanism of the auction office must exist things such as transparency, the openness of information. According to Krina in (Syam & Bahfiarti, 2016), transparency is a principle that ensures access to information that could be on view by any person associated with the implementation of government start of the process of making policy until the results are achieved. Furthermore, Kim in (Syam & Bahfiarti, 2016) describes the elements that have in transparency as follows: first, Clarity which means easily understood by the citizen. Second, accessibility means the exchange of information in two directions. Third, Integrity, able to explain and add information the public. Fourth, Rational means that there are processes that remain, have a standard, formal, and can be renewed. After transparency has been implemented, another important aspect is accountability. According to Widodo in (Rondonuwu, Lopian, & Kairupan, 2017), accountability is the obligation of organizations working to account for the mission of both success and failure in achieving goals or objectives that have been set. Moreover, the Institute Administration State in (Sa'adah, 2015) describes the indicators that could be used as a measure of accountability include: first, management of the budget that was issued should be accountable. Second, accountability for performance. Third, the intensity of the deviation. Fourth, efforts to follow up deviations.

Auction office not only talks about transparency and accountability alone but also fair. Fair is equality or not any fraud. Dwisvimiar in (Yudiari & Rahyuda, 2015) said that justice is a situation where someone has to get his rights following the laws and norms that apply. This means that justice will be created if the government related to the open selection has been able to run the rule of law and the norms that apply, because it is essentially the laws or regulations created for the moment and obeyed. Justice will be materialized as delivered by Tahsen and Muhammad in (Mahendra & Surya, 2017) that justice organization is when employees feel has been treated following the fair procedures and results. In addition, to be no participatory means that in the auction office they must involve the community or employees of state civil. According to Conyers in (Sagita, 2016), the participation of the public is very important in the development of which involved taking a role or part in the development. This means that with the involvement of society in the open selection then would later be elected employee who is qualified, competent, and have the achievement of work that is good in filling positions in terms of these structural positions.

The previous explanation can be drawn to the conclusion that the mechanism of open selection is important. The fourth element have linkages of each other means that they cannot be eliminated, because the open selection or the auction office will be able to realize the results to select employee who is required by organizations.

The positive side of the job auction according to Drs. Mahmud Sharif Nasution, M. AP in (<https://sumut2.kemenag.go.id>) is firstly, PNS, or ASNs who will elect has the competence and professionalism of that accordance with his position. Secondly, it will realize a process of competition that is healthy or positive which will encourage the spirit to continually improve the capabilities, quality work performance, and so forth. Thirdly, avoid intervening or interfering hands of the various parties that aims to put the person in the position of specified office. Fourth, open opportunities for each ASN to improve the career they are following and their capabilities by using a system of merit (merit system). Fifth, people will be able to see and assess whether the performance of the service of the public will be getting better or not.

## **6.2 Merit Sistem**

Merit is derived from the language of English who has a sense of service, benefits, and achievements, or can be interpreted as things that should be appreciated. Meanwhile, system can be defined as a combination of several factors that related to each other if one of the factors change will affect changes in other factors. Thus, the simple concept of the merit system is a system of payment that linking remuneration with the achievement of employment of employees. A system of merit is a system of remuneration that is rational and oriented to the creation of a sense of justice so that earnings are given to employees will be associated with the performance of employees as individuals. The purpose of the application

of the merit system is to create an environment of work that is fair, competitive, balance with the environment, to improve the productivity of the work of employees and will reflect on the improvement of the performance of an institution. The compensation which is granted to employees will be calculated based on the multiplication of the results of the assessment of the performance of each employee.

The system is based on employee's prowess in efforts to lift and put in specified the positions. The system is more to be objective because the basic consideration of skills that are rated as an objective of the employees are concerned.

It is shown that the merit system has many interests, but the interests are merged into one to achieve and walk synergistic. If there is deviation from the procedures that have been set then the likely great goal will be failed to achieve. The most preferred in the merit system, namely the achievement of work that looks at the ability of an employee to work in an organization where he should be skilled in improving the effectiveness of its work and has a behavior that the environment work with so there is an appreciation for the employees thanks to the results of his work and this applies to all categories both the senior and junior.

Kartono in (Baharuddin & Djabbar, 2014) explains that the merit system is a reaction to the spoil system, nepotism, and the patronage system. Placing someone in a position of office in the concept of the



system of merit should be based on several aspects such as education, abilities/skills, the experience of working which is owned as well as behavior that is either as a consideration in the assessment objective.

According to Law no. 5 year 2014 Article 1 number 22 the system of merit is the policy and management of ASNs based on qualifications, competence, and performance as fair and reasonable without distinguishing background behind politics, race, the color of skin, religion, origin, type of sex, the status of marriage, age or a disability condition.

Merit system is a step to choose the person who able to occupy a position of office with the ability of the best as the starting measure of the merit system is not located on the influence of politics, religion, the standard of life socially, line of descent, the type of sex and property wealth, but by the quality of performance who applied for this in the running duties. System of merit is also a concept that inside there is a foundation that is very complete and support in improving the spirit of the performance of the bureaucracy, a foundation that includes clarity of qualification, competence performance, and justice are sustainable. Through a system of merit, bureaucracy is managed by the maximum that can be the institution that is competent to deal with the various problems of the public and the interests of the public.

In practice, the merit system is not always able to be applied as expected. Several things can hinder the application of the merit system

including Nepotism and Patronage; discrimination against ethnic, race gender, and personal factors that are not relevant; and wrong interpretation to merit system in which the question "able to do the job" only be interpreted as selectors can appoint people who have skills lacking only to support the person who is far more adept previously (McCourt, 2007: 8).

The factors that hinder the implementation of the merit system are also proposed by Setyowati (2014: 145), namely 3 factors that hinder the implementation of the merit system in the recruitment and selection of CPNS. The first is the bottleneck administrative or where the case is related to not harmonization between the framework of the implementation of the recruitment and selection of employees. The second thing is that there are indications of KKN (Corruption, Collusion, and Nepotism) carried out by bureaucratic elements. As for the third, namely things technical, which in the case of this related to the limited ability of the source of the power apparatus in a running sole responsibility on the granted job and the lack of facilities and infrastructure in the process of recruitment and employees selection.

### **6.2.1 The concept of Primary High Office charging in Open Based System Merit**

Act No. 5 the Year 2014 on Reform of Civil State among other mandates that filling the post of leader of high principal and associate in ministry, secretarial countries agencies, nonstructural

institutions, and region agencies conducted in an open and competitive in the civil service with attention to the requirements of competence, qualifications, rank, education and training, the track record of position, and integrity as well as other requirements following the provisions of laws and regulations carried out at the national level.

As for the filling of the position of primary high leader is carried out openly and competitively among civil servants about the requirements of competency, qualifications, rank, education, and training, a track record of office, and integrity and other position requirements by the provisions of legislation conducted openly and competitively at the national or inter-provincial level in 1 (one) province.

The Grand Design of Bureaucracy Reform were sharpened with a plan of 9 (Nine) Auction Program to Accelerate Bureaucracy Reforms and one of them is the open promotion Program System of civil servants.

Implementation of the system of open promotion is done through filling vacant positions competitively based on a system of merit.

With a system of merit, the implementation of the sale of office based on the policy and management of ASNs is carried out

following the qualifications, competence, and performance in a fair and reasonable way with no distinguishing background behind politics, race, the color of skin, religion, origin, type of sex, status marriage, age, or disability condition.

For this reason, in the context of filling high positions, 9 (nine) principles in the merit system must also be considered, namely:

1. Carry out recruitment, selection, and priority based on open and fair competition.
2. Treat Civil State Apparatus fair and equal.
3. Provide remuneration that is equal to the similar jobs and appreciate high performance.
4. Maintain standards that high for integrity and conduct and concern for the interests of the community.
5. Manage Apparatus Civil State Apparatus effectively and efficiently.
6. Maintain or separate Civil State Apparatus based on the performance result.
7. Provide the opportunity to develop competencies of the Civil State Apparatus.
8. Protect Civil State Apparatus of political influences that do not deserve or is not right.

9. Protect the Civil State Apparatus of laws that are not fair and not open.

Besides, there are 4 ( four ) categories which are prohibited in the implementation of employment, namely discrimination, the practice of recruitment which violates the system of merit, effort conduct reprisals against activities that are protected ( including the blowing whistles/whistleblower), and the violation of the various regulations which are based principle - the principle of the system of merit.

The fourth category means that personnel practice which is prohibited in the system of merit is as follows:

- a. perform acts of discrimination against Civil State Apparatus or candidate Civil State Apparatus based on ethnic, religious, racial, religious, kind of sex, origin area, age, the limitations of the physical status of marriage or affiliation political particular.
- b. request or consider the recommendation of work based on factors besides knowledge or ability that is associated with the job.
- c. impose political activity on someone.
- d. cheat or do the activity intentionally to deter someone who is also from the competition to get a job.

- e. influence people to pull themselves out of the competition in an effort to increase or reduce the prospects for employment of a person.
- f. give preference that is not valid or benefit to a person to increase or reduce the prospects for employment from a prospective Civil State Apparatus.
- g. do practice nepotism, among others contracted, promote and support the appointment or promotion of relatives.
- h. carry out reprisals against Blower Whistle (whistleblower).
- i. take or fail to take action against the Civil State Apparatus or Prospective Civil State Apparatus filed an appeal, complaint, or grievance with or without giving information that led to a person in violation of the rules.
- j. do discriminate based on the behavior of someone who is not associated with the job and does not affect the performance of the Civil State Apparatus or Candidate Civil State Apparatus.
- k. take or fail to take action to Civil State Apparatus when taking or failing to take action that would violate the law or the rules of others that relate directly to violations of the principles of the system of merit.

1. implement or enforce closed/less open policies and decisions that is associated with the rights of the whistle/whistleblower.

In connection with the provisions as mentioned above, in order to better ensure the official/leader meets the competence of positions that required by the office it needs to set the system how to fill the post of leader in an open system of merit, by considering the continuity of the civil servants career who are concerned.

The goal is the implementation of the selection of candidates for the primary, intermediate, and high officer which are transparent, objective, competitive, and accountable.

Targets who want to fill the post of leader by an open system of merit is the election of candidates for the of primary, intermediate and high officer in centers and region government institutions in accordance with the competence that is required and the system of merit.

### **6.2.2 Procedure for Filling Primary High Office in Open Based Merit System**

The stages carried out on the stages of filling the post of leader by an open system of merit are as follows:

- a. Preparation

1. Establishment of the Selection Committee

2. Officials of Trustees Personnel agency area is coordinated with the Minister in the State and the Minister for Administrative Reform of the State and Reform Bureaucracy

3. Preparation and determination of standards competency for vacant positions

b. Implementation

1. Announcement of vacancies of office

i. To fill the vacancy post of Chairman published openly, in the form of a circular letter through board announcements, and/or print media, or electronic media (including online media/internet).

ii. The announcement carried most less than 15 (five-fifteen) days of work before the limit of the end of the date of receipt of application.

iii. Announcements are made by way as follows:

I. At the Central Agency

II. The Provincial Government Agency

III. At Regency / City Government Agencies

2. Administrative Selection

3. Competency Selection

4. Final Interview

5. Search (Track Record) of Candidates



6. Selection Results

7. Health and psychology tests

8. Financing

c. Monitoring and evaluation

1. Candidates who have been selected and appointed (inaugurated) must be given a task orientation by the Personnel Development Officer and the competent official for 1 (one) month.
2. Status of employment for the candidate who was elected came from agencies outside the set with the status employed following regulatory legislation than 2 (two) years for the benefit of evaluation of performance.
3. Officials of Trustees Personnel Center and Regions delivering the report execution of open post of leader selection filling to KASN and a copy to:
  - i. Minister for Administrative Reform of the State and Reform Bureaucracy, for Institutions Center.
  - ii. Minister of Home Affairs, and Minister of State Apparatus Empowerment and Bureaucratic Reform, for Regional Institutions.
4. When in the environment of internal agencies, they do not have human resources who meet the requirements

and competence that is required, the agency can also organize open promotional positions for Administrator, Supervisor, or more positions based on the needs of agencies respectively.

5. High-ranking officials who have entered the retirement age limit as of February 1 2014 but were extended due to the enactment of Law No. 5 year 2014 on the State Civil Apparatus can be reassessed in relation to the suitability of competencies and occupied positions.
6. High-ranking officials who has occupied the post of 5 (five) years or more after the enactment of Law No. 5 year 2014 on Reform of Civil State can do vote back related to the suitability of competence and occupied positions.
7. Officials of Trustees Personnel may submit a request to the President to open up opportunities for non PNS, Armed Forces Soldiers, and Police member to follow the open selection and competitive positions of certain appropriate rules and regulations.
8. Supervision of the implementation of open selection for Main, Intermediate, and Primary Leadership Positions before the formation of KASN is carried out by:

- i. Minister for Administrative Reform and Bureaucratic Reform, at the Central Agency.
  - ii. Minister of Home Affairs, at Regional Agencies.
9. Recommendations on the results of the implementation of supervision are submitted to the Personnel Development Officer by:
  - i. Minister for Administrative Reform and Bureaucratic Reform, at the Central Agency
  - ii. Minister of Home Affairs, at Regional Agencies with a copy to the Minister of Administrative Reform and Bureaucratic Reform.
10. Recommendations on the results of supervision as referred to in number 9 are binding.

## **7. Conceptual Definitions**

Conceptual definitions that the researcher uses is as follows:

- a. Job Auction / Open Selection

Auction office / Open Selection is as part of the management of human resources to fill the specified positions to get employees who are competent following what is needed and expected to be able to improve performance and meet the needs of the community.

- b. Merit system

The merit system is one of the standards that pay attention to achievement or competence of an employee and is used in conjunction with the increase in positions and is expected to create an employee that professionals who work following the duties and authorities given.

## 8. Operational Definitions

**Table 1.2 Operational Defenition**

No.	Object	Variable	Indicator
1.	Merit-based ASN Position Auction Mechanism System	a. Preparation	1. Establishment of the Selection Committee  2. Officials of Trustees  Personnel agency area is coordinated by the Minister in the State and the Minister for Administrative Reform of the State and Reform Bureaucracy.  3. Preparation and determination of competency standards for vacant positions
		b. Implementation	1. Announcement of vacancies of office  2. Administrative Selection  3. Competency Selection

		<p>4. Final Interview</p> <p>5. Search (Track Record) of Candidates</p> <p>6. Selection Results</p> <p>7. Health and psychology tests</p> <p>8. Financing</p>
	<p>c. Monitoring dan Evaluation</p>	<p>1. Candidates who have been selected and appointed (inaugurated) must be given a task orientation by the Personnel Development Officer and the competent official for 1 (one) month.</p> <p>2. status of employment for the candidate who was elected came from agencies outside the set with the status employed following regulatory legislation than 2 (two) years for the benefit of evaluation of performance.</p> <p>3. Officials of Trustees Personnel Center and Regions delivering the report of open selection</p>

			<p>execution of filling the post of leader to KASN</p> <p>4. When in the environment of internal agencies are not contained human resources who meet the requirements and competence that is required, the agency can also organize promotional positions that are open for Administrator, Supervisor, or more positions following the needs of agencies respectively.</p> <p>5. High-ranking officials who has entered the boundaries of age pension per 1 February 2014 but was extended due to the enactment of Law - Law Number 5 the Year 2014 on Reform of Civil State can do vote back related to the suitability of competence and occupied positions.</p>
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			<p>6. High-ranking officials who has occupied the post of 5 (five) years or more after the enactment of Law No. 5 the Year 2014 on Reform of Civil State can do vote back related to the suitability of competence and occupied positions.</p> <p>7. Officials of Trustees Personnel may submit a request to the President to open up opportunities for non PNS, Armed Forces soldiers, and Police member to join the open selection and competitive positions of certain appropriate rules and regulations.</p> <p>8. Supervision of the implementation of open selection for Main, Intermediate, and Primary Leadership Positions before the</p>
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			<p>formation of KASN is carried out by:</p> <ol style="list-style-type: none"> <li>a. Minister for Administrative Reform and Bureaucratic Reform, at the Central Agency.</li> <li>b. Minister of Home Affairs, at Regional Agencies.</li> </ol> <p>9. Recommendations on the results of the implementation of supervision are submitted to the Personnel Development Officer.</p> <p>10. Recommendations on the results of supervision as referred to in number 9 are binding.</p>
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Source: Processed by Researcher

## 9. Research Methods

### 9.1 Types of Research

The type of research that is used is a method of qualitative research to see the problems that arise in the study so researcher is looking for a variety of sources to explain and understand the state of the issues that became the major focus for the activities of the research. According to Sugiyono in (Adiguna, 2017), a qualitative research method or commonly



referred to as postpositivism research or having a naturalistic term is research that is used for the condition of an object that is natural. Qualitative research is essentially aimed to determine the incidence or phenomenon that occurs on the subject of research. Research can shape the behavior, activities, implementation, and thought that would be described through writing and speech.

Hamdi dan Bahruddin in (Adiguna, 2017), describe using a type of descriptive research as a method of research that is based on drawing events or phenomena are the latest or at a time and during the past. Descriptive research is made to interpret all the data that is available to reveal the facts that exist in the field without added or subtracted.

## **9.2 Research location**

The location of research is an area that is used by researcher to conduct activities of research. The location must be determined so that the researcher is more focused on the target that has been selected as an object from one place and to facilitate researcher in getting information. The location is in the District of Klaten, Jawa Tengah Province.

## **9.3 Data Analysis Unit**

The unit of analysis in a study can be individuals, groups, or objects, which are related to the subject of research following the focus of the problem. The units of analysis in this study include:

**Table 1.3 Data Analysis Unit**

<b>No.</b>	<b>Agency</b>	<b>Amount</b>
1	Head of BKD Klaten	1
2	Head of Transfer and Promotion	1
3	Baperjakat	1
4	Employees Who Join System Merit	10
5	External Selection Team	1

Source: Processed by Researcher

#### **9.4 Type of Data**

a. Primary data

Primary data is all data obtained from the field either in the form of verbal or words through interviews with respondents who selected to describe the research that is done as the data to gather facts as much as possible Arikunto in (Fazli, 2018). Primary data in this study are:

**Table 1 4 Primary Data**

<b>No.</b>	<b>Primary Data</b>	<b>Data Sources</b>	<b>Data Collection Technique</b>
1	Merit System Based ASN Job	Head of BKD Klaten	Interview

	Auction Mechanism		
2	Merit System Application Process	Head of Transfer and Promotion	Interview
3	Transparency in Merit System	Civil Servant	Interview

*Source:* Processed by Researcher

b. Secondary Data

Data secondary is a collection of data obtained through the study of literature from a variety of documents or media such as books, region regulatory, legislation, journals, and so on. Secondary data in this study include:

**Table 1.5 Secondary Data**

<b>No.</b>	<b>Secondary Data</b>	<b>Source of Data</b>	<b>Data Collection Techniques</b>
1	Employment Data	BKD Kab. Klaten	Documentation
2	Government Agency Performance Accountability Report	BKD Kab. Klaten	Documentation

3	Registration Requirements	BKD Kab. Klaten	Documentation
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*Source:* Processed by Researcher

### 9.5 Data Collection Techniques

The method used in collecting research data were:

a. Interview

An interview is a method of research conducted to participants directly (face to face) or via telephone through question and answer activities to find out more information about the problems. The researcher were doing interview in order to obtain valid and accurate data from trusted sources or parties concerned with the research.

b. Documentation

A documentation is a written from the previous author in the form of a life story, biography, and someone's writing. A documentation is also an activity to collect various data such as books, newspapers, government archives and online news related to research. A documentation not only includes humans but also the reality of nature, events, and social life which are in the spotlight to be used in research. The results of documentation can be in the form of text, images, videos, and archives.

## **9.6 Data Analysis Techniques**

The data analysis technique used by the researcher was the method of Miles and Huberman, namely 3 (three) types of analysis applied as interactive models.

### **a. Data reduction**

Data reduction is a way to process data to be simpler, but clearer and more accurate, so it is easy to be understood. This simplification was done in such a way as to clarify research data without widening everywhere or deviating from the topic.

### **b. Presentation of data**

Data presentation is a pattern that makes it possible to do research conclusions that aim to provide action on research, and to find things that are meaningful for research purposes.

### **c. Drawing conclusions**

Drawing conclusions is an activity to compile and organize all the data that has been studied since the beginning of the study until the end of the study by combining all of these elements into one continuous unit. Various things included in drawing conclusions were records, causes and consequences, statements, and various other data sources that supported the research.