

Open Recruitment and Career Functionary Mutation On Governmental Bureaucracy of Makassar City (Study of Implication Between Political Functionary and Career Functionary)

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Abstract: This research is motivated by open recruitment phenomenon which is expected that the civilian state apparatus can be able to compete in their career development but in fact the contrary images arisen due to the resistance of open recruitment's participants towards the mayor state of Makassar because of their feeling injured in career development. The study used the qualitative method with a phenomenological approach. This study finds that there is a relation between political and career functionary. It has some implications for the implementation of mutation such as the pre-dominance of career functionary. It can affect the un-competency mutation and lack of consideration about stratification rank, education and leadership training who had a promotion in the government bureaucracy of Makassar city, the predominance of political functionary can affect to the un-competency mutation and actor intervention to the implementation of local government bureaucracy in Makassar city.

Key words: Open recruitment, bureaucracy, mutation, career functionary, implementation, pre-dominance

INTRODUCTION

Open recruitment has colorized the implementation of mutation on government bureaucracy, State of Makassar as a manifestation of the constitution "UU No. 5, 2014" about civilian state apparatus which is emphasized that there must be a transparent-selection for the civil servant who wants to take a structural position based on competency and skills. Dwiyanto (2011) said that "merit system based on a career is no longer compatible with the dynamic of the city development, it is time to reform the civilian state apparatus by introducing Functionary-based merit system which is the basic position more based on their competency and skills than their education-level and seniority. Even we need to think extremely about the importance of personnel system development that more transparent in the recruitment process that requires specific skills that cannot easily be met internally from local officials such as IT technicians, investment managers and so forth can be filled by non-professionals Civil servants who are contracted for a certain time with a competitive salary system". Hope the birth of open-recruitment in Makassar is delivering career functionary who has competence in accordance with the position that they take and free from political interests. However, the results of the open recruitment met with

resistance from civil servants who feel aggrieved by demanding the Mayor of Makassar through the State Administrative Court because the mutation was allegedly loaded with political interests. Latuconsina (2008) argues that "the recruitment system of bureaucrats through special channels are the most likely used as a venue for indoctrination and politicization. These conditions indicate the existence of the problems in realizing the government bureaucracy based professional due to strong political pressure in the implementation of structural officials mutation".

Implementation of the open recruitment career functionary mutation gives negative implications for the development of civil servant's career. Based on information conducted by researchers identified 119 civil servants who experienced a demotion as contained in the Decree Mutations set in February and March 2015. While they are not committed any offense that is mandated in Article 10 of Government Regulation No. 100 of 2000 that the civil service structural removed from office only for the following reasons, resign from the position, reaches the retirement age, dismissed as a civil servant shall be appointed in their positions of other structural or functional, leave from the responsibility of the state, except for unpaid leave the country because of labor, the task of studying more than 6 months, the streamlining of

government organizations does not meet the requirements of physical and spiritual health. Saraha (2004) states that "Demotion do if an employee abuses in the office or is unable to perform its duties, undisciplined and dishonest in performing the duties of the office".

Literature review: The relation of political functionary with career functionary lead to domination played by the governmental authorities arisen the implications of the implementation of career functionary mutation. Agus (2011) stated that "The promotion of regional head office into an arena for political-economic transactions with the apparatus. Many facts show that, the replacement of the head area is often followed by the turn of the massive structural officials. Political and economic transactions often a more important consideration for local heads of replacing bureaucratic than considerations of competence and professionalism". The presence of excessive intervention of political authorities in the implementation of mutations lead to negative implications for the career development of the civil servants in the form of rotation is not in place or the form of demotion affecting career functionary in work. Implications politicization of bureaucracy in the implementation of mutations proposed by Mashuri (2007) that "Patterns of coaching employees cannot be applied, working environment of employees is not conducive, unfair competition to gain structural position a sense of civil servant's superiority than other civil servants, conflict of interest between actors, the emergence of shadow ". The consequences of the relation of political functionary with career functionary are less proportionately less linear mutation led to the implementation of open recruitment in the hope itself.

Nasution argued that "There are some implications of open recruitment is expected in the implementation of mutation, namely, the presence of an open selection and promotion can get a positive outcome, namely the raising of civil servants who have the competence and professionalism adequate according to his post at a time have a clear conscience or at least have a good track record with the fit and proper test positive competition will be open. There is a logic that says that there is no quality that was born without a competition, open recruitment can be useful to avoid the intervention of various parties are trying to put the "man" in strategic positions, respectively, strengthen the career management system based on open merit system where equal opportunity for every civil servant to improve career based on its competence". If these expectations are correlated with empirical reality seems very difficult to be realized due to the implementation of career functionary

mutations are often colored by certain political interests which are then termed the politicization of the bureaucracy.

Carino (1992) formulated two patterns of relationship that executive and bureaucratic ascendancy sublation. Among the links that span the politicization and allowing for the negative implications of the implementation of the mutations namely those which are executive ascendancy. Martini (2010) stated that "The impact of the politicization of the bureaucracy is the emergence of compensation positions between the authorities and political parties, so that, the bureaucracy should uphold the merit system (based on professionalism) inferior to other bureaucrats who had the support of political parties". Therefore, the actors involved in the bureaucracy should refrain to keep a proportional relationship in supporting the implementation of open recruitment that is part of bureaucratic reform.

MATERIALS AND METHODS

This research is conducted by a qualitative method with a phenomenological approach. The primary data of research are collected by interviewing the Mayor and Vice-Mayor of Makassar, career functionary (in this case, the researcher interview the government-secretary of Makassar). The Head of Personnel Office, career functionary which has involved to the implementation of mutation and several open recruitment's participants. The researcher also collected secondary-data about open recruitment such as decree of mutation, decree of civilian state apparatus. The list of stratification rank of the officer (DUK) State Administrative Court Decision regarding dispute bidder position with the Mayor of Makassar and the legislation of the implementation of mutation. The researcher studied both sources of data and tested its credibility using Miles and Huberman's Model.

RESULTS AND DISCUSSION

Analytic findings: Open recruitment on the implementation of mutations in Makassar received a positive response from civil servants structural positions, so, it is not surprising that participants pretty much that amounted to 600. But after the open recruitment ended and the results are published, the career functionary in the city of Makassar polarized into two groups, group feels disadvantaged because of a promotion and groups who feel disadvantaged because of a demotion positions. Referring to the phenomenon then identified some aspects related to the political implications of official

Table 1: The result of open recruitment and the previous record

Previous position	New position	Decree No. and Date
The Head of National and Political Unity Office	Expert-Staff of Spatial and Environment Sector	821.22.33.2015 12 Feb 2015
The Division-Secretary of Landscaping and Sanitation	Expert-Staff of Empowering Economic Structure Sector	821.22.33.2015 12 Feb 2015
The Director of hospital	Assistant of General Administration	821.22.33.2015 12 Feb 2015
The Head of Education and Training Office	Daily-head of Narcotics Council	821.22.33.2015 12 Feb 2015
The Head of Governance Office	The Head of Food Security Office	821.22.33.2015 12 Feb 2015
Division-Head of Small and Medium Enterprises	The Head of Governance Office	821.22.33.2015 12 Feb 2015

Human Resources Office, Makassar city (2016)

relations with career functionary in the implementation of open recruitment mutations career functionary in the city of Makassar, namely:

Competency-based career experience: Open recruitment's target is expected to have implications for the competent career official of the office entrusted to him especially, about the experience of his career. It turned out that these expectations have not yet reached the optimal result for Open recruitment is carried out by the Government of Makassar since August 2014 until the issuance of the decree mutations in March 2015 by auctioning various structural positions. However, there is career functionary undergo rotation and promotion by not referring to the career experiences that have been passed by the authorities concerned. Facts show that, the team selection committee did not consider the career experiences. Based on identification some officials participate in the open recruitment but less career development based on previous positions as contained in Table 1.

Table 1 shows that, the auction served as an integral part of the relations of political functionary with career functionary in the implementation of mutations in Makassar less attention to trace the career that has been passed previously by officials who experience rotation and promotion. Implications arising officials who are concerned feel less comfortable in work because of the positions is unfamiliar and require adjustments in work. Thus, the open recruitment was undertaken by the Government of Makassar partially mutated yet to consider grounding normative as contained in Government Regulation No. 100 of 2000 under Article 5 less expensive foundation as provided in Government Regulation No. 100 of 2000 in Article 5 points (e) that "The requirements to be lifted in a structural position is to have the necessary competency". One of these competencies is lacking mutations based on career experience. While the position of the inherent need adequate experience to support the work both individually and institutionally. It is also less consistent with the scientific principle that the right man

in the right place. Therefore, it is very unfortunate if the open recruitment was undertaken by the Government of Makassar still found their career functionary are less relevant to their positions. This study confirmed the results of previous studies by Samad that "The appointment process (selection and confirmation) structural officials in general are good but not optimal regarding objectivity. Not all structural officials there meets all the main requirements in full for certain structural position as set out in PP. No. 13 2002 as, especially in terms rank/class, educational qualifications, job performance, competency, Diklatpim (education and leadership training) as well as additional requirements such as seniority, age and experience".

Placement of career functionary is not by his career experience as a result of open recruitment as listed in Table 1 is a carelessness unnecessary because of the wounded spirit of open recruitment. Sanaji (2013) stated that "Open selection is expected to be able to put a bureaucrat by the capabilities and expertise of each. With this open selection will be known a bureaucrat more appropriately placed in administration/staff (supporting staff) or concerned have sufficient leadership skills, so that, the right to be a leader (leader/manager). Not only that but through open selection will also acquire the right leader and qualified in the field. In turn, achieved their conformity with the position of one's ability to be elected and professional officials in the long term will create a reliable bureaucracy". However, these hopes have not been realized because they found some career functionary who occupies positions less corresponds to the background of his career. There are various possibilities for the birth of the phenomenon such as the dominance of career functionary in the appointment and dismissal of career functionary are less likely to contribute to the quality of public services. Lane and Wolf (1990) open recruitment and promotion process is expected to find "The right person in the right position" which will contribute to the organization to maintain the capacity to run the program, execute the laws and regulations and

Table 2: The deviations of administration files completeness

Regional Work Units (SKPD) Makassar	The Deviations of Administration Files Completeness
Secretariat of Regional People's Representative Assembly	Sekwan's position is lower than three division-head
Inspectorate	The head of Inspectorate position is lower than secretary and three inspectors
National and Political Unity Office the Fourth-grade Diklatpim	The division-head of inter-institutional relations is lower than one of sub-division head who has not yet attended
Civil Service Police Unit	The secretary of civil service police unit is lower than sub-division-head and four division-head and six section-head who has not yet attend the Diklatpim. Even the secretary of Civil service police Unit sworn acting position
Women Empowerment and Child Protection Office	The Director's position is lower than the secretary who has not yet attended the Third and Fourth Protection Grade Diklatpim
Finance and Asset Management Office	Head of advocacy is lower than the sub-sector head under it and who has not yet attended the fourth-grade Diklatpim
Human Resources Office, Makassar City (2016)	The stratification rank of division-head of accountancy still categorized in III-b but already promoted as an III-b and sworn in acting position and also has not yet attended the fourth-grade Diklatpim

effectively provide public services to the public, therefore, requires the seriousness and commitment of the bureaucrats to make open recruitment as a new paradigm in the implementation of the mutation.

Stratification rank-based and training: Civil servant career development in the implementation of mutations through open recruitment in Makassar is not solely based on the spirit in making a change but the spirit must be based on a system that has been built, so that, each of the parties does not feel marred. One aspect that needs to be a reference in the open recruitment is a minimal requirement rank and leadership training which have been followed as an indicator of their understanding and mastery of the task at hand. Once the researchers conducted a search of data and information turned out open recruitment on the implementation of mutations in Makassar less refers to the rank, so that, there are some officials who have the promotion and rotation of positions that rank lower than his subordinates. Based on identification in this study some officials promoted and rotated less based rank as contained in Table 2.

Table 2 shows that, there are irregularities in the administrative implementation of the mutations carried Makassar city government through the open recruitment. There is a less harmonious relationship between political functionary with career functionary, so that, the deviation occurs. Supposedly, career functionary involved in the support team open recruitment is able to anticipate the weakness of the administrative besides the Head of BKD Makassar as team coordinator primary open recruitment and the Secretary of BKD Makassar as secretary-team open recruitment and the head of the mutation with the staff member joined the team supporting the auction of office anticipate the various possibilities that will happen before the Mayor of Makassar, issued a decree mutation. It is recognized that there has been a relationship between political functionary with career functionary but those relationships are not maximized, so that, the negative implications of the civil servants who rank much higher

than their director. Very risky if a mistake like this does not get a response from policymakers as well as detrimental to subordinates as evidence that relations are career functionary involved in the open recruitment with the mayor as a political-administrative officeless attention to aspects that actually have negative implications for the development of career civil servants. Manabung that the recruitment, promotion and transfer bureaucratic positions will no longer be a tool to improve performance but as a tool for political purposes remuneration or economic transactions. This gave rise to a marked ascriptive favoritism bureaucracy is very strong in the relationship between the two. Bureaucratic officials as appointed officials ultimately only works for the benefit of themselves and the group and ignore its true role as a public servant.

Career functionary's competition: Relationships among career functionary with political functionary have not shown a relationship that ideal, especially in the final determination of the participant's open recruitment or open recruitment that dominance is on the Mayor of Makassar cause this relation has not been able to bring open toughest of recruits by actually creating competition between officials in structural positions. This spirit should be able to color open recruitment in Makassar but because of the involvement of the political actors in assessing the value score that is disproportionate to other assessment teams made the competition of bidders office tarnished.

Hope creation of competition between the auction participant positions has not materialized as yet maximal imposition of an auction system in particular positions of the interview team involvement and provision of scoring on each interviewer less proportionately. Competition between auction participants positions in Makassar can be believed to be run well if all the actors involved in it solely in favor of the established rules not assess the instigation of personal or group interests and avoid the specific message.

There are some indications that competition between the auction participant positions have not been up that escape of some civil servants who are not conditional on the corner of the ranks in the selection process, Diklatpim and less reference to the track record of a career as required for positions but were included in the selection process even experienced promotion. Putro (Tjokrowinoto, 2001) that "The policy of politicization of bureaucracy in itself creates a sense of anti-starch or feelings cannot cooperate with people who do not come from the same political party. This condition is very possible, especially, if the reason for recruitment to the post of a career that is "A sense of fit" and able to work with. "Factors for this reason that in turn can have an attitude like and dislike in a government organization".

Auction held positions Makassar city government has not met the expectations of Law No. 5 of 2014 concerning the state civil apparatus to create competition in the process of recruitment of civil servants. Competition can only be achieved if each actor in both career officials and political officials in forming relationships put themselves proportionality to promote equal treatment of participants of the open recruitment. Manabung states that "Bureaucracy become uncompetitive and low performance. This is due to the erosion of the spirit of competition for allocation of positions in the bureaucracy does not serve as a means to give rewards to those who excel. The work ethic and dedication may be improved optimally, especially important leadership positions there occupied by people whose capacity is in doubt". Competition is the key factor to determine the open recruitment process that can later be used as a database for subsequent mutations, so that, if there is a vacant position, then the data can be consulted to fill existing vacancies based on the needs of the office and rank the value obtained by career officials. Sangaji (2013) states that "Any open casting held by the government in addition to aiming for official candidates for the vacant positions, in fact can also be many functions as an effort to provide the talent pool or a database of profiles of potential candidates for officers and officials. As one of the instruments of government

resource management, talent pool could play a role in the context of recruitment and development of human resources in government agencies".

The intervention of actor: Auction conducted by the office of the Government of Makassar involving political actors with actors both career officials are expected to play a role within their authority. However, the relationship that is built is often unavoidable intervention to meet the specific interests. Disappointment with the majority of bidders office accompanied by empirical facts like in the previous description was allegedly due to the intervention of certain actors. Indication of intervention can be seen with the passage of some career officials who do not qualify ranks that should have been eliminated at the file selection stage was experiencing a promotion (Table 1) The facts are relevant to Margono (2005) statement that "On the one hand the bureaucracy required to always professional and responsive but on the other hand the real autonomy is being pressured by politicians. Therefore, policies are formulated and implemented must inevitably be biased towards political interests".

Irregularities at the level of the secretariat team or support team can be minimized if the open recruitment before the finalization of the file received from the monitoring and evaluation of BKD head of Makassar as the main team coordinator auction BKD office and Secretary of Makassar as team principal secretary open recruitment. Conditions were difficult to control when the intervention came from the mayor because the position and authority are very strong compared with other actors. This phenomenon is causing career officials who feel disadvantaged in the open recruitment by the government of Makassar against it through administrative courts which subsequently won the career officials as contained in Decision No. 38/G/2015/PTUN Mks. The condition shows the relation between career officials with political officials have not shown a proportional relationship that has implications for the post of the auction results have not been up anyway.

After reviewing theoretical and empirical fact-finding, this study found the implications of the relationship between political officials with career officials in many variations as there are in Table 3.

Table 3: Findings of the implication of the implementation of mutation through open recruitment on the government bureaucracy of Makassar city

The implication of the relation	Relation of the actors	
	Political functionary	Career functionary
The competence of career functionary		
Career functionary's competition		
The stratification rank of the officer and training		
Actor's Intervention		
Researcher analysis (2016)		

Table 3 shown that, there is a domination of career function towards politic career based on checklist on career functionary arises implicated in mutations that are less based on competence and lack of consideration of rank and education and leadership training officer who had a promotion in the civil service in Makassar. Moreover, the dominance of political officials towards political based on checklist in political career based has implications for the implementation of the mutations that are less based on competition among career officials and the intervention of an actor in the implementation of the mutation in the civil service in the city of Makassar. These findings confirmed the results of previous studies by Manabung states that "The pattern of bureaucratic relationship between the mayor with structural bureaucratic officials to disruption in the effort to build a professional bureaucracy and good governance in the Sangihe regency government. Pathology bureaucracy due to his affair with momentary political interests and warped will increasingly hamper efforts to create a local bureaucracy figure professional, clean and dignified". The difference of these findings with the results of previous studies is the results of research manabung less detailing the relationships both these actors with the domination of each which then has implications for government bureaucracy Whereas, this study has identified the dominance of each actor with the implication that occurred in the implementation of a mutation in the civil service in Makassar city. It appears that the relationship with the political officials who set up a career officials domination allow the birth of intervention that has unwell implications for the career development of civil servants in a bureaucracy of Makassar city.

Substantially the implications of these actors can be minimized by building relationships with the intense attention to signs of normative signs, so that, the chances of irregularities can be anticipated. The relation between the two has become a necessity but the need for clear regulations in positions of authority, respectively. Ratna states that "In the bureaucracy, political appointees and career are the two parties need each other. Career positions require political support in implementing public policies that stipulation. Meanwhile, politicians need the bureaucracy as an executor or executors of public policy. Thus the much needed clarity setting the scope of political positions and career positions, authority and the pattern of relationship between the two, so that, they will awaken interaction mutually supportive and beneficial to the public interest".

CONCLUSION

There are some implications arisen from the relation of political functionary regarding the implementation of mutation through open recruitment on the government bureaucracy in Makassar, namely: the predominance of career officials implicated in variations that are less based on competence and lack of consideration of rank and education and leadership training officer who had a promotion in the civil service in Makassar, the dominance of political officials has implications for the implementation of the mutations that are less based on competition among career officials and the intervention of an actor in the implementation of the mutation in the civil service in the city of Makassar.

IMPLEMENTATIONS

As we know that, this research refers to the liberal theory by Carino, so that, there are two implications regarding to this research towards the theoretical development and the recommendation of policy on the implementation of mutation through open recruitment. The results of this study found a new variant in the context of political official relations with officials of the official career ascendancy which is a refinement of the liberal theory by formulating Carino only two relations, namely executive and bureaucratic ascendancy sublation. To minimize the implications of political official relations with career officials in the implementation of the mutation, the researchers recommended that a form of commission apparatus state civil independent local level and the government partner of Makassar in conducting open recruitment.

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