

A Review of Regional Apparatus Recruitment in Indonesian Territorial Reform

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One of the factors that led to the failure of new territorial reform is that the recruitment process apparatus was not in accordance with education and competence. This happened because the recruitment process of the apparatus was limited to meet the needs of territorial reform and the interests of officials, local youth, and families. The process of recruiting regional apparatus was not based on education and grades. Moreover, there was no independence in the carrying out of the selection process. Institutional strengthening and appropriate resource arrangement for territorial reform will have an impact on the performance of new autonomous regions. This study focuses on the recruitment of regional apparatus for territorial reform in Pangandaran Regency, West Java Province, Indonesia. This study is expected to reveal the problems and solutions for the process of recruiting regional apparatus in Pangandaran Regency, West Java Province, Indonesia. It is expected that the regional apparatus in the territorial reform can advance the region to become progressive, prosperous, independent, and optimal in public service.

Key words: *Reform-Regional Apparatus Recruitment-Independence.*

Introduction

Negative implications from a number of parties conclude that the implementation of territorial reform failed because it did not address the problem of welfare and community service improvement. Territorial reform was carried out without careful planning as to religious backgrounds and ethnic elements. It tended to be subjective and filled with the interests of the elites. In general, the problem of territorial reform in Indonesia lies with the performance of regional institutions that is not in accordance with the new paradigm of good governance. This includes the unfamiliarity of territorial reform in making the vision, mission, main tasks, and regional organization, work optimally. Whereas, an important factor in a new autonomous region is the quality of the regional bureaucratic apparatus.

In the context of regional apparatus placement, one thing that needs to be taken into account is the provision of professional and technical personnel. Efforts need to be taken to include proper training, suitable salaries/wages allocation, precise setting of work conditions and environment, and good recruitment systems. In relation to institutional strengthening, the focus is on the management system, so as to improve the performance of the existing functions, tasks, and microstructure arrangement. It is essential to organize the incentive system and existing personnel while also managing the leadership, communication, and managerial structures. In institutional strengthening, the changes in existing systems and institutions, as well as the influence of macrostructures, need to be taken into consideration. In this case, the activities that are recommended to be carried out are: changing the rules of the game from the existing economic and political system, changing the policies and regulation, and reforming the institutional system (Grindle, 1997).

In strengthening the regional apparatus to be a key dimension of government bureaucracy, the approach is more towards direct action and utilization in changing the mindset in the workplace, taking new policies, and in carrying out the duties and responsibilities for the advancement of territorial reform.

From previous studies, the problems of territorial reform related to regional apparatus are obtained as follows:

1. The quantity and quality of regional apparatus are far from achieving expectations in terms of education, experience, and performance. Besides that, the placement of officials and employees is not in accordance with their competencies.
2. The area has some limitations in making the vision, mission, main tasks, and regional institutions, work optimally. Whereas, one important factor in a new autonomous region is the strong bureaucracy and regional institutions.

3. Regional readiness, in carrying out autonomy, shows that the performance of most territorial reforms tend to be poor. It also reveals local conflicts and corruption in the area. Based on the data, only 20% of regions were successful, while 80% were less successful and caused many problems (The Ministry of Internal Affairs of the Republic of Indonesia, 2014).

In this context, the problems above need to be considered through studies, to show that the arrangement of regional apparatus is an important factor in the recruitment process. Therefore, a good government can be run, and it can be a means of service to the welfare of society, as well as for the improvement of the new region.

Research Method

Data Sources

Primarily, the data consisted of the results of direct observations at the research location, including: the reports on regional performance, the reports from the Central Bureau of Statistics (*Badan Pusat Statistik*, abbreviated as BPS) on each Regional Government Agency (*Satuan Kerja Perangkat Daerah*, abbreviated as SKPD), the decree of the Ministry of Home Affairs and the Governor regarding the decree of the Regent, the decree of the Regent (*Surat Keputusan*, abbreviated as SK) on the determination and arrangement of SKPD, the decree on echelon regulation, the decree on SKPD determination, the decree concerning employee placement, and the decree on regional structure.

The secondary data consisted of the results of direct interviews with some informants, (participants) such as, the Regent, Secretary, Expedition Presidents, Head of SKPD, several representatives of relevant officials, Community Leaders, Academics, NGOs, and citizens. Lastly, another source of data came from district archives, district conditions before and after the regional division, the district's original documents, and other data related to the research problem.

Research Scope

The scope of this study was Pangandaran Regency, West Java Province. Pangandaran was chosen as the study site due to the wide region of Ciamis (Reported by Bappeda or Development Planning Agency at Sub-National Level, 2017).

Data Collection Method

The data was collected by applying semi-structured interviews, such as, community participation observation (participant observation), document review based on data sources and types, field reviews with a direct observation regarding the research issues, and social interactions. The words were arranged by comparing written sources (documents), field notes, maps, and statistical data. Furthermore, the collected data will be processed through these following: (1) preparing the units, (2) determining the categories of the obtained data, and (3) arranging the data in respective categories.

Data Analysis Techniques

In this study, the data analysis is used to reveal the data to be discovered, the hypotheses to be tested, the questions to be answered, the methods to be used to find new information, and the errors that should be corrected (Nasution, 1988). Data testing was done by using the triangulation technique through a check, recheck, and cross-check on the obtained data (Moleong, 1998:178).

The triangulation technique is a data matching procedure that is done through several different sources to obtain valid data. It can be done on several important aspects of data, such as, data sources, methods, investigations, and theories. Triangulation technique was conducted on the data by: (1) comparing the research data with the results of the interviews; (2) comparing what people have said in public with what they have said in private; (3) comparing what people say about the research situation with what people say all the time; (4) comparing one's statement and perspective with the opinions and views of others; and (5) comparing the results of interviews with the contents of a related document. The triangulation method was performed by synchronizing the first data with the second data, then with the third data and so on until it goes back to the first data. Technically, each of these data will be cross-checked with other data to ensure the accuracy and veracity of such.

Literature Review

In general, the character of an organization can be understood through organizational dimensions which are divided into two types, namely the structural and contextual dimensions. The structural dimension is the character of the organization which comes from the internal aspects of the organization. While on the other hand, the contextual dimension is the overall character of the organization. The contextual dimension determines the existence of an organization as a whole and influences an organization's structural dimension (Miftha, 2015, Prasojo, 2017). If these two dimensions are well understood, they can be used to



understand the organization and organizational behavior as a whole, and be the basis for assessing the success of the organization.

According to Robbins (2007), the designation of civil servants determines the accuracy of work divisions which are formally classified. Gibson (2005) stated that the designation of civil servants is similar to the anatomy of living organisms, which act as a framework where there are dynamic activities and methods of work. In line with the findings from Ghani (2013), the designation of civil servants is the order and relationship between each division and position in an organization to carry out operations to achieve its' goals. This designation focused on the differences in positions, rules, and procedure formulations, as well as the delegation of powers. The designation of civil servants is the arrangement of components or units of work in an organization that indicates the division of labor and the coordination of different functions or activities. In addition, it refers to the work experts, networks, and the delivery of reports.

In organizational design, Ivancevich (2008) believed that the designation of civil servants is the determination of alternative work position, work projects, and departments. Thus, the decisions or actions selected will produce an organizational structure. Morison (2001), said that the designation of civil servants is the ability of organizations, either individually or collectively, to perform functions, solve problems, and set things to achieve goals.

Organizational design begins by constructing strategies as a set of decision directions, causing the members to choose the right choice of action. The strategies are based on clear statements, purposes, and visions, derived from the basic philosophy of the organization. These strategies are used to unify organizational goals and members, to focus on actions that are designed to achieve desired results. Robbins (2007), wrote that formalization refers to the standardized level of employment in an organization. If a job is much formalized, then the person holding the job has only a little freedom in their assignment, time allotted to do the job, and the methods to be utilized. Low formalization is less likely to occur in the behavior of relatively non-programmatic employees. The greater the uniformity, the less input an employee has into how to perform a job. Uniformity not only eliminates the possibility for employees to behave differently, but also eliminates the need for employees to consider other alternatives. According to Eade (1997), the designation of civil servants is concerned with the skill, insight, and potential, of the related parties in carrying out organizational goals and personal aspects of work. Ideally, organizational aspects are understood as performance improvements and how organizations perform their roles and functions. In relation to the components of departments and positions in an organization, the components of an organization are dependent on each other.

Large organizations around the world have proven that the way they are structured provides important implications for achieving organizational goals (Gibson, 2007). The three basic functions of an organizational structure are to generate organizational output and achieve organizational goals, to instill individual compliance with the organization, and to organize activities that involve the power of decision-making in implementation (Richard, 2007, Sujatmiko, 2004). Organizational structure is the result of organizational design (Robbins, 2007). Thus, restructuring territorial reform is a process of restructuring organizational structure which requires leaders to make the right decisions regarding the division of jobs, powers, and positions.

Muninjaya (2005) and Notoatmodjo (2011) revealed that as a unitary organization, the designation of civil servants and territorial reform are interrelated and influence each other. When one part or sub-system is not working properly, it will affect the other part. In general, there are two components of a system. The first is the indicator of input. Input is the source used by the system such as money, materials, methods, time, and markets. Secondly, there is a process which includes all system activities. Through a process, the inputs will be transformed into outputs which consist of planning, organizing, actuating, controlling, and evaluating.

The organizational structure in the development area governs the relatively definite relationship between the tasks in an organization to achieve organizational goals. According to Winardi (2017), an organizational structure is a formal system of working relationships which divides and coordinates the tasks of a number of individuals and groups to achieve the specific and shared goals.

Jones (2016) pointed out that organizational structure is the formal system of rules, tasks, and authority, in controlling the work performance of all organizational members and resources to achieve organizational goals. The important thing about civil servants in a new autonomous region is that they can work to achieve regional goals. Milen (2006) assumed that increasing the capacity of civil servants, as an effort of the individual and organization, in enhancing the ability to stand out in the main tasks and functions and problem-solving, will lead to the achievement of goals that have been set by regional organizations.

Based on the above description, it is found that the process of appointing civil servants for a territorial reform includes a study on the capacity of the regional government organization. Therefore, there are three important things in the designation of civil servants in the area of development: The first is job specification, which is the level at which a job in an organization is appropriate in terms of skills and education. Secondly, employment, which is the groundwork that is used to classify a job. Thirdly, there is a functional aspect that is used

to classify a number of jobs based on the functions performed. Lastly, the geographical division, which is grouping jobs based on location or geographical conditions.

Discussion and Conclusion

In general, recruitment is defined as a process of looking, finding, and attracting applicants to be given jobs in and by organizations. In that sense, recruitment is aimed at the process of finding new employees to maintain the work in an organization. However, if it is based on the understanding of why recruiting new workers is necessary, the notion of recruiting new workers is not limited to only finding new employees. Gomes (2000) explained that the basic reason needed for recruiting new workers is none other than expanding organizational activities, creating new jobs and activities, and transferring the workers to other organizations.

In territorial reform, the process of recruiting new workers is important so as to fill positions in the new autonomous region to become an area that can quickly provide welfare and progress. This means that the process of recruiting new workers becomes an important strategy for a regional bureaucracy. Since the Regional Government of Pangandaran Regency is reformed into a new autonomous region, Pangandaran Regency has taken on new personnel including the Head of Regional Government Agency (SKPD), the Head of Departments, and employees transferred from the main regency (Ciamis Regency).

The selection process is only carried out by availability to move to the Pangandaran Regency. With position availability, the Regent will then determine the relevant eligibility to become a suitable Head of Department. This kind of recruitment process is far from the applicable regulations, because it does not follow the stages in accordance with the central staffing regulations.

One of the prospective Chairperson (Head of Department) said in an interview (translated to English):

“After Pangandaran became a new regency, preparation must be carried out immediately. One of which is the leadership of the relevant agency, which acts as the driving force and regulator, and at the same time is responsible for the vision, mission, and community service. The recruitment process for the Heads of Department tends to be based on friendship and relations with the Regent. We are only called and talked briefly about our field commitments. Obviously, there are also those that have not fulfilled the requirements but continue to do so. This is merely to immediately complete the needs of human resources, in addition to managing the demand from the community.” (Interview, 7.08.2019).

The recruitment process is influenced by internal and external factors in an institution. As stated by Pangandaran Community Leaders (translated to English):

“There are external factors, namely the insistence of the community, regional interests, friendship, and family. While on the other hand, the internal factors include the design of employee needs, recruitment systems, recruitment procedures, and mechanisms, as well as recruitment implementation. A process that is less responsible and transparent leads to issues and developments that tend to be less comfortable for the community and officials. By that, it is risky for other problems.” (Interview, 7.08.2019)

In addition to that, the employee recruitment process in Pangandaran Regency is carried out by the staff development officer. The process of delegating employees from the main regency to Pangandaran Regency are presented in the Table 1:

Table 1: The Number of Regional Apparatus transferred from Ciamis Regency to Pangandaran

No	Description	Total
1.	Results of validation:	
	Deceased	10
	Retired	32
	Transferred to Pangandaran Regency	6
	Proposed a cancellation to the new autonomous region	29
2.	Validation and Verification Results	3,887
3.	Civil Servants that have not been registered in the employee transfer list	18
Total		3.964

Source: Personnel Agency of Pangandaran Regency, 2019

Based on Table 1, it is found that the recruitment process in the Pangandaran Regency was based on regional elections, which were strengthened by the decree of the Governor of West Java. In the recruitment process, there was a dissatisfaction between the new civil servants and the senior civil servants in Pangandaran, as they already worked in the government before becoming an autonomous region. The dissatisfaction that occurred in the selection and recruitment process conducted by the Personnel Agency of Pangandaran Regency was related to the interests of local youth, family relations, and orders of officials from either employees, superiors, or the central government. These issues can be overcome by the determination of the Regent in recruiting new officers for the Pangandaran Regency. There needs to be a focus



and sincerity in the process of appointing a civil servant, to create a system that is fair and in accordance with the prevailing regulations.

In the recruitment process, there was dissatisfaction between the regional apparatus and the regional apparatus who had worked in Pangandaran for a long time before becoming a new autonomous region. The dissatisfaction that occurred in the selection and recruitment process conducted by the Personnel Agency of Pangandaran Regency was related to the interests of local youth, family relations, and orders of officials from either employees, superiors, or the central government.

Implication

The expansion of a region into an autonomous region requires human resources (apparatus) that are reliable, intelligent, innovative, competent, well educated, and qualified. In this context, a territorial reform requires the development of good institutions and advanced local apparatus. In addition to that, the aspects of regional apparatus placement in the expansion area also important to be taken into account. The recruitment and placement of regional apparatus in the new autonomous region were not realized through an independent team so that the results affected the performance and progress of the regions, ultimately causing them to be less optimal and slow in terms of regional performance.

Therefore, the selection of regional apparatus must be based on the prevailing law (government regulations, regional regulations), the existence of an independent selection team, rank and position, education, experience, work ethic, and track record of each regional apparatus in their previous workplace. This will produce appropriate regional apparatus that are in accordance with the fields' competencies. As a result, they will be able to work well and in accordance with the demands of good governance.



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