

Analysis of Auction Model for the Positions High Leaders Pratama of the State Civil Apparatus in the Government of Central Sulawesi Province

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Abstract: The Government's efforts in the bureaucratic reform policy are to make improvements by issuing Law Number 5 of 2014 concerning the State Civil Apparatus, one of the points of which is a paradigm shift in filling ASN positions which is fully carried out in the election mechanism by Baperjakat to a new method, namely open selection or commonly known as with the designation of auction positions, Analyzing Bureaucratic Neutrality in the Process of implementing the placement of ASN Primary High Leader Positions using the Position Auction Model in the Central Sulawesi Government Environment. This type of qualitative research uses a critical ethnographic analysis approach. There were 24 informants in this study. The selection of informants was carried out using a purposive sampling technique. The results of research in the process of implementing the auction for high leadership positions are still not based on a person's competence; there is still intervention in the appointment of high leadership positions. Therefore, it is necessary to have a new policy issued by the government in terms of handling human resources, especially in terms of the responsibilities of the position of ASN Primary High leadership.

Keywords: Job Auction, Echelon II, Neutrality

Introduction

The State Civil Apparatus (ASN) as the main element of human resources The State/Government apparatus has a very strategic role in carrying out government and development tasks. The dynamics of an increasingly developing strategic environment can influence the paradigm and performance of bureaucratic organizations in order to call for goals. The expected strategic role in the effort to carry out government and development tasks is an ASN who has competence, is full of devotion to Pancasila and the 1945 Constitution and the Unitary State of the Republic of Indonesia, professionals who have noble character, are efficient, effective, are responsible as elements of the state apparatus, serve the community and state servant in a democratic legal state (Damayanti *et al.*, 2016).

One of the efforts made by the government in increasing the capacity of human resources is to reform the bureaucracy. Bureaucratic reform is essentially an attempt to make changes to the government administration system starting from organizational institutions, governance and human resources (Rakhmawanto 2018). The results of these reforms are expected to be human resources with integrity, neutral, competent, capable, professional, high-performing and prosperous (Taufik 2020).

The Government's efforts in the bureaucratic reform policy are to make improvements by issuing Law Number 5 of 2014 concerning the State Civil Apparatus, one of the points of which is a paradigm shift in filling ASN positions which is fully carried out in the election mechanism by Baperjakat to a new method, namely open selection or commonly known as by means of an auction, and reaffirmed in the Regulation of the Minister of Administrative Reform and Bureaucratic Reform of the Republic of Indonesia Number 13 of 2014 concerning Procedures for Openly Filling Higher Leadership Positions in Government Agencies.

Basically, job auctions or often referred to as job tenders are actually not a new thing from the perspective of public administration. In the New Public Management (NPM) concept, job auctions have been introduced and

practiced in Western countries, with different terms such as fit and proper test or an open selection system. The aim is to select personnel who have adequate capacity, competence and integrity to fill certain positions/positions so that they can carry out their duties more effectively and efficiently. (Herawati 2016).

The position auction model or open promotion by implementing a merit system is assumed to be able to prevent bureaucratic politicization, or the attitude of leaders who choose officials with likes and dislikes based on subjectivity in choosing (Rahardi *et al.*, 2020). The public stigma that civil servants are in a comfort zone must be turned into a competitive zone so as to create healthy competition among employees and job auctions are one of the triggers (Herawati 2016). If previously the spoil system pattern was more dominant in placing someone in a bureaucratic position, than through this open selection it is an effort to realize "the right man in the right place" (Taufik 2020). This means that open selection or bidding for positions in filling structural positions in government is considered healthier than still using the old system.

Open selection is one way to objectively select high-level officials, and is also expected to reduce the practice of appointing high-level positions based on political connections, which encourage partiality in policy making and public service delivery. (Mokhsen *et al.*, 2018). In this regard, the government has innovated in producing a new policy, namely the open selection of high leadership positions in government agencies or known as open bidding which emphasizes the merit system. The principle of the merit system aligns aspects of competency, qualifications, performance, fairness and openness. In appointing a position, service must be considered as a high value to get the professionalism of the State Civil Apparatus (Rakhmawanto 2018). The emphatic point in the merit system is the implementation of all policies and activities in state institutions at the central and regional levels that adhere to the principle of professionalism (Dwiyanto 2011).

The filling of the Primary High Leader Positions in the Central Sulawesi Provincial Government is carried out by PPK by first forming a selection committee. The selection committee selects three names of candidates for Primary High Leadership Officers for every one vacancy. Three names of candidates for Primary High Leadership Officials who were elected were submitted to PPK through authorized officials. PPK chooses one of the three names proposed by taking into account the considerations of the authorized official to be appointed as a Primary High Leadership Officer. Based on the results of observations in several government agencies in regencies in Central Sulawesi Province, there are several important issues related to the appointment of ASN Pratama High Leader Positions. The first problem relates to the appointment of High Leadership Positions which are still based on clan or lineage, even though they have carried out an auction model in appointing Primary High Leadership Positions in a transparent manner and implementing a merit system, but in practice, government agencies still emphasize the factor of power as a high-ranking civil servant's official by adopting a patronic system taking into account the family, clan and lineage of those occupying positions in government agencies. The second problem with ASN management so far is that there is still bureaucratic politicization, namely the intervention of political parties in ASN career appointments. Where the appointment of Primary High Leadership Positions tends to be a political arena or as a form of reciprocity. So that the principle of placement in an effort to realize the principle of the right man in the right place is not implemented optimally. The third problem is that there are still many practices of Corruption, Collusion and Nepotism (KKN) in the bureaucratic government of the Central Sulawesi Province.

Until now, the implementation of ASN management in several government agencies of Central Sulawesi Province is still faced with a paradoxical phenomenon, on the one hand carrying out the mandate of the Law on the implementation of ASN management based on a merit system and implemented transparently, on the other hand faced with the euphoria of authority with rampant spoil, partonic practices, corruption, collusion and nepotism which are far from meritocratic values. This can be seen from the authority given to the Regional Head as a means of carrying out his duties, which is seen as personal power. So that officials who occupy important positions in State Institutions feel they have the right to use their authority freely.

Based on the theory of the phenomenon, as well as previous research, the researchers argue that this is interesting as a new phenomenon in the election of public positions using the open selection method that applies a merit system after the enactment of Law Number 5 of 2014 concerning ASN. That there is still a need for protection again regarding the implementation of the Auction Model for Primary High Leaders in the Environment of Central Sulawesi Province. This study aims to obtain empirical evidence whether the aspect of bureaucratic neutrality will contribute to the bidding model for Primary Higher Leadership Positions in the Provincial

Government of Central Sulawesi.

Materials and Methods

Qualitative research using a critical ethnographic analysis approach (Halik 2018). The critical ethnographic analysis approach is based on the phenomenon in the bidding process for the ASN Primary Senior Leadership Position in Central Sulawesi Province. This research was conducted at the Personnel Agency in three regencies and one city, namely, the Regional Personnel Agency for Donggala Regency, the Regional Personnel Agency for Sigi Regency, the Regional Personnel Agency for Tolitoli Regency and the Regional Personnel Agency for Central Sulawesi Province. The selection of informants was carried out using a purposive sampling technique or a deliberate selection with several considerations. The informants in question are informants who are directly involved or informants who are considered to have the ability and understand the problems to be studied (Sugiyono 2021). Determining the criteria for informants in this study, namely informants who are willing to be interviewed and have knowledge and experience related to the research topic. There were 24 research informants, namely State Civil Apparatuses implementing the position bidding process.

Results and Discussion

There were 24 key informants in this study, namely the Selection Committee (6 people), ASN selected in the job auction process (3 people), ASN who had participated in the job auction (5 people), State Civil Apparatus (ASN) who worked at the State Personnel Agency as the executor of the position auction and secretariat of the Selection Committee, namely the Head of the Regional Personnel Agency (3 people), the Secretary of the Regional Personnel Agency (2 people), the Head of the Human Resources Development Division (2 people), the Head of the Sub-Sector of Promotion and Performance Evaluation (1 person), the Head of the Sub-Section Career Development (2 People). In the process of analysis and reporting, researchers use word frequency queries based on a collection of meanings recorded with nodes. Based on the word search results of interviews in the field, it was found that a number of important words were implied in the word frequency query in this study. A number of these words were examined based on the understanding of the meaning of the research respondents. Analysis of word frequency queries can be seen in figure 1 below:



Figure 1: Word Frequency Query Informant Interview.

Word Frequency Query shows the dominant set of words based on the results of field interviews with key informants. The words that appear most often are competence and position selection. This shows that the key to neutrality in the selection process for High Leadership Positions must be carried out objectively based on the competence of each candidate without considering other elements, be it closed or other political factors. Furthermore, the results of data analysis on the themes to be examined in this study can be seen in figure 2 below:



Figure 2: Mind Map of Bureaucratic Neutrality

The following is as an explanation of the results of the Bureaucratic Neutrality analysis:

Selection Committee for ASN Primary High Leader Positions

The results of research conducted at the Regional Civil Service Agency of Central Sulawesi Province, in openly filling vacancies for the ASN Primary High Leadership Position; first the local government formed a selection committee from internal and external elements. The following is a summary of statements from several informants:

"...This has been stated in the rules that select prospective candidates up to the top three, carried out by the selection committee through a competency test. This selection committee consists of 45% internal and 55% external elements, more external elements, so that in filling out the JPT Primary prioritizes objectivity. So we choose from the internal elements the local government itself, and from the external elements we choose academics" (Informants Y, H and U).

Based on the statement above, it is hoped that the determination of the composition of the selection committee will be able to apply neutrality in accordance with the mandate of the law and maintain professionalism and be able to objectively assess candidates for structural office. So that the officials obtained are officials who have the competence and professionalism at work, officials who occupy these positions are not burdened with the interests of a handful of people or groups. That way the policies to be issued are policies that are based on neutrality and side with the community. To avoid interference in the selection of the ASN Primary High Leadership Position, the Selection Committee Team is an odd number.

"...According to the rules, the selection committee has an odd number and is formed directly by the PPK. If we use five people here, one person from the bureaucracy, three people from academics, one person from community leaders. We are maintaining independence more. Previously, the selection committee team used seven people, due to budget constraints, now it is five people" (Informants E, R and K).

As a Selection Committee, the requirements that must be met are objective links between competence, qualifications, rank, education and training, track record of position, and integrity as well as other requirements needed by the position to be occupied. So that objectivity in the selection assessment can produce employees who are truly competent in their fields. The following is a summary of several informants:

"...The Selection Committee for the bidding for this position consists of five people, two people from the Regional Government itself who are considered capable and have the competence to become the Selection Committee. Then two more people from external parties from academia. Previously, we first reported this Pansel their names along with their curriculum vitae, to KASN to be appointed as the Selection Committee" (Informants O, M and B).

From the statement above it can be concluded that in order to maintain the objectivity and independence of the JPT Pratama ASN auction both within the Central Sulawesi Province, as well as the job auctions carried out by the

regional government involving selection committees from internal and external elements, an open selection committee is often used in appointing High Leadership Positions an odd number of 5 (five) people, with a comparison of internal selection committee members at most 45% and external 55%, consisting of elements of related officials within the local government agency concerned, officials of other agencies related to the vacant field of duty, and elements of academics/experts/professionals. With the formation of the composition of the Selection Committee consisting of 5 people, it is hoped that it will be able to neutralize political factors and closeness in the selection of structural officials. Apart from that, the determination of the composition of this committee is also expected to be able to apply neutrality in accordance with the mandate of the law on the state civil apparatus as well as the grand design of bureaucratic reform in the field of personnel, especially in terms of promotion.

The results of this study are in line with the opinion of Swastika *et al.*, (2020) forming a selection committee in an open selection consisting of external and internal members and collaborating with third parties, especially universities, will produce an objective assessment based on the competency of the prospective candidate. Erlanda *et al.*, (2022) The Selection Committee is one of the most important aspects of open recruitment. The involvement of the selection committee from internal and external circles will produce the names of the best candidates from the selection stage.

Ranking of the Big Three JPT Pratama ASN

Filling the positions of ASN Pratama High Leaders who are mixed with political elements will certainly produce officials who are unprofessional, have low quality, inappropriate education, lack experience in their fields, and do not have competence in accordance with their fields. Therefore, the selection of the 3 (three) major prospective candidates in the selection for the ASN Pratama High Leadership Position which was carried out at the Central Sulawesi Provincial Government Agencies was fully handed over to the Selection Committee. The following are statements from several informants:

"..What tests this is the Selection Committee assisted by the assessor. Socio-cultural and managerial competency tests use the assessment center method, while field or technical competency tests use paper presentation and interview methods. The 3 (three) highest scores that were netted met the requirements based on the competency test earlier, submitted to PPK to be selected" (Informants E, F, G and Q).

This statement was emphasized again by Informant H as the Selection Committee for the auction for the ASN High Leadership Position and Informant U as ASN who had participated in the JPT Pratama ASN auction in the Central Sulawesi Provincial Government Agency, stated that:

"...For those who pass the administration score, that's what will be included in the next selection. The next test is a managerial and socio-cultural test, the weight of the score up for grabs is 20%, this assessment is assessed by a psychologist who really knows whether our types have managerial abilities or not. From the first stage, judging by the scores, there are those who can continue, there are also those who fail in the first competency test. The next test was carried out by the technical competency test panel, carried out with a 25% paper assessment and 30% interview, the interview was to account for what he wrote, where the organization would be taken and how he would realize the Regent's vision and mission when he later became the head of the service" (Informants U and H).

The method used in the managerial competency tests and socio-cultural competency tests uses the assessment center method assisted by the assessor. With the assessment center stage in the position bidding or JPT Pratama ASN selection at Central Sulawesi Provincial Government Agencies, this provides an objective picture for the Selection Committee in selecting existing candidates. The results of this assessment center become a consideration for the eligibility of candidates who occupy the vacant JPT Pratama. Meanwhile, the technical competency tests are carried out using paper presentation methods and interviews. The interview is in the nature of clarification or deepening of the applicant which includes technical, managerial and socio-cultural competence as well as technical understanding according to actual and current issues. Likewise in the case of making auction materials or open selection for the Position of the Pratama High Leader of the State Civil Servants of the Sigi Regency, it is carried out by the Selection Committee team. The following is a summary of the statements of several informants:

“...the materials have been prepared by the Selection Committee in accordance with the vacant positions of each OPD. This open selection competency test includes a managerial competency test, namely how the leadership is, the technical competence test or this field looks at what education and training has been attended, previous work experience or position that has been occupied, then this socio-cultural competency test is how he socializes with local communities” (Informants D, F, J).

The Selection Committee manages the results of each stage of the selection as material for ranking the value of potential candidates. The following is the statement of Informant A as the Head of the Promotion and Performance Evaluation Sub-Division of BKD Apparatuses within the Sulawesi Provincial Government Agencies

“...Selection of the top 3 (three) prospective candidates, we leave it entirely to the Selection Committee, so there is no intervention, those who manage the results of each stage of the selection as material for ranking the top 3 (three) potential candidates, starting from administrative selection to competence test which will later be submitted to PPK to choose. Then there are the people who judge, because before the top three were handed over to PPK, a public test was carried out first, it was announced to the public, how was the public's response to the potential candidates, if there was a report from the public regarding the candidate candidates and it was proven after cross-checking, then the candidate concerned will not be included in the JPT Pratama candidate selection list” (Informants A, H, S and J).

The selection of 3 (three) major candidates for the ASN Pratama High Leadership Position is left entirely to the Selection Committee. The Selection Committee manages the results of each selection stage starting from administrative selection, track record, managerial competence, field competence, and socio-cultural competence as well as final interviews as material for compiling the value ratings of prospective candidates. Before the top 3 (three) selected candidates are handed over to the Governor as the Personnel Development Officer (PPK) to select and designate the vacant High Leadership Officers in the OPD, a public test is first carried out to see the community's response to the potential candidates. The Independent Selection Committee assesses potential candidates based on existing facts. In selecting the top 3 (three) prospective candidates who meet the requirements of the position required by the position, it is done in an open and competitive manner based on competence.

The selection committee is part of the organizing committee which will produce the names of potential candidates to be selected by the Regent/Governor. However, it is the Regent/Governor himself who forms the selection committee. From here it is clear that the common thread that connects the selection process for choosing service heads within the Central Sulawesi Provincial Government Agencies. It seems that the community must have a high sense of trust in the Regional Head if the reality that occurs on the ground is not in accordance with the spirit of the merit system. This is the toughest challenge that must be faced by those who enter into the committee with its task of selecting all candidate participants. High idealism is certainly expected to be attached to each Selection Committee, so that it can ward off all kinds of intervention from various parties.

The results of this study are in line with the opinion of Noors (2019), open selection is still infiltrated by spoil systems such as proximity or other political factors. This occurs due to the flexibility of PPK in choosing High Leadership Officials from the top 3 (three) results of open selection regardless of the rank he gets. Welasari *et al.*, (2021), the authority of a regional head in selecting the best of the three candidates based on the selection committee's assessment leads to possible gaps, the presence of non-merit factors during implementation. This is due to the lack of transparency in the delivery of information on the assessment of the three best candidates, which are conveyed only by name in alphabetical order. Pasiak *et al.*, (2020) the implementation of the Merit System in filling career positions for civil servants is currently not running as it should because it is still influenced by political intervention and power as a Personnel Development Officer by adhering to the Spoil System so that it is far from the general principles of good governance.

Appointment of JPT Pratama of Personnel Development Officials

In carrying out the job auction, the Selection Committee team based on the results of managerial competency tests, technical competency tests, and socio-cultural competency tests determines the top 3 (three) results of the JPT Pratama Selection Committee with the weight of each candidate's assessment, and repeats the entire process and stages of selection open to the State Civil Apparatus Commission (KASN) to obtain recommendations. The final results of the top 3 (three) assessments are then submitted to the Governor/Regent of Central Sulawesi Province as the Personnel Development Officer (PPK), which is the authority of the Civil Service Development

Officer (PPK) to select and appoint the ASN Pratama High Leadership Officers. The following is a summary of some of the informants' statements:

"...The merit system starts from basically a person has qualification competence, performance is carried out fairly without any political factors, and other non-legal factors. So the current practice of merit-based JPT auctions is a correction to the old system to remove the spoils system. Even though in practice we send the 3 names alphabetically A, B and C with their respective values, when PPK chooses C there is no prohibition against that. So, what determines is who holds the power, namely PPK. Because the law already stipulates that the highest authority for appointment, dismissal, rotation and transfer of authority is the PPK, in this case the Governor that is what is used as the basis. As long as he meets the requirements, the authority is in PPK" (Informants B and D).

This statement was emphasized by Informant K as an ASN who had participated in a position auction and Informant I as the Head of the Regional Civil Service Agency within the Central Sulawesi Provincial Government Agencies:

"...More or less there is a political element, the selection of JPT Pratama internally refers to the needs of the Regent. If you say it's based on clan, I can't say it doesn't exist, it's impossible, it definitely does because the Governor is a political position carried by a political party, this political party could be from an ASN that is affiliated with it, even though it's not allowed to do politics, but it may have political communication, so if I say family relations are not taken into consideration in the election, it is impossible" (Informants K and I).

From the statement above, it can be concluded that the appointment of high-ranking officials still involves political intervention so that the rules for open selection or bidding for this position still need to be reviewed, so that the appointment of Primary High-Leading Officials really produces Civil Servants who are competent and free from interference. This statement was reinforced by Informants V and X as the JPT Pratama auction Selection Committee team within the Central Sulawesi Provincial Government Agencies:

"...In my opinion, the current selection is quite good, but even so it is not perfect, it still needs continuous improvement. Why should it be like that? If it really has to be based purely on competency, without the Regent's interference, then the rules have to be changed. Because PPK in the Regency is the Regent who has the authority to appoint, dismiss and transfer. Indeed, if the ideal is to fight until one person is elected. PPK has a lot of subjectivity in choosing, first from the family side, it cannot be denied, then from the closeness, remuneration and other things that can also happen" (Informants V and X).

The selection process is still influenced by political intervention and power by adhering to the spoils system. Determination of candidates for High Leadership Officials has not implemented the merit system to the fullest, open selection for the ASN Pratama High Leadership Position has not resolved the problem of political intervention in the bureaucracy. This is because the Civil Service Development Officer is an official who has the authority to determine the appointment, transfer and dismissal of ASN Employees and the development of ASN Management in government agencies in accordance with statutory provisions so that the political and administrative dichotomy is still difficult to separate in the appointment of ASN Pratama High Leadership officials. Open selection or job auctions does not adhere to the principle of the right man in the right place and the right man in the right job, namely placing the right person in the right place and placing the right person in the right position. So that the job auction or open selection for the ASN Pratama High Leadership Position has not resolved the existing problems. Therefore, it is necessary to have clear planning regarding the compatibility between education specialists and the positions being auctioned, as well as the joint commitment of all parties involved in holding a merit-based job auction or open selection of high-ranking leaders and abandoning the old bureaucratic pattern of the patronage model or spoil system. Therefore, it is necessary to have a new policy issued by the government in terms of handling human resources, especially in terms of determining echelon II structural positions. For the sake of the realization of bureaucratic reform, especially in the field of personnel, what must be done is the appointment of High Leadership Officials, namely the selected participants with the highest or best scores.

These findings are in line with research, Taufik, (2020) that open selection to produce officials who are competent and free from political intervention has not answered the substantive problem if the governor and regent/mayor are still holding the positions of governors and regents/mayors so that the political and administrative dichotomy is still difficult to separate resulting in open selection of ASN positions has not resolved the problem of political

intervention in the bureaucracy. Atmojo *et al.*, (2021) there are still weaknesses in determining the structural position, where decisions are under the absolute authority of the PPK as the Regional Head. If one looks at PPK, it is in a political position, very vulnerable to intervention, so that the determination of High Leadership Officials is not based on competence but political factors and affinity.

Conclusions

Implementation of job auctions or open selection for structural officials is one of the things that must be done by each region to obtain competent human resources. Although in the implementation process there are still many weaknesses, namely there is still intervention from outside and the high authority of regional heads so that the placement of high-ranking officials is not based on competence. Therefore, it is necessary to have a new policy issued by the government in terms of handling human resources. In order to realize the principle of neutrality, especially in terms of appointing the ASN Pratama High Leadership Position, what must be done is the appointment of High Leadership Officials who are selected by the Selection Committee based on the highest or best scores.

Suggestion

1. For the sake of the realization of bureaucratic reform, especially in the field of personnel, what must be done is to reduce or eliminate the authority possessed by staff supervisors.
2. Make provisions that mandate that the winner of the open selection must be the selected participant who managed to get the highest or best score
3. Structural position determination is no longer left to personnel supervisor officials but is left to bureaucratic career officials. According to the researchers, this will be fairer and very minimal with political interests or other interests, besides that it can also implement a merit system properly.
4. For further research, it is necessary to add aspects of the talent pool in the appointment of high leadership positions.

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