



A Model for the Placement of Civil Servants in Administrative Positions Based on Meritocracy in the Garut District Government Environment

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Abstract. Civil Servants are the main actors driving the government bureaucracy in organizing government, development, and public service tasks. Civil servants must have the ability and expertise to translate the aspirations and needs of the community into service activities and programs. The management of the State Civil Apparatus adopted by the Indonesian government is oriented towards comparing the competencies and qualifications required by the position and those possessed, which aims to realize human resources with integrity, neutrality, competence, professionalism, high performance, and prosperity. One of the implementations of the management of the State Civil Apparatus is implementing a merit system. This study aims to analyze the implementation, obstacles, and efforts regarding the placement of administrator positions in the Garut Regency. The method used in this research is a qualitative research method with a case study approach. This research uses primary and secondary data sources, using data collection techniques of observation, interviews, and document studies. This study uses qualitative data validity and reliability tests with data analysis techniques that use transferability confirmability tests. The results showed that the implementation of the placement of administrative positions in Garut Regency is quite good even though it currently still uses the Position and Appointment Advisory Board or Performance Appraisal Team as a consideration body in the appointment of Civil Servant positions. And some obstacles occur due to educational background factors, employee placement processes, weak legal rules, recruitment systems, a culture of fanaticism, and a lack of knowledge about managerial and leadership. The study suggests a set of rules on the mechanisms of transfer and promotion and of applying the 360-degree performance assessment system to superiors, subordinates and co-workers, and Training Need Analysts are compelled to identify a gap between the competence of employees and the competence required of administrators so that the Garut district can apply merit systems based on the objective comparison of competence. Qualifications and requirements are needed.

Keywords: Administrator Position Placement · Civil Servants · Meritocracy

1 Introduction

In the era of globalization, one of the challenges faced is how to display professional Civil Servants, who have reliability in carrying out tasks so that they are carried out with high quality, at the right time, carefully, and with procedures that are easily understood and followed by the community. One of the elements of government that have received attention in reform efforts is the arrangement of Civil Servants, which includes government bureaucratic institutions, systems, and apparatus resource management arrangements.

The management of the State Civil Apparatus (ASN) adopted by the Indonesian government is an orientation towards comparing the competencies and qualifications required by the position and those possessed. The goal is to realize human resources with integrity, neutrality, competencies, professionalism, high performance, and prosperity. That is consistent with the principle of placing the right man in the right place discussed in modern human resource management [1]. All government organizations from central to district/city are obliged to implement civil servant management from the preparation and determination of needs, procurement, and promotion, to payroll and benefits and protection.

Sedarmayanti [2] argues that placing someone into the right position is by matching people with jobs, namely matching people's knowledge, skills, and abilities with job characteristics. The suitability of the knowledge possessed by an employee with the job's qualifications can be seen from indicators such as; formal education, work experience, and technical knowledge of the job. The suitability of skills can be seen from indicators such as; mastery in the use of technology, training that has attended, and conceptual abilities.

The Civil Servant apparatus is required to have the ability and expertise to translate the aspirations and needs of the community into service activities and programs. Civil servant management is organized based on a merit system, in which civil servants' career development is based on qualifications, competencies, performance appraisals, and the needs of Government Agencies by considering integrity and morality.

In placing employees in a government structure or specific positions, it is necessary to set the right person in the right place by considering the educational background, rank/class, length of service, and other requirements following applicable regulations. That is so that the abilities and expertise possessed by an employee are by the demands of the task or position so that existing human resources will be productive and high achieving, which in turn will be able to improve performance in an organization as a whole.

Civil Servants (PNS) are the main actors driving the government bureaucracy in organizing Government, development, and public service tasks. To create professional, integrity, neutral and high-performing civil servants, the Government has enacted Law Number 5 of 2014 on the State Civil Apparatus to replace Law Number 8 of 1974 and Law Number 43 of 1999. Law Number 5 of 2014 is drafted as part of the bureaucratic reform program to transform the Indonesian Government bureaucracy from a rule-based bureaucracy to dynamic governance. In line with that, the management of the State Civil Apparatus must also change from personnel administration to human capital development. Applying the merit system in ASN management is the primary mandate in Law Number 5 of 2014. Implementing a merit system means employee appointments,

transfers, promotions, payroll, awards, and career development based on qualifications, competencies, and performance. The system not only creates a sense of justice among employees but can also encourage increased competence and performance.

The merit system is the placement of a person with a high leadership position based on competence. However, the current practice is that the merit system process has been contaminated with monopolistic practices. There is a recruitment system that indicates the influence of political parties and many other methods that affect this system not running well.

Garut Regency starting from July 2019, has made many organizational structure changes with Promotion, Rotation, and Demotion of Administrative Positions. Based on data sources from the Sub Division of Career Development and Promotion of BKD Garut Regency, data on the inauguration of administrative positions in the Garut Regency from 2019 to 2020 amounted to 1196 people. Based on this, Garut Regency often inaugurated Administrative Positions consisting of Administrator and Supervisory Positions and High Leadership Positions (JPT), be it Promotion or Rotation. Promotions carried out by the Garut Regency Government can be considered positive because they aim to develop, advance, and increase great responsibility for employees. Advancements can improve the performance of civil servants.

In connection with the promotion of Civil Servants, Government Regulation number 13 of 2002 concerning the Appointment of Civil Servants in Structural Positions stipulates several requirements, among others, the lowest rank is level one below the specified rank level; Have the prescribed qualifications and education level; All elements of the work performance assessment are at least good grades within two years; Have the necessary job competencies; Seniority in rank; Age; Education and training position; and Job experience.

The provisions of these requirements are reaffirmed in the Law of the Republic of Indonesia Number 5 of 2014 concerning State Civil Apparatus article 72 paragraph 1 mandated that the promotion of Civil Servants is carried out based on an objective comparison between competencies, qualifications, and requirements required by the position, assessment of work performance, leadership, cooperation, creativity, and consideration of the civil servant performance appraisal team in government agencies, without differentiating gender, ethnicity, religion, race, and class. But in reality, the facts on the ground show that bureaucratic reform regarding the placement of civil servants has not fully implemented these principles.

Based on the data obtained by the author in the daily process carried out in the Garut Regency Government, civil servant placements still do not follow the requirements in the State Civil Apparatus Law. Researchers took examples such as the mismatch between employee placement and their educational background, the absence of guidelines for civil servant career patterns in Garut Regency, and the placement of civil servants in administrator positions within the Garut Regency Government has not paid attention to seniority in rank. Based on described, the author is interested in researching the "Model of Placement of Civil Servants in Meritocracy-Based Administrator Positions in the Garut Regency Government."

2 Theoretical Foundation

2.1 Human Resources Management

According to Supomo and Nurhayati [3], human resource management is the process of attracting, selecting, developing, maintaining, and using human resources to achieve individual and organizational goals and manage people, so it is also called personnel management.

Sedarmayanti [2] emphasizes that human resource management is the policy and practice of determining the human aspect of human resources in management positions, including recruiting, screening, training, rewarding, and assessing employees. Furthermore, according to Gilley and Egglund [4], human resources are learning activities/activities organized in an organization to develop and improve performance or personnel to develop work, individual, and organization.

According to Priansa [5], the functions of human resource management consist of managerial functions, namely functions that have been dominated by the use of concepts, thoughts, policies, and strategies to make it happen. Managerial functions are related to planning, organizing, directing, and controlling. Furthermore, the operational function is a function that is more dominated by physical activities as a manifestation of the managerial function. Operational functions include employee procurement, development, compensation, integration, maintenance, and retirement. According to Sedarmayanti [2], the purpose of human resource management is an achievement in carrying out the human resource managerial process to be able to realize organizational goals by managing and utilizing its resources.

2.2 Selection

The selection process is a systematic effort that ensures that those accepted will match the criteria following the education, skills, abilities, and attitudes needed by the company. Selection is the process of deciding on the right employee from a group of prospective employees obtained through the recruitment process, both internal recruitment and external recruitment [6]. Mangkunegara [7] argues that selection is a process or action taken by the company to obtain additional employees. The purpose of selection is to obtain employees with the knowledge, skills, and mental attitude that support the implementation of the work. In this regard, the selection process must follow the results of job analysis, job descriptions, and job specifications, all of which have been outlined in HR planning. Meanwhile, selection indicators, according to Simamora [8], are selection procedures that include preliminary interviews, filling out application forms, interviews, selection tests, reference and background checks, physical examinations, and interviews with supervisors.

2.3 Employee Placements

An organization can meet its goals if the placement of each member of the organization follows its competencies. According to Sastrohadiwirjo, quoted by Suwatno [9], employee placement places employees as elements of implementing work in positions

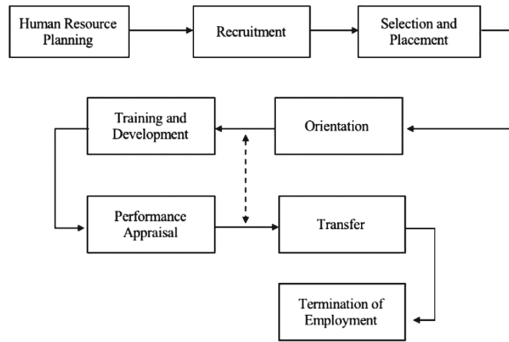


Fig. 1. Employee placement process

that follow their abilities, skills, and expertise. Placement must be based on the job description and specifications that have been determined and guided by the principle of “placing the right person in the right place and placing the right person for the right position.”

Fadilah et al. [10] revealed that the purpose and objective of employee placement are to place employees as elements of job execution in positions following their abilities, skills, and expertise. This goal must be supported by principles that can be used as guidelines. The principles that must be considered in employee placement are humanity, democracy, the right man in the right place, equal pay for equal work, unity of direction, unity of purpose, unity of command, efficiency, and productivity.

According to Manullang [11], the employee placement process is based on the staffing process. The process can be seen in Fig. 1.

2.4 Meritocracy

Meritocracy, often known as the Merit System, is the payment of employee salaries based on employee performance given in the organization. That means the higher the performance employees achieve, the higher the salary increase. The word merit comes from the English language, which means merit, benefit, and achievement. Merit Pay is a reward payment correlated to a person’s service or performance and the benefits that employees have provided to the organization.

According to Moekijat [12] merit system is a staffing system based on skills in appointing employees. The skills in question are practical skills and theoretical skills. Practical skills are proven by how the person concerned practices work in daily life, while theoretical skills are proven by passing the position selection test.

The merit-based recruitment process according to Haider and Huma [13] consists of three phases, namely: Application, which is related to the recruitment process policy as a form of transparency in the form of vacancy announcements; Assessment and selection includes a competency framework with assessment criteria that are determined and used to evaluate candidates in relation to work; and Final appointment, which is the phase of determining officials.

According to Wungu [14], there are four main policies as sub-systems of the merit system, namely employee performance appraisal, income, career development, and education and training.

2.5 Benefits of Merit System

The application of the merit system provides benefits in the management of institutions/organizations, especially civil servants, including:

1. Merit system contributes to increasing productivity, reducing production costs, and increasing revenue;
2. Merit system requires direct supervision, especially for specific levels, to maintain the desired quality;
3. Merit systems can encourage employees to reduce lost time and make more effective use of time and equipment;
4. Merit system can help in determining more accurate labor costs;
5. Merit system can motivate workers to improve performance because employees believe and know that high performance will be rewarded

2.6 Meritocracy in Local Government

The broad definition of the merit system in modern government is “a personnel system in which comparative merit or achievement governs each individual's selection and progress in the service and in which the conditions and rewards of performance contribute to the competency and continuity of the service.” A merit system is a personnel system in which comparative merit or achievement governs each individual's selection and progress in the service and in which the conditions and rewards of performance contribute to the competency and continuity of the service.

Stahl [15] then states that several factors make it difficult to successfully implement a merit system in the government sector: political bargaining, collective corruption, political corruption, spoils system, and nepotism. The external factors of political bargaining include several legislators abusing their power by putting pressure on the executive according to their will. In this case, legislators try to interfere and influence various decisions made by the executive to benefit themselves. This fact is reinforced by Harrison's that strategic decisions are a compromise between rules and deviations, a balance between external and internal conditions. Today's HR management in the public sector usually treats political bargaining as one of the decisive components of the staffing system.

The results of Herman's research [16] stated that the factors that become obstacles in the application of meritocracy in filling civil servant positions seen as the legislative and regulatory policy framework, personnel management authority institutions, the ability of the HR management system, and the environment in which the policy is implemented.

Based on the description, the above, researchers formulate the factors that influence the application of the merit system in filling administrative positions as follows:

1. Administrative factors, which are related to the absence of harmonization between the policy framework, including the principles that serve as the legal basis for implementation;

2. Cultural factors, namely factors related to customs, behavior, and values both personally and organizationally;
3. Technical factors related to the limited ability of apparatus resources to carry out responsibilities for the work assigned and the lack of facilities and infrastructure.

3 Methods

The method in this study uses a qualitative research method with a case study approach that describes in more depth and obtains information about the implementation of the placement of civil servants in the Garut Regency Administrator Position. The aim is to provide alternatives or solutions to problems related to the civil servant placement model in the Administrator Position.

This research is conducted at the Garut Regency Personnel and Education and Training Agency, the leading sector in the placement or filling of civil servant positions in Garut Regency. Preparing data on prospective position holders presented in the Performance Appraisal Team (TPK) discussion is still not following the merit system, so a solution is needed in developing a civil servant placement mechanism following the merit system.

This research uses primary data sources and secondary data sources, using data collection techniques of observation, interviews, and document studies. This study uses qualitative data validity and reliability tests with data analysis techniques that use transferability and confirmability tests.

4 Results and Analysis

The Garut Regency Personnel and Training Agency set the Vision and Mission for the realization of professional and prosperous civil servants, realizing professional, disciplined, creative and innovative civil servants, realizing comprehensive and accountable personnel services, and improving the welfare of state civil servants based on performance (merit system).

To achieve the Vision and Mission, the Personnel and Training Agency (BKD), as an institution that organizes personnel management and management of the state civil apparatus in the regions, is required to be able to realize the management of personnel management, one of which is the management of career development of civil servants optimally to realize professional human resources of the apparatus.

The Personnel and Training Agency (BKD), as an institution that organizes personnel management and management of the state civil apparatus in the regions, is committed to advancing and developing an effective and efficient personnel management system and state civil apparatus management that can encourage increased professionalism of the State Civil Apparatus (ASN) and the quality of public services to create good governance. In order to develop the career of Civil Servants carried out through the functions of the Mutation and Promotion Division following Garut Regent Regulation Number 72 of 2016 concerning Duties, Functions, and Work Procedures of the Garut Regency Personnel and Education and Training Agency, namely organizing the work plan for the Mutation and Promotion Division, through mutation, rank and Career Development and Promotion as illustrated in the organizational structure as shown in Fig. 2.

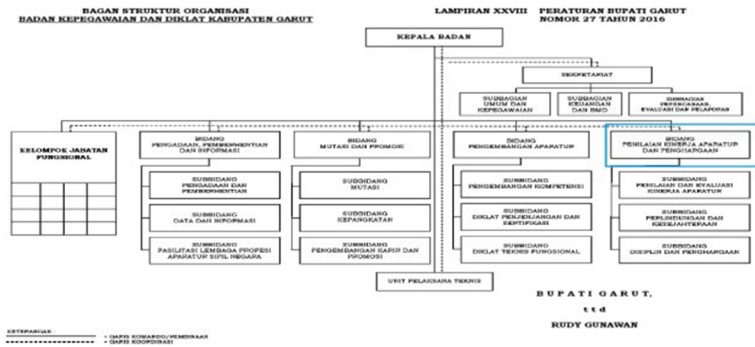


Fig. 2. Organizational structure chart of the Garut regency personnel and training agency

4.1 Mechanism for Placement of Civil Servants in Positions in Garut Regency

In the implementation of employee promotions, in the sense of appointing employees to a position, there is a reasonably broad authority for the Garut Regency regional government, where the appointment in positions for echelon III and below is the authority of the regional government itself. This broad authority allows the Garut Regency government to refresh the organizational structure based on its organizational needs. However, in terms of appointment to a position, the Garut Regency government, through the Personnel and Education and Training Agency, conducts a competency analysis of the position so that for the appointment of employees in certain positions, only qualified employees can be appointment.

In an interview conducted with the Head of the Mutation and Promotion Division of the Garut Regency BKD, he said:

“... For appointment activities in a specific position through a mechanism based on applicable regulations. Furthermore, BKD is responsible only for preparing factual data that will be the basis for consideration from the TPK, which will give birth to a recommendation to the Regent after going through the TPK Meeting”.

Facilitating the mapping of the placement of Civil Servants in administrator positions in Garut Regency is under the supervision of the Mutation and Promotion Division of the Civil Service and Training Agency as stated by the Head of the Promotion and Career Development Sub- Division,

“In filling positions, especially administrator positions and supervisory positions, we do an initial mapping by recapitulating vacant positions with the assistance of the executor of the promotion plan compiler. Then we inform the vacant positions to leadership and TPK and then inform each SKPD. Then the SKPD proposes the names of candidates considered suitable to fill the vacant positions. Then we compile and make a draft containing several names of candidates proposed from each SKPD which will be brought to the TPK meeting. After discussion, the draft will be prepared into a decision letter which will be given to the Regent as PPK to request approval”.

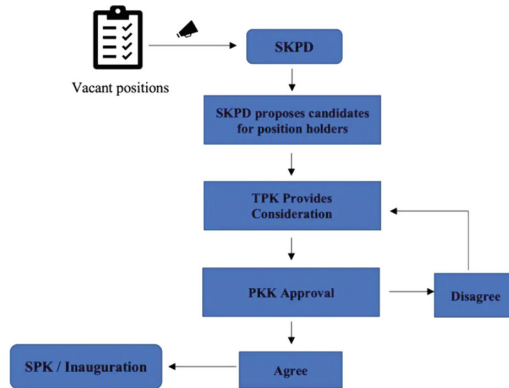


Fig. 3. Flow of appointment in position

The mechanism or stages of placing Civil Servants in Administrator Positions in Garut Regency are described as shown in Fig. 3.

4.2 Analysis of Aspects Administrator Position Placement in Garut Regency

Aspects carried out by the Garut Regency Performance Appraisal Team in placing civil servants in Administrator Positions include:

Education and Training. Education and training become one of the team's assessments of performance, the administrator's standard of competence becomes the guide in filling the administrator's office. According to the findings found in research suggests that the placement of an employee may vary from an educational background to a field of duty to one's expectations, both from an educational background and education level there is a discrepancy.

The mismatch between the educational background and the field of duties will certainly affect employee performance. The placement of employees who occupy positions should consider their educational background or discipline. This consideration is quite reasonable if education is used to determine whether or not an employee is eligible to hold a position because the mismatch between the field of work and the educational background has consequences for less effective work results.

Period of Work. Tenure means the length of work or time a person pursues a field. With high experience, it is expected to improve employee performance. In practice, the length of service is not given much attention in discussing placing someone in a certain position.

Based on the research results, it discovered that several administration officials had not long served in supervisory positions or echelon IV and then were reappointed as administration officials, even though the regulations stated that the service period in the previous position was at least two years in the supervisory position. At the same time, this working period is very closely related to the experience of an employee working because good experience can improve the employee's ability.

Experience. A person's work experience shows the types of work a person has done, providing an excellent opportunity for a person to do a better job. Based on the facts in the field, in assessing the experience aspect, the limited data and information owned by the Performance Appraisal Team secretariat are one of the obstacles to assessing whether a civil servant has sufficient experience or not in carrying out work. The more extensive a person's work experience, the more skilled he/she is at doing the job and the more perfect his/her mindset and attitude in acting to achieve organizational goals.

Based on the research results, placing employees in the Garut Regency Government in appointing or placing administrator positions considers more aspects of work experience. Work experience is essential to optimize work results because having good work experience is precise as working capital to expedite duties. Therefore, work experience is quite reasonable if it is a requirement for employees who will occupy positions. With much experience, employees tend to carry out their duties well, and the results are very effective. Ironically, not all apparatus appointed in certain positions have work experience following the field or position they occupy. Often this kind of problem gets less attention from decision-makers who consider emotional approaches, primordial relationships, and political considerations.

Skills. The skills aspect assessed in the placement of employees is employees who have technical expertise such as computer operating skills, a person's ability to interact with other people and colleagues effectively, the ability to solve problems and the ability to find causes, develop alternatives and analyze and choose a good solution. The skills of a civil servant are a factor in achieving the achievement of organizational goals. Work skills are to facilitate a job in completing each job effectively and efficiently without any difficulties to produce a good apparatus performance.

Based on the results of the study, there are still some administrator officials who have not participated in administrator leadership training, and there are also those who have not participated in various types of technical training or guidance following their fields contained in the Administrator Position Competency Standards. At the same time, employee development is an essential element in an organization because employees are an important asset in achieving the organizational goals that have been determined. That is because there are no training needs analyses that aim to find competency gaps (knowledge, attitudes, and skills) that can be improved through training.

Ethics. Ethics include how to relate to others when being a supervisor, which affects trust and compliance with regulations, ethical norms, and shared values in the workplace. Employees are the potential for success to keep pace with changes and progress in various aspects that affect the workload of the leadership, requiring the availability of personnel who meet the needs at any time. The whole task will only be functional and successful if the person seeks development. With development, it is expected that a person will have versatile work abilities, be successful and be able to work according to the needs and demands of the organization. Therefore, the personality aspect is also essential in realizing organizational goals to increase one's work productivity.

From the research results, the assessment of one's ethics or personality in job placement is seen from the assessment of behavioral aspects in the Employee Performance Objectives (SKP). It is still subjective because, in the SKP, the average assessment is good value, none of which is below good value. Therefore, a more objective assessment

is needed by using a feedback assessment (peer review), which is an assessment carried out not only by superiors but also by subordinates and coworkers so that the assessment can be more real following the nature of a person in his daily work.

Application. The filling of administrator positions and supervisory positions in Garut Regency conduct when vacant positions are due to retirement or death and the impact of promotion, rotation, or demotion. The Head of SKPD proposes the proposal of employees who will occupy vacant positions utilizing a letter containing the proposed names of prospective officials addressed to the Kepegawaian and Diklat Agency through the Regional Secretary as Chair of the Performance Assessment Team.

The stages of filling positions in the Garut Regency do not yet have regulations for implementing promotions, rotations, and demotions. That has resulted in the implementation of filling administrator positions appearing non-transparent because what employees know in making decisions about a person appointed in a position is from the aspect of closeness to the leadership because there are no regulations governing the placement of Civil Servant positions.

Assessment and Selection. In filling administrator positions in Garut Regency, what is done by the Promotion and Career Development Subdivision is to review the track records of employees proposed by the SKPD head to occupy a position. The information mining is limited to employee data stored in the Garut Regency ASN Information System. In contrast, extracting competencies only in the form of experience that employees have gained, and even then, it is limited information. What must be done by Garut Regency is to conduct an assessment and selection of several prospective position holders in order to filter and create an employee who excels in occupying a position to achieve reasonable organizational goals as expected.

Based on the results of the study, in the selection, there is no model and regulation related to the assessment system, and also the absence of functional assessor position formations as well as an adequate budget in cooperating, especially establishing an assessment institution, which is an influencing factor in the process of objective assessment in filling positions.

Final Appointment. The final result of the discussion of filling positions carried out in the Garut Regency Assessment Team (TPK) meeting is to report to the Regent as the Personnel Supervisory Officer (PPK) about the names that have been discussed and are considered the criteria and ask permission for the inauguration.

The results of the Performance Appraisal Team discussion are still temporary and can still be revised and discussed again if there are names of employees who are not desirable to fill specific positions from the Regent's assessment. So in filling positions at this stage, sometimes there is a like and dislike factor that is very thick in filling positions in Garut Regency. These things can still be found in filling positions if no assessment system follows the merit system. If it has transitioned from the patronage system to the merit system, it is expected to be an effort to reduce the practice of power.

Obstacles and Efforts to Resolve Obstacles in the Implementation of Placement of Civil Servants in Administrator Positions in Garut Regency. Based on the current position placement mechanism in Garut Regency of the 254 people who have occupied

administrator positions in Garut Regency, consisting of 94 echelons III A and 160 echelons III B, it turns out that there are still those who have not met the requirements for administrator positions following the provisions of the Law. In appointing administrator positions, the assessment practice is still subjective, and there is no regional regulation that regulates the flow of position placement, so for now, there are still obstacles.

Obstacles in the Implementation of Placement of Civil Servants in Administrator Positions in Garut Regency. The following is an explanation of the obstacles to the implementation of employee placement in Garut Regency, namely:

1. Some employees who have occupied administrator positions still have educational backgrounds that do not follow Regent Regulation 46 of 2017 concerning Competency Standards for Administrator Positions within the Garut Regency Government. That can cause problems for the organization because it will impact the implementation of ineffective tasks. Qualifications and education levels support the professional duties in their positions implement their duties in positions. As Civil Servants who are thinkers, planners, and at the same time, implementers of development, it is necessary to develop the quality of their human resources in order to carry out the duties and responsibilities that are their field of work. Civil servants have a heavy workload. Therefore, in addition to the skills and discipline required to carry out their work duties, it is also necessary to be supported by formal education, education, and training to improve abilities and skills as well as a preparatory step before entrusting positions in an organization.
2. Placing employees in administrator positions still does not pay attention to seniority in rank, so there are still direct superiors of an employee with a rank lower than his own. That results in disruption of the work system in the regional work unit due to the egocentric appearance of a senior civil servant who is reluctant to be ordered by his lower- ranking superiors, so they do not respect or appreciate and are not loyal to the leadership.
3. Weak legal rules governing the technical mutation and promotion of employees, the current rules still refer to Government Regulation 100 of 2000 concerning the Appointment of Civil Servants in Structural Positions. No regional regulations govern the technical implementation of employee mutations and promotions. So other civil servants assume that the appointment of structural positions occupied by people who do not meet competence and absolute authority is in the hands of regional heads, which tend to appoint structural officials from people who are easy to work together.

That has a prolonged impact on the Civil Servants themselves on public services and the performance of Civil Servants in the Garut Regency Government, such as the creation of apathy and indiscipline of Civil Servants at work, unwillingness to innovate, and laziness due to uncertain career futures and unclear work measures. That also results in a wrong view of Civil Servants towards the Performance Appraisal Team when appointing someone to a position because there are no rules regarding the technical implementation of mutations and promotions.

1. Weak recruitment and selection systems have resulted in a non-transparent, subjective and unaccountable process of appointment and placement in positions.

2. In filling administrator positions, no adequate and accurate performance appraisal system reflects employee performance. The current performance appraisal system is considered general and a formality, yet unable to reflect the natural conditions of employee performance. So performance appraisal, one of the promotion assessment factors, is still not strong enough, so additional assessment information from superiors is still needed. However, the objectivity of superiors in providing assessments is indeed carried out based on objectivity without any other subjective interest factors.
3. There is still a culture of “fanaticism” in filling positions. Many superiors still propose that candidates for officials below them come from internal units. The concern is that candidates from outside the unit will be less adaptable because they do not know the existing work culture or habits. In addition, the “ favoritism” culture is still prevalent, promoting an employee based on preference or political nature.
4. In the process of filling administrator positions, work experience is a consideration for placing an employee in an administrator position, and the level of seniority of employees who have much experience is a consideration that is less considered. For now, some administrator officials are less able to anticipate problems and find solutions due to lack of experience.
5. Some administrator officials lack knowledge related to managerial and leadership. That is because some administrator officials have not attended Administrator Leadership Training.

Efforts to Resolve Obstacles in the Placement of Civil Servants in Administrator Positions in Garut Regency. From some of the obstacles found in the process of placing Civil Servants in Administrator Positions, solutions or efforts to overcome these obstacles, including:

1. In overcoming the mismatch of educational backgrounds owned by administration officials, namely by coaching and providing study permits to administrator officials so that they have a linear education with the position they occupy so that in carrying out the work, they can do it.
2. To overcome the incompatibility of position requirements such as the Rank Order List (DUK) in filling positions, the Garut Regency Personnel and Training Agency have a staffing system called the Garut Regency ASN Information Management System, which must have complete biodata available from education history, training history, rank history and other supporting data. So, during the discussion meeting conducted by the Garut Regency Performance Appraisal Team, this data can be the initial data for consideration in placing an employee in a specific position.
3. To overcome the weak rules regarding appointments in structural positions, the Garut Regency Government, through the Civil Service and Training Agency, has prepared a Regent Regulation on career pattern guidelines and a Regent Regulation on technical guidelines for appointments in positions.
4. To overcome the weak recruitment and selection system in filling administrator positions, the Garut Regency Personnel and Training Agency is preparing a selection system mechanism and talent scouting in a transparent, objective, and accountable manner to support the acceleration of the implementation of the merit system within the Garut Regency Government. With good recruitment and selection, it will be able

to support employee performance, where performance is one of the essential factors in achieving organizational success.

5. In overcoming the weak performance assessment of Civil Servants in appointments in administrator positions, the Performance Appraisal Team invites the employee's direct supervisor to promote to explore information related to the employee's performance.
6. To avoid a culture of fanaticism and favoritism in filling positions, the Performance Appraisal Team must refer to the existing position competency standards policy, which contains managerial, technical, and socio-cultural competencies so that filling positions will be more appropriate because it is following the requirements of the position.
7. To overcome the lack of work experience of a Civil Servant, a superior must provide direction and motivation so that employees can work well even though their work experience is lacking.
8. Regarding administrator officials who lack managerial and leadership knowledge, the Personnel and Education and Training Agency provides guidance and services to employees by providing various education and job training programs.

The Proposal of Administrator Position Placement Model in Garut Regency Government Environment. Based on the analysis of the employee placement process model for administrator positions, there are still employee placements for administrator positions that are not following procedures and legislation related to civil servant management. Therefore, a proposed model of employee placement for administrator positions is made, which aims to find solutions to problems in placing employees in administrator positions according to the merit system.

The proposed model of employee placement for administrator positions based on the merit system in Garut Regency differs from the previous model. Several stages must be completed as follows:

1. BKD records and submits vacant positions to SKPD;
2. Receive the names of the proposals;
3. CompetencyTest(TrackRecord, Interview, Written Test);
4. Talent Pool;
5. Baperjakat /Performance Appraisal Team
6. PPK approval;
7. Determination/Installation.

The solution model for the placement of administrator positions in the Garut Regency government can be described as shown in Fig. 4.

Comparison of Administrator Position Placement Model with the Proposed Administrator Position Placement Model. A comparison of the placement implementation model for administrator positions used today with the Proposed Administrator Position Placement Model can be described as shown in Table 1.

Based on the comparison of the two models, the proposed administrator position placement model has advantages in the aspects of input, process, and output so that it has an impact on accelerating the performance of supervisors in the Garut Regency Government. In addition, the proposed administrator position placement model can

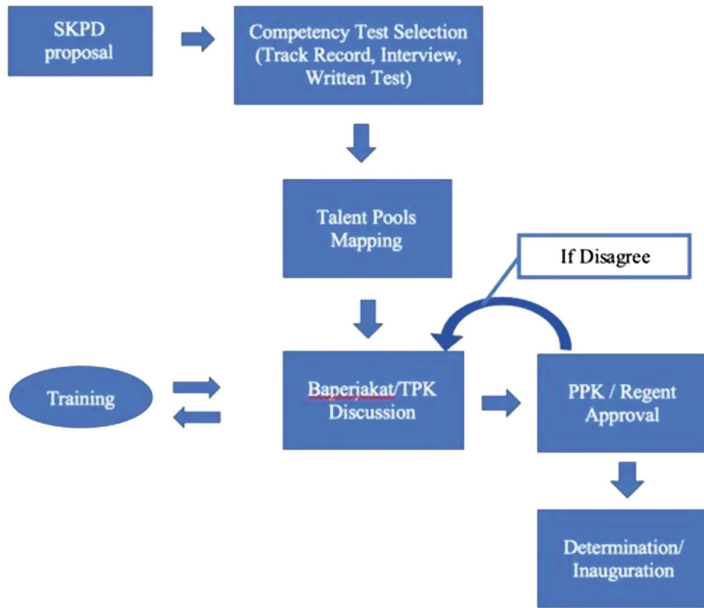


Fig. 4. Administrator position employee placement model following the proposed administrator position placement model at the garut regency government

Table 1. Comparison of the administrator position placement model used currently with the proposed administrator position placement model

No.	Aspect	Current Implementation Model of Administrator Position Placement	Proposed Administrator Position Placement Implementation Model
1	Legal Base	Some regulations and laws related to employee placement are still being ignored.	Cannot ignore the rules and regulations related to employee placement.
2	Input	The leadership subjectively chooses the selection of employees proposed for administrator positions.	Selection of employees in administrator positions through several selections and talent pools so that it is objective according to employee competency abilities.
		Possible incompatibility of employee criteria with position requirements that have been regulated in position competency standards.	Minimize the occurrence of mismatches between employee criteria and position requirements that have been regulated in the position competency standards.
3	Process	Determination of administrator positions is still limited to tracking track records. No selection stage explores competency abilities.	Track record tracking and selection stages to explore employee competency abilities are used as determinants for placing employees in certain administrator positions.
4	Output	There are still employee placements that are not appropriate for their positions.	Place employees following competence and the determination process is based on merit.

reduce the sense of jealousy and injustice felt by employees in the Garut Regency Government. Placement is an essential aspect of the human resource planning process in Garut Regency because placement affects the duties and responsibilities of employees based on job descriptions and job specifications for administrator positions. Placement following educational background, work experience, rank, training, and performance is a way to get the right employees and will produce an excellent performance to support the goals of the Garut Regency Government.

Meanwhile, the weaknesses contained in the proposed placement model for administrator positions are as follows:

1. No policy or regulation supports the implementation of the proposed placement model;
2. Not yet having assessors and assessment centers in employee competency assessment;
3. There is no 360° feedback assessment system (peer review) for performance appraisal.

5 Conclusions and Recommendations

5.1 Conclusions

The placement of administrative positions in Garut Regency is quite good even though it currently uses Baperjakat (Position and Appointment Advisory Board) or Performance Appraisal Team (TPK) as a consideration body in the appointment of Civil Servant positions. That is regulated in Government Regulation Number 100 of 2000 concerning the Appointment of Civil Servants in Positions as amended by Government Regulation 11 of 2002. Meanwhile, Baperjakat is not regulated again in Law Number 5 of 2014 concerning State Civil Apparatus and Government Regulation Number 17 of 2020 concerning Civil Servant Management Amendments to Government Regulation Number 11 of 2017. So that in its implementation, the process of placing employees in administrator positions still has serious obstacles, so an implementation model is needed to solve the problem of placing administrator positions within the Garut Regency Government.

The obstacles that occur in the current implementation of the placement of Civil Servants in administrator positions in Garut Regency are as follows:

1. Some employees who have occupied administrator positions still have educational backgrounds that do not follow Regent Regulation 46 of 2017 concerning Competency Standards for Administrator Positions within the Garut Regency Government.
2. The process of placing employees in administrator positions still does not pay attention to seniority in rank, so it is still found that an employee's direct supervisor has a rank lower than his own. That results in disruption of the work system in the regional work unit due to the egocentric appearance of a senior civil servant who is reluctant to be ordered by his lower-ranking superiors, so they do not respect or appreciate and are not loyal to the leadership.
3. Weak legal rules governing the technical mutation and promotion of employees.
4. Weak recruitment and selection systems that result in the appointment and placement process in positions appearing non-transparent, subjective, and unaccountable.
5. In filling administrator positions, no adequate and accurate performance appraisal system reflects employee performance.

6. There is a culture of “fanaticism” in filling positions. Many superiors still propose candidates for lower officials from internal units. The concern is that if the candidate comes from outside the unit, they will be less adaptable because they do not know the existing work culture or habits. In addition, the “favoritism” culture is still prevalent, promoting an employee based on preference or political nature.
7. In filling administrator positions, work experience should be a consideration for placing an employee in an administrator position. The seniority level of employees with much experience is a consideration that is less considered. For now, some administrator officials are less able to anticipate problems and find solutions to problems that arise while working due to a lack of experience.
8. Some administrator officials lack knowledge related to managerial and leadership. That is because some administrator officials have not attended Administrator Leadership Training.

Efforts that the Garut Regency Government has made to overcome obstacles in the placement of Civil Servants in administrator positions have not been able to overcome the obstacles. Therefore it is necessary to update the model for placing Civil Servants in administrator positions following the merit system.

The proposed model updates the stages or mechanisms of placing civil servants in administrator positions following the merit system that combines competence and performance as stages of assessing candidates for administrator positions.

5.2 Recommendations

1. Based on research, it is recommended to the garut government to implement the proposed model made in order to solve the problem and provide alternative solutions to improve the implementation of civil servant placement in current administrator positions to be more objective by applying merit systems based on the objective comparison between competence, qualifications, and requirements required by the office, Performance assessment, ethics, work experience and performance assessments.
2. A clear rule regarding the mechanisms of mutation and promotion required that this process of placement in office be more transparent, as the PPK is a political official while the administrator is a career official, it is susceptible to political interests. It is best to establish a clear and collective rule for the logical consequences of office selection if the PPK does not choose from 3 (three) the prospective administrator who is qualified for selection.
3. It will require a Training Need Analysis for the administrator’s office to identify a gap between the competence that officers have with the competence required to the administrator’s office. That by the time the administrator’s tenure is on condition of klate/training already begun that is at the level of office competence.
4. It requires a 360-degree assessment system that performance assessments not only from above but also from employees and coworkers, thus making employee performance assessments more objective.
5. It would require an evaluation of the employees who had assumed the administrator’s position, whether the employee was correct to the administrator’s position.

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