The Role of District Head in The Management of Local Government Employees
(Study Politization of Management of Local Employees)

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Abstract

Personnel management in Indonesia after the reform in 1988 changed dramatically along with the publication of the law number 43 of 1999 on the main points staffing. As the legislation that was born in the middle of the excitement of political reform, the fair once when the political atmosphere is very coloring of this law. As a legal product at the same time a political product, this law becomes a foothold in all levels of government in Indonesia in managing its personnel. Meanwhile, Head of Regional formerly elected by parliament, with the statutory number 22 of 1999 on Regional Government, to be elected by the people directly through the polls. The Regional Head candidates nominated by a political party or coalition of political parties and independent candidates. Empirically majority elected is nominated by a political party or coalition of political parties. Process a person becomes a candidate Regional Head, the process of forming a successful team up with the concerned elected as Regional Head is a long process that involves the investment of money and politics, funders, the bearer party and party supporters. Such a process is affecting the regional heads in formulating and implementing policies at the time he was performing his duties in the government.In the area of staffing, Regional Head also could not escape the effects of the bearer party, interest groups and local politicians in managing personnel, especially in the selection and placement of Employees in structural positions. Although in each region there is a body tasked with giving consideration commonly abbreviated Advisory Board position and rank, but the agency headed by the secretary of the area is helpless in the face of authority Regional Head. Finally all the selection process undertaken Advisory Board Position and Rank in filling vacancy of structural ends at the Regional Head of political power. The process of selection and placement of employees in the structural positions of this kind are less predictable bore official professional in his field.

Keywords: Management of staffing, selection, politics, placement, structural positions.

Introduction

The success of the reform movement in Indonesia in 1998 is the most considered phenomenal political reform. It is characterized by the achievement of an agreement that the election of Regional Head and Deputy Head directly by the people. Line with the objectives of reform, it is considered more democratic way, than the election by parliament, as it involves an active role in determining the community leaders. Logically, the system can deliver a leader in accordance with the wishes of the people. But empirically, almost all regional heads election results can not be separated directly from outside interference in their policy.

The condition actually has long been thought Weber (1864-1920). In his idea of the separation of the role of the bureaucracy and politics, thought Weber was stated Matheson (2007, P8) as: "Discussions about the relationship between bureaucrats and politicians frequently take Max Weber's model of bureaucracy as a starting point. Weber argued that the division of labour between politicians and bureaucrats would work best when there is a clear distinction between the two sets of actors. He saw administrators as instrumental and subordinate to politicians – as technical experts who should advise and efficiently execute the decisions of politicians as the sovereign representative. He saw "neutral competence" as a determining characteristic of the administrator." (Matheson, 2007:8).

Here Weber believes that politicians and bureaucrats can work optimally when there is a clear distinction between the two roles. Politicians make policy, bureaucracy as policy implementers. Woodrow Wilson (1887) is also concerned about conflicts of interest, if the political and administrative is mixed. That is why, Woodrow Wilson initiated the need for separation between the political-administrative activities. In his Wilson stated: "Administration lies outside the proper sphere of politics. (Administration should be outside the scope of politics.) This separation more apparent when Wilson went on his statement that: "Administrative questions are not political questions." (Wilson, 1887, p.9). In the classical view, the role of an administrator will earn the achievement of efficient, effective and economical if there is a separation of the role of politics in the life of the administration. This is allegedly Nicholas Henry (2004) in the idiom, big democracy, big bureaucracy, a condition in which the bureaucracy becomes inefficient because of the intervention of political interests in the

government. As a result, the values of impersonal bureaucracy and merit can not run properly.

The ideas developed by the classical paradigm of public administration experienced a shift in the 1980s with changes in social, political, economic and administrative systems which then encourages the growth of management and public administration. These systems require private values applied in the public sector. Public management ideas is what gives a straightforward way for political and ideological changes in the achievement of reforms in the public sector. One is the emergence of bureaucratic reform discourse. Prasojo (2008) revealed that one subsystem bureaucratic reform is the reform of personnel.

In addition, reforms in the field of personnel is also a logical consequence of the shift of a centralized government to a decentralized system. This decentralized system of government provide reinforcement to the local government (Chamber, 1999). The process of decentralization in Indonesia was marked by the birth of Act No. 22 of 1999 as amended by the Act which number 32 of 2004. This law meaning of decentralization as "devolution of government power by the government to autonomous regions to set up and administer governmental affairs in the system of the Republic Indonesia "(Chapter I, Article 1 number 7), hence these systems provide greater opportunities for local governments to create and improve the quality of service to the community. With decentralization there is a very close relationship between policy makers and policy targets. Policy formulation process in a decentralized system, may involve direct interested parties to the policy itself. However, in the implementation of this system raises debate (Sharma, 2004).

Miller (2002: 7) describes the benefits of this decentralized system by stating: "The advantages/benefits of decentralization are takes the form of a strong autonomous and participatory model of local governance, which enjoys extensive and real powers for local self management, and for spearheading the local sustainable development process." Similarly, studies from various perspectives of science, economics and politics, according to Balaguer (2009: 2) provide benefits to a decentralized system of local government.

But on the other hand, decentralization brought with it a shift in the value of the local government system. Smith (1985), as cited Msewa (2005: 29) revealed: "Decentralization is inherently divisive and sectionalist in character and in its consequences, therefore it Threatens national unity and integration". In straightforward language, Makumbe (1998: 11) states: "Decentralization can also Become a potent instrument for the central government's control of the public at local level".

Behind the debate on the system of centralized-decentralized, contained the hope that the decentralized system can deliver improvements for local governments. This expectation is believed by Hope (2001). Similar statement also expressed the Decentralization Thematic Team, World Bank stating: "Decentralization can be a way of improving access to services, tailoring government actions to private needs, and increasing the opportunities for state-society interactions. Sub national governments, however, will only be effective when they have access to the necessary human and financial resources to undertake the services they have been conferred."

Various opinions about decentralization, as mentioned above it can be concluded that the decentralization provide great benefits for local governments in the form of broad and real power to manage local government itself, to spearhead the process of sustainable development in the region, have a better ability to match service delivery with preference of constituents and can provide public services more efficient, more accountable and transparent and can increase community participation in managing the area.

However, in implementation, so that the benefits of decentralization can be achieved to the maximum needed for administrative preconditions. This means that before the decentralization of the central government needs to prepare the local administration to be more ready to implement autonomy. In this regard, Farrington (2002: 1) revealed: "capacity preconditions for successful decentralization are administrative factor". One of the factors that play a role in the administration preconditions, namely: capacity building bureaucracy. Meaning the importance of increasing the capacity of the bureaucracy is expressed by Prasojo (2008) as follows: "Bureaucracy become the motor of change and development. Bureaucracy even be the deciding factor for the progress of a nation. Weak bureaucratic capacity is not only a source of corruption, but can not be counted on to provide the best service for the community. "

Thus, one of the paths that must be taken to achieve the maximum benefits in decentralized government system is improving the capacity of local bureaucracy. Results indicators improving the capacity of this bureaucracy, can be seen for example on the improvement of personnel management in local government. After the entry into force of decentralization, ie post-political reforms in 1988, responsibility for capacity building at the district / city to shift the responsibility of the regional government. The Regent as Regional Head has the authority to manage personnel in the area.

Methodology

This research is within the realm of public administration, especially with regard to personnel management area. To be able to describe the phenomenon under study, this study uses a qualitative approach. It is related to qualitative research conducted in specific settings that exist in real life (naturally) with the intention of investigating and understanding the phenomena that exist (Chariri, 2007: 2). The data in this study was obtained

through in-depth interviews, observation and documentation. While the source of the data in this study are: 1. The informant, which consists of members of the Advisory Board Position and Rank, head SKPD, local political officials. 2. Events. 3. Document.

Data were analyzed with analysis method Miles and Huberman, where activity in qualitative data analysis is done interactively and continues over time until complete. There are three grooves in the interactive qualitative data analysis models namely data reduction, data presentation and conclusion (Miles & Huberman, 1992). Activity data analysis, the researchers did when researchers entering the field, during the research process and upon completion of data collection activities, thus it can be said that the activities of qualitative data analysis researchers do interactively and continues over time until complete.

Discussion

Role of Regional Head of the Selection and Placement Officer in Structural Position

Selection is the process of finding Civil servants conducted by the Advisory Board Position and Rank for selecting civil servants who then put the civil servants at the position in accordance with the criteria and the character of the work. Parameters used in the selection of civil servants to structural positions is a factor of seniority of rank employees, seniority of age, followed by leadership training, and the last is the experience factor. If there are similarities in the first third factor, the factor of work experience, be a decisive consideration in the promotion of the civil servants.

Results of Board meeting consideration of position and rank was a suggestion to the Regent, which lists the names of civil servants which qualifies as stipulated in Government Regulation No. 100 of 2000 and Government Regulation No. 13 of 2002 concerning the appointment of Civil Servants in structural positions. At this stage, the political-administrative relations theory described by Svara with Mixture models in Pollcy can strengthen this selection process theoretically. This means that at this stage of political involvement and intervention of other parties do not exist at all. Researchers describe this process with the following models:

Regulation	Management	Politics
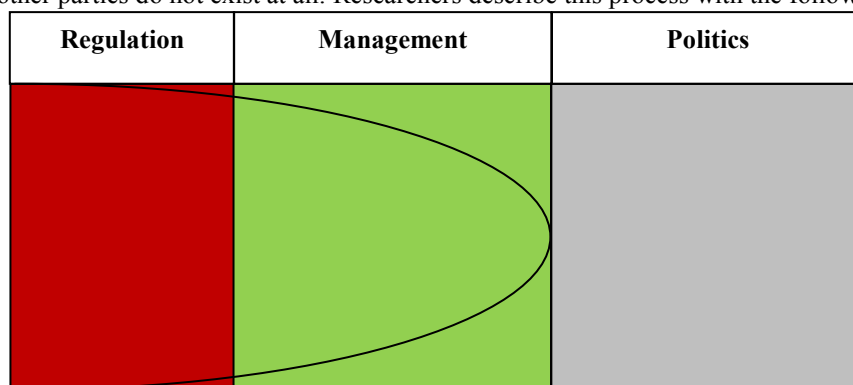
Picture 1. A Model Civil servants selection

With this model, it can be explained that although the Regional Secretary and head of the Regional Employment Board is an the regional apparatus that assist regional heads, but in the selection of activities for structural positions of civil servants, these activities setiril from political interference.

The next after the selection process is the removal and placement of civil servants selection results in a structural position in accordance with the qualification of civil servants and the needs of the organization. This process begins with the submission of the proposal of the Regional Secretary of the Agency for consideration as chairman of position and rank to the Regent. The proposal contains a list of names of civil servants eligible structural positions as to which is set out in government regulations.

The research concludes that the proposed Agency for the consideration of the positions and ranks can be easily countered by the regent's decision. Long selection process so that it can be ignored and defeated by political decision of the head region. The study states that the proposal of the Regional Secretary shall be replaced with the names of the packaged Regional Head.

From the study investigators this condition can be described by the model:

Regulation	Management	Politic
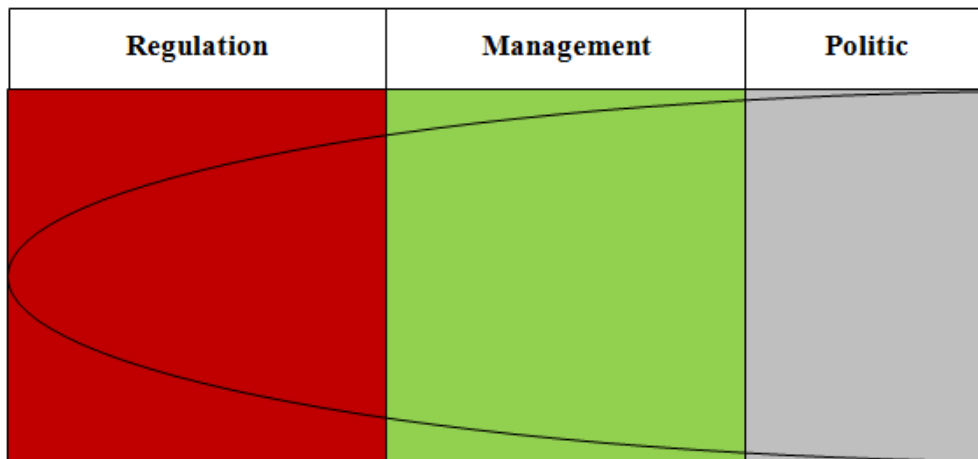
Picture 2. A Model of Appointment and Placement Civil Servants

Accompanying the decentralized system that is happening in local government, this model becomes a model that is relevant to explain the conditions that now occur, including in personnel management in the Region. Political officer positions (primarily Regent) are very dominant in determining who serves what, regardless of regulation and selection results. The placement of a person in a position more to run political interests Regents of the carrying out the vision and mission of the Regional Government. Political domination of the bureaucracy of this kind has put the bureaucracy as the subordination of politics.

Management	Law	Politic
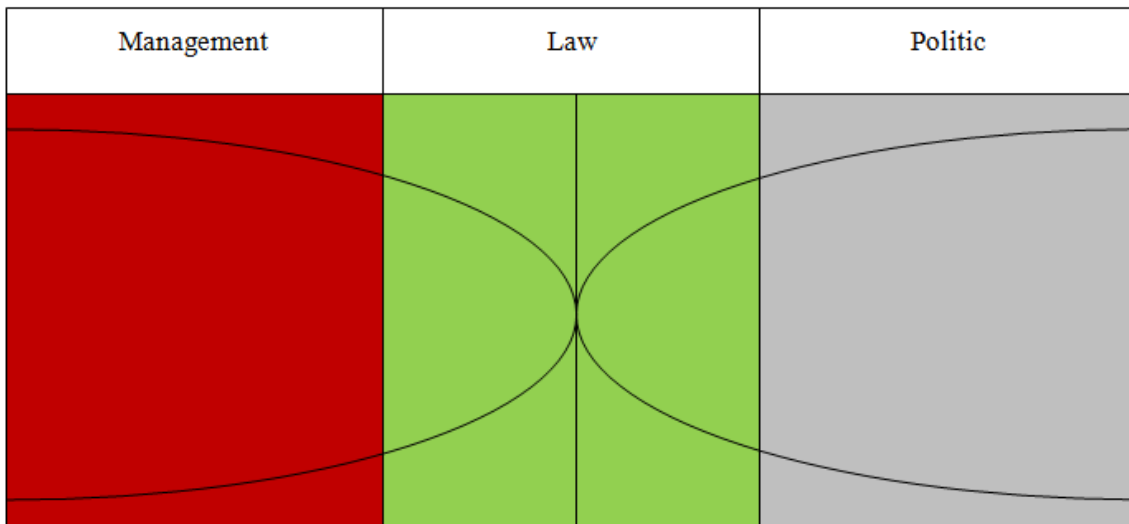
Picture 3. Recommendation model of selection and appointment of civil servants in Structural Position

The model can be explained that the process of selection of civil servants in a structural position management activities, where these activities are still in the realm of the administration in order to implement the regulation and controlled by regulation. Whereas at this stage of the establishment and appointment of civil servants into structural officials the authority of political officials, but still governed by regulations. So that the intersection of political activity-administration relationship is regulation.

Conclution

Role of Regional Head in the management of personnel recruitment activities in a very dominant structural position. Although there has been a selection process mechanism for Civil Servants to be a structural Officials conducted by the administration (Regional Employment Board and Board consideration and rank position), but the process of establishment and appointment of civil servants into the political sphere (Regent) regardless of the result of selection and are not accompanied by a program career development for civil servants. So the implications for the birth of structural officials less competent in their fields and tend to be more dedicated to the political interests of the Regent. It is influenced by internal and external factors derived from the political interests of the regents, the bearer party, party supporters, interest groups and pressure groups that massively affect the process of appointment and placement of civil servants in a structural position.

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