

# IMPLEMENTATION OF POLICY PROCEDURES FOR FILLING HIGH LEADER POSITIONS THROUGH OPEN SELECTION IN THE SOUTH BOLAANG MONGONDOW GOVERNMENT ENVIRONMENT

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## ABSTRACT

This study aims to find out how the implementation of policies and what factors determine the implementation of policies on procedures for filling high-ranking pratama positions in South Bolaang Mongondow Regency.

The method used is a qualitative method with a descriptive approach. Informants in this study were the Regent, Regional Secretary, Secretary of BKPSDM, Head of Division and Sub-Section of BKPSDM. Data analysis through data reduction, data display and conclusion drawing/verification.

The results of the study showed that at the preparation stage, there were no Independent Assessors. At the implementation stage, there is a lack of ASN human resources participating in the auction of positions. At the stage of monitoring and evaluation not running effectively, there are several High Leadership Officials who have held positions for 5 (five) years, and have not been reassessed related to the suitability of competencies and positions occupied. Factors that affect implementation: Communication, an inhibiting factor because of the existence of the Pansel Team and Assessor Team; Resources, become an inhibiting factor because the ASN candidates for bidding positions that meet the requirements are still very lacking; Disposition is a supporting factor because the understanding and response of program implementers is good; bureaucratic structure,

**Keywords:** Policy implementation, pratama high leadership positions

## INTRODUCTION

Bureaucratic reform aims to realize a clean government (clear government) and good governance (good governance). In order to achieve this goal, one of the efforts made is by issuing Law Number 5 of 2014 concerning State Civil Apparatus[12]. The law mandates the renewal of the system for recruiting high-ranking officials within the Government. This was followed up with the issuance of a Ministerial Regulation concerning Procedures for filling high leadership positions openly within Government agencies[8].

The local government of South Bolaang Mongondow Regency has implemented an open screening method that will fill the structural positions of high-ranking pratama leaders.

In regulating the implementation of the auction of positions, the South Bolaang Mongondow Regional Government stipulates a Regent Regulation which contains qualifications and assessment indicators in the process of openly recruiting structural officials. [7].

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Table 1. Implementation of the auction of high leadership positions pratama

NO	YEAR	NUMBER OF JPT THAT ARE AUCTION	PARTICIPANT (person)	REMARK
1.	2016	1	1	Secretary of State
2.	2017	4	12	
3.	2018	1	1	Secretary of State
		4	12	
		8	24	
4.	2019	19	57	

Source: BKSDM Bolsel (2020)

The stages carried out in the bidding process for this position include: preparation stage, implementation stage and monitoring and evaluation stage.

Based on the results of the initial assessment, there were various problems that occurred in the implementation of the job auction in Bolaang Mongondow Regency South

**Table 2.** Early identification of the JPTP auction

Preparation Stage	Implementation Stage	Monitoring and Evaluation Stage
<ul style="list-style-type: none"> <li>• lack of availability of human resources who have expertise in the implementation of the auction of positions both the committee and JPTP participants</li> <li>• The unavailability of the Independent Assessor Team / Experts so that they have to bring in assessors from outside the area so they have to pay more to pay for these experts</li> <li>• minimal budget to finance the auction of positions</li> </ul>	<ul style="list-style-type: none"> <li>• JPTP applicants are less interested in the auction of positions, so there are several positions that are auctioned, there are no vacancies</li> <li>• candidates for high-ranking officials who will participate in the auction of positions lack competence with the position to be applied for, this is due to the lack of prospective JPTP applicants</li> </ul>	<ul style="list-style-type: none"> <li>• there are several PJPT who have served more than 5 years</li> </ul>

## RESEARCH METHODS

The **method** applied by the researcher is a qualitative method with a descriptive

approach. the methods used include observation, interviews (direct interviews) and documentation.

The research was conducted within the local government of South Bolaang Mongondow Regency from July to August 2021.

Research focuses on:

1. Policy implementation, with sub-focus including:
  - a. Open selection preparation
  - b. Open selection
  - c. Monitoring and evaluation
2. Factors that determine policy implementation with sub-focus include:
  - a. Communication
  - b. Human Resources
  - c. Disposition
  - d. Bureaucratic Structure

This data is obtained from the results of interviews directly in the field with personnel who technically handle the auction activities in question.

This data is obtained from the results of the study of various books, journals or libraries related to the open selection of high-level leadership positions.

Observation is done by observing the stages of activities or mechanisms that are implemented.

The main data collection or primary data through interviews or interviews are carried out directly or face to face individually with informants and also via cell phones.

The process of taking documentation is carried out to obtain supporting data about the object under study.

Data analysis process steps:

1. Collecting data by interview
2. summarize data and mark data, select data, and make data grouping
3. compiling the data and presenting it in the form of a short description or narrative by connecting the categories of data.
4. The data that has been presented is then connected with previous research and

studied so that conclusions are obtained which are new theories.

To test the validity of the data, triangulation techniques are used, namely by collecting various data and then connecting or comparing them with other data sources so that conclusions can be drawn from the comparison of the data.

## **RESEARCH RESULT**

### **Selection Committee Determination**

The formation of the 2019 South Bolaang Mongondow Regency selection committee has been stated in Regent Regulation No. 281 of 2019. The Selection Committee consists of 5 people consisting of academics, professional experts, and elements of the government itself consisting of officials from the province of North Sulawesi and South Bolaang Mongondow district. In addition, there were also 2 independent Assessor Teams from Manado University in Tondano.

The unavailability of independent assessors has resulted in the local government having to pay more to pay for the assessors.

### **Develop and establish competency standards**

Standards for the competence and qualifications of High Pratama positions have been contained in the Regent's Regulation no. 52 of 2019, consisting of managerial competence, technical competence, and structural social competence[7].

### **Announcement Stage**

The announcement stage is carried out through circulars pasted on bulletin boards, print media/online media, email, whatsapp groups. Lack of interest from ASN who will take part in the auction of positions, so that prospective applicants must participate in several positions that will be auctioned even though they do not match their background. background of education and experience.

### **Administration selection**

Administrative selection is carried out by the selection committee regarding the completeness of the file.

### **Competency Selection**

The implementation of competency selection is carried out by an independent Assessor Team, consisting of selection of managerial competencies and field competencies.

### **Final interview**

This stage was carried out by the Selection Committee consisting of experts/experts, academics, North Sulawesi Provincial Officials and from the internal local government of South Bolaang Mongondow Regency.

### **Candidate track record**

Tracing the track records of prospective bidders is carried out in collaboration with the BKPSDM where the prospective bidders come from.

### **Selection Results**

The Selection Committee stipulates 3 (three) candidates for high-ranking pratama officials who get the highest score according to the ranking and then submits them to the Regent to be elected as a Primary High Officer.

### **Health and Psychological Test**

The implementation of health checks and drug tests for potential bidders for high-level leadership positions is carried out by the South Bolaang Mongondow Hospital. Meanwhile, the Psychological Test was carried out by the Assessor Team from the University of Manado (UNIMA) in Tondano.

### **Financing**

Funding is budgeted in the BKPSDM DIPA.

### **Selection implementation report**

The Regent of South Bolaang Mongondow always reports every stage of the selection of high-ranking pratama positions to the Minister of Home Affairs and MenPAN-RB.

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The implementation of monitoring and evaluation has also gone through the SIJAPTI application made by KASN to monitor the implementation of the job auction.

### **Task orientation**

Monitoring is not running effectively, as evidenced by the presence of several high-ranking officials who have held positions for 5 years including the Head of the Population and Civil Registration Service, the Head of the Kimpraswil Public Works Service and the Head of the Satpol PP and Firefighters.

Reassessment or competency test has not been carried out on high-ranking officials who have held positions for 5 (five) years.

### **Determinants of policy implementation Communication**

Communication has been well established in the implementation of the JPTP open selection program.

### **Human Resources**

The quality and number of human resources for the organizers of the South Bolaang Mongondow JPTP open selection program is quite good.

### **Disposition**

The attitude of the implementers shows that the understanding and response of the program implementers is good.

### **Bureaucratic Structure**

The SOP regarding the open selection of JPTP is contained in Regent Regulation Number 52 of 2019 regarding standardization of JPTP capabilities and qualifications in the South Bolaang Mongondow Regency Government which is guided by the Regulation of the Minister of PAN and RB Number 13 of 2014[7].

## **DISCUSSION**

### **Formation of Selection Committee**

The formation of the panel committee is contained in South Bolaang Mongondow Regent Decree Number 281

of 2019 concerning the Selection Committee, Assessor Team and Committee Secretariat in the Open Selection Activities for Primary High Leadership Positions for the 2019 Fiscal Year.

The implementation of the auction of positions within the Padang city government has not been effective, where the formation of the selection committee does not pay attention to the scientific background of the Selection Committee[6].

From the results of interviews and observations of researchers related to the formation of the selection committee, it has been in accordance with the provisions in Regulation of the Minister of PAN and RB Number 13 of 2014 where the selection committee consists of at least 5 people, 2 assessors. In addition, the composition of the selection committee consists of: 60% from outside the local government and 40% from the local government itself. The only problem lies in the unavailability of assessors from within the South Bolaang Mongondow area, so they have to bring in from outside the region.

### **Preparation and determination of competency standards for vacant positions**

The preparation of competency standards for vacant positions is carried out by the selection committee with the assistance of an assessment center institution.

Competency standards consist of managerial competencies, including integrity, cooperation, communication, results orientation, public service and self and other people development, managing change and decision making and tennis competencies such as understanding rules related to the field of work, mastering the principles of accountability, principles of coordination, SPIP, utilization of human resources or personnel and information

technology in related fields as well as socio-cultural competencies such as utilizing differences constructively and creatively to increase organizational effectiveness.

Based on the results of interviews and observations of researchers, this stage is in accordance with the mechanism that has been regulated by the Regulation of the Minister of PAN and RB Number 13 of 2014.

### **Implementation stages**

#### **Announcement of job vacancies**

From the results of interviews and also observations of researchers that have been compiled and carried out in accordance with the mandate in Permenpan RB Number 13 of 2014, it is stated that to fill vacancies for high leadership positions to be announced openly, in the form of circulars through bulletin boards, and/or print media, electronic media (including on-line/internet media).

#### **Administration selection**

The administrative selection and tracking of track records in the auction of PJPT positions in the South Bolaang Mongondow district was carried out on November 9 to November 23, 2019. The number of applicants for PJPT pratama candidates was 89 applicants from the results of the administrative selection carried out, based on Regulation of the Minister of PAN and RB Number 13 of 2014 and has taken into account the aspects of competence, qualifications, rank, education and training, track records of positions, and the integrity of prospective officials.

#### **Competency Selection**

The competence of an ASN will have an impact on the work achieved by the ASN. One of the things that need to be considered so that a person's competence and performance can be maximized is to pay attention to intellectual intelligence and emotional intelligence[9]. Therefore,

the selection made in filling out the ASN JPTP must pay attention to the intellectual intelligence and emotional intelligence of the ASN.

Competency selection is an important stage in the open selection process for high leadership positions (JPT), because the high leadership position functions to lead and motivate every ASN employee in government agencies through: a) pioneering in the fields of: professional expertise; policy analysis and recommendations; and management leadership. b.) development of cooperation with other agencies; and c.) exemplary in practicing the basic values of ASN and implementing the ASN code of ethics and code of conduct.

From the results of interviews and observations of researchers related to competency selection, it has been carried out according to existing rules. The test is carried out by an assessor who is competent in the field of ASN competency screening.

#### **Final interview**

The final interview is a clarification / deepening of the applicant which includes specialization, motivation, behavior, and character. In conducting the interview, the user element of the position to be occupied in this case is the Regent.

Interviews are conversations with specific purposes carried out face to face to obtain information orally with the aim of obtaining data that can explain the problems studied.[5].

From the results of interviews and observations of researchers related to the final interview, it has been carried out according to existing rules. Tests are carried out by experts, academics, assessors and provincial officials who are competent in the field of ASN competency screening and involve the regent as a user who will use the official's competence.

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### **Candidate track record**

Track record can be traced through position track record and experience to see suitability for the position applied for. Tracing the track record can be done by compiling an instrument/criteria for integrity assessment as the main assessment material with weighting to measure its integrity. If there are suspicious indications, clarification will be made with the relevant agencies. In addition, tracking of track records can be carried out to the place of origin of work including to superiors, colleagues, and subordinates and other related environments. In this case, the selection committee can determine officials who will conduct track record searches in a closed, objective manner and have the ability and technical intelligence knowledge.

From the results of interviews and observations of researchers related to tracing the traces of prospective participants who took part in the selection of high pratama positions within the South Bolaang Mongondow Regency Government, efforts have been made as best as possible where the selection committee assisted by the BKPSDM of South Bolaang Mongondow Regency as a facilitator has tried to collect every data and track record of the participants who took part in the selection so that the selection committee had input to get to know the character and background of each participant taking the exam.

### **Selection Results**

The Selection Committee submits the results of the assessment of the main and middle high positions (equivalent to echelon Ia and Ib) and selects as many as 3 (three) candidates according to the order of the highest scores to be submitted to the Staffing Officer (Minister/Head of institution/Governor).

Based on the results of researcher interviews and observations in the field, it

can be seen that there are efforts to create a system for filling structural positions in a transparent/open manner, so that it will reduce various deviant practices that were often carried out previously in the mechanism of filling positions in a closed position.

### **Test Health and psychology**

Health and psychological tests can be carried out in collaboration with government health service units and psychological institutions and participants who have passed are required to submit the results of health and psychological tests.

From the results of interviews and facts in the field, the researchers concluded that the implementation of the health test had been carried out well.

One of the weaknesses that occurred during the selection process for high-ranking pratama positions in the South Bolaang Mongondow Regency Government was the psychological test that had not been carried out as expected by the selection committee because of questions related to psychological tests that many of the examinees complained about. For this reason, in the future it is necessary to plan a grand design for the implementation of the process of recruiting high-ranking pratama officials within the South Bolaang Mongondow Regency Government in accordance with the standards set by current government regulations.

### **Financing**

To support the smooth implementation of the selection for filling high leadership positions, so that the central and regional agencies plan and prepare the required budget efficiently in the DIPA of each region.

In building an assessment center, the suitability of workloads and program incentives requires substantial funds[4].

From the results of interviews and observations of researchers related to

financing, it has been budgeted in the APBD of South Bolaang Mongondow Regency. The financing is included in the honorarium for the secretariat of the selection committee for high-ranking pratama positions.

### **Stages monitoring evaluation:**

#### **Selection implementation report**

The Central and Regional Personnel Guidance Officer (Regent) submits a report on the implementation of the selection for filling high leadership positions openly to KASN and a copy to: a. Minister for Empowerment of State Apparatus and Bureaucratic Reform, for Central Agencies; b. Minister of Home Affairs, and Minister of State Apparatus Empowerment and Bureaucratic Reform, for Regional Agencies.

Comparable to the research that has been done in previous research, the auction of high leadership positions in the city of Padang at the monitoring and evaluation stage has been carried out properly, namely with supervision carried out by KASN through written reports at the beginning and end of the activity.[6].

#### **Task Orientation**

Task orientation is the last stage in the monitoring and evaluation stage. Candidates who have been selected and appointed (inaugurated) must be given a task orientation by the Personnel Guiding Officer and the competent authority for 1 (one) month. Employment status for candidates who are selected from outside agencies are determined with the status of being employed in accordance with the laws and regulations for a maximum of 2 (two) years for the purpose of performance evaluation.

In his research, he stated that the main purpose of open selection was to produce competent officials who were free from political intervention but had not answered the problem of substance.[11].

Based on the results of interviews with researchers and observations in the

field, it can be concluded that the orientation of high leadership positions has not been going well. Monitoring does not work effectively, this is evidenced by the presence of several high-ranking officials who have held positions for more than 5 (five) years, so that there is no refreshment and regeneration of leaders in an OPD, for example: Population and Civil Registration Service, Public Works Office of Kimpraswil and Satpol PP and firefighters. It was also found that the implementation of the Competency Test for Officials who had been inaugurated had not been carried out as mandated by the ASN Law no. 5 of 2014 where every 1.5 years every official who has occupied an echelon position must be tested for competence to assess the performance of high-ranking leaders. And for the future, so that orientation is successful, use the orientation procedure as well as through planning where the program is devoted to solving specific problems for new employees. The key to the process orientation program is the approach used. A participatory approach, warm welcome, and attention to the individual are vital in the orientation program.

#### **The factors that determine Policy Implementation**

##### **Communication**

In every program implementation, a very important role is needed from various related elements.

Based on the observations of researchers, communication has been well established in the implementation of the JPTP open selection program. Although there are obstacles due to differences in the tasks and activities of each executor outside the implementation of this program, the program implementers have communicated and coordinated several times through electronic messages, namely through the Whatsapp application. Likewise, based on observations regarding the communication of all parties that the

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researcher did through evidence of correspondence between the executor with KASN and the Competency Assessment Agency, namely BKN, it has been carried out well

In order for public policies to be implemented efficiently, the standard objectives must be understood by the people (implementators) who are responsible for achieving the standards and policy objectives.[13].

### **Human Resources**

The implementation of a program will run well with the support of the human resources in it. Based on the researcher's observations regarding the human resources involved in the implementation of the open selection program of the South Bolaang Mongondow JPTP through the CVs of each Pansel, the quality of the Pansel Team can be said to be good because those involved in the Pansel Team are people who are highly educated and have good experience. adequate in the implementation of the open selection program for government positions. Likewise, the Secretariat Team is sufficient in terms of quantity and quality. The obstacle lies in the target agent, because the existing human resources and those who have met the requirements to participate in the auction of positions are very lacking, so one candidate for a high-ranking official must apply for several positions to be appointed. auction.

A person must have creativity and innovation that grows in the entrepreneurial spirit, and an entrepreneur is someone who is able to take action under any conditions [3].

### **Disposition**

In the implementation of a program, there are two parties involved in it. First, the implementor and the second is the target group. The attitude or disposition of the implementor and the target group greatly determines the performance of the implementation of a program. In the

implementation of the open selection program of JPTP Bolaang Mongondow Selatan, the attitude or disposition in question is related to 2 things, namely understanding of the policies or programs that have been determined and the response or willingness in terms of implementing the program.

The results of the researchers' observations regarding the attitude (disposition) of the implementers showed that the understanding and response of the program implementers was good. The program implementers in this case are the selection committee, assessors and secretariat committees who have high commitment and enthusiasm in implementing this program in order to find government officials who have good quality and capability. However, according to the observations made by the researchers, the response from the target group in this program was not as expected. There are several vacancies filled by 1 (one) applicant. This is due to the limited number of ASN human resources who meet the requirements both administratively and in terms of quality and capability.

One of the factors that determine the performance of public policy implementation is the attitude or tendency of the implementers. The attitude of acceptance or rejection of the implementing (agent) will greatly affect the success or failure of public implementation performance[1].

### **Bureaucratic structure**

The most prominent aspect of the bureaucratic structure is the Standard Operating Procedure (SOP).[10].

From some informant information and also the results of the researchers' observations, it can be seen that the procedure for implementing the selection of high leadership positions has been stated in the form of SOPs with reference to the Regulation of the Minister of



Administrative Reform and Bureaucratic Reform of the Republic of Indonesia Number 13 of 2014. Cooperation and coordination have been running between work units. in the selection of positions. Each member of the committee or team has known the duties and responsibilities of each and tried to carry it out as well as possible.

An important role of the implementation of public policy is its ability to identify the variables that affect the achievement of the formal objectives of the implementation process. One of the variables in question is the ability of policies to structure the implementation process appropriately[1].

Solutions to reduce obstacles in the implementation of the auction of positions, namely: (1) improving the quality of personnel resources through education and training; (2) the implementation of a budget management strategy to meet the financing of the job auction process, considering that the cost of conducting a job auction is quite expensive, (3) providing encouragement or motivation and understanding of knowledge about the job auction to the apparatus, so that the apparatus can change the mindset and psychological condition who are still shy or reluctant to ask their superiors to participate in the auction of positions[2].

## CONCLUSION

1. The implementation of the Policies on Procedures for Filling Primary High Leadership Positions through Open Selection in the South Bolaang Mongondow Regency Government has partly gone well in accordance with the stages in Permenpan RB Number 13 of 2014.
2. **At the Preparation Stage** Problems were found, namely the absence of human resources in the form of

Independent Assessors, so they had to be brought in from outside the region

3. On **Implementation stages** there are problems with the Human Resources (ASN) factor, where there is still a lack of ASN who meet the requirements both in terms of educational background and also in terms of rank to participate in the auction of positions.
4. **Monitoring and evaluation stages** not running effectively, this is evidenced by the existence of several High Leadership Officials who have held positions for more than 5 (five) years, but have not been reassessed related to the suitability of competencies and positions occupied.
5. Inhibiting and Supporting Factors in the Implementation of Policies on Procedures for Filling Primary High Leadership Positions through Open Selection within the South Bolaang Mongondow Regency Government, including:
  - a. **Communication** became an inhibiting factor because the Pansel Team and the Assessor Team were in Manado so that direct communication for internal meetings rarely materialized. Communication is more often done through Whatsapp.
  - b. **Resource** become an inhibiting factor, especially for the target agent, in this case the ASN of Prospective Position Bidders who meet the requirements are still lacking.
  - c. **Disposition**. Be a supporting factor. The attitude (disposition) of the implementers shows that the understanding and response of the program implementers is good. The program implementers in this case are the selection committee, assessors and secretariat committees who have high

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commitment and enthusiasm in implementing this program in order to find government officials who have good quality and capability.

- d. *Bureaucratic structure*. be a contributing factor. The procedure for implementing the selection of high leadership positions has been stated in the form of SOPs which are the reference for implementing policies. The SOP refers to the Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform of the Republic of Indonesia Number 13 of 2014, Regulation of the South Bolaang Mongondow Regent Number 52 of 2019 and the Decree of the South Bolaang Mongondow Regent Number 281 of 2019.

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