

Conference Paper

Analysis of Factors Influencing Structural Placement in Makassar City Government

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Abstract.

The placement of structural positions for civil servants in each region has its own dynamics and complexities, one of which is the placement of structural positions in the Makassar City government, which has not fully met the criteria for position requirements in terms of both rank and competency. This study analyzes the factors that influence the placement of structural positions in the Makassar City government. It is a descriptive study with a qualitative approach. Data collection was conducted through interviews with several key informants, who were considered to understand the placement of structural positions and complement them with data and information relevant to this study. The data sources consisted of primary and secondary data, and the data analysis model used is an interactive one. The results of the study indicate that there are several factors that influence the placement of structural positions in the Government of Makassar City – namely the first factor, where political interests are still the main determinant in the placement of structural positions. The second factor indicates that although the objective assessment based on the merit system has been well implemented, the results of the structural position selection assessment are still in the nature of recommendations, and the determination of structural officials is the authority of staffing supervisors who incidentally are political officials, so that the bargaining position to influence the decisions of public officials is still thriving in the nature of local governance.

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1. Introduction

Tjutju [1]. Human resources are a vital organizational asset; therefore, their roles and functions cannot be replaced by other resources in an organization's efforts to achieve its organizational goals effectively and sustainably. Regardless of how modern the technology is used or how much funds are prepared, without professional human resources, everything becomes meaningless.

According to Widhyarto [2] the strategic role of human resources in an organization can be elaborated in terms of resource theory, in which the function of the organization is to direct all resources or internal capabilities to face the interests of society as the

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main external sector. Human resources provide added value as a measure of organizational success. Public organizations are often seen as government organizations or government bureaucracy. According to Fahmi [3] a public organization is a container that has multiple roles and was established with the aim of providing and realizing the wishes of various parties, and satisfaction for owners is no exception.

Public organizations or, in this case, the bureaucracy, as an organization, have human resources known as the State Civil Apparatus (ASN). In Law of the Republic of Indonesia Number 5 of 2014, the state civil apparatus is a profession for Civil Servants (PNS) and Government Employees with Employment Agreements (PPPK) who work in government agencies. Employees of the State Civil Apparatus are appointed by personnel supervisor officials and entrusted with duties in a government position or other state duties and are paid based on statutory regulations.

The State Civil Apparatus is a human resource whose existence is very much needed in the context of providing public services to the community. The state's duties are carried out by employees of the state civil apparatus; of course, there are problems. Several problems are associated with human resources. The seven major problems are (1) there is still a *priyayi* mentality among ASNs, (2) ASN services are still poor, (3) corrupt practices in ASN recruitment,

Therefore, regarding the placement of state civil servants, it is hoped that they will follow their competence and skills. A well-known work principle or concept, namely "The Right Man In The Right Place" is to place people according to their expertise, because a person will be able to move precisely and quickly if he does things according to his expertise.

Within the scope of government, positions in the state civil apparatus are divided into two types: structural positions and functional positions. Functional positions are positions that are not listed in an organizational structure, but their existence is necessary because of their function in carrying out the main tasks of the organization. Meanwhile, the structural position is the profession of a Civil Servant (PNS) who holds a position in the organization's structure. A structural position is one that shows the duties, responsibilities, authorities, and rights of a Civil Servant (PNS) structure of leading a state organizational unit. In other words, a structural position is a civil servant profession (PNS) that has a position in the organizational structure. The echelon is the level of structural position.

According to Ikhsan, three main problems generally exist in government bureaucracy. The first is personnel management or management, starting from recruitment, formation determination, recruitment, and development placement, to civil servant retirement. For

example, in the promotion of structural position requirements regulated in Government Regulation (PP) Number 100 of 2000 concerning the appointment of employees in structural positions, the emphasis is more on administrative requirements, as seen in the Order of Rank List (DUK) and the List of Employee Achievement Ratings (DP3). Even though the Decree of the Head of the State Personnel Agency Number 43 of 2001 concerning Staffing Principles has set competency standards for the structural positions of civil servants, the problem has not been fully resolved in the field.

Relevant to this view, states that the filling of structural positions tends to rely on the career development of civil servants in stages which prioritize seniority in rank, ignoring work performance and competence. This can have an impact on structural officials' low competence, lack of motivation, and inefficient bureaucracy. In addition, the assessment system for structural positions is not fully based on a merit system, so the assessment given to Baperjakat (Position and Rank Consideration Agency) is often subjective and vulnerable to intervention because it does not use standardized measuring instruments. Furthermore, officials with the authority to establish structural officials often hold political positions, such as Governors, Regents and Mayors, who play the role of personnel supervisors in these regions. This authority often raises the issue of neutrality in the revocation of elected structural officials. This is reinforced by Prasojo, who believes that employee recruitment through job auctions is a factor driving significant bureaucratic changes. The job auction not only promotes healthy, fair, and objective competition but also freedom from corruption, collusion, and nepotism. Through this open promotion, regional heads, ministers, and heads of government agencies can obtain competent and professional candidates for leadership of regional work units (SKPD) and officials JPPN, [4]

Of course, the placement of structural positions for civil servants in each region has different dynamics, one of which is the placement of structural positions in the Government of Makassar City, where there are indications that determination is often driven by political interests, tending to be partonage or kinship. Based on the theoretical views and empirical facts described above, the focus of this research is to analyze the factors that influence structural positions in the Makassar City Government.

2. Methods

Qualitative research methods were used in this study. The qualitative research method in this study aims to explain or describe problems in a systematic, factual, and accurate manner. Moleong, [5] The research location is the Makassar City Government, where

the selection of this location is based on problems, namely, the factors that influence the placement of structural positions in the Makassar City Government, in which the authors obtain secondary data or information directly. The informants in this study were the Regional Secretary of Makassar City, Assistant for Government Sector I, Head of the Regional Personnel and Human Resources Development Agency, Makassar City Inspector, Head of Organization and Administration, Head of Transfers and Ranks, and functional staff officials, who were considered representative for providing information regarding the placement of civil servants in structural positions in the City Government of Makassar.

Primary and secondary data were obtained. Primary data is data obtained directly from research informants who are actively involved in the process of placing civil servants in structural positions in the City Government of Makassar, observations are made of the activities of placing civil servants in structural positions. Secondary data are obtained in the form of publication data and documents related to structural position studies. The primary data in this study are the result of direct interviews with informants and observations about the factors that influence the placement of civil servants in structural positions in the City Government of Makassar, while the secondary data consist of data related to structural position placements from the Internet. Books, journals, and previous research.

In this study, the main data collection techniques were in-depth interviews and participant observation, namely, observation where the researcher is involved with the daily activities of the person being observed or used as a source of research data. The study of documentation, namely, studying documents or records of events that have passed. As well as data analysis was carried out using an interactive model Miles et al., [6] through data condensation, data presentation, conclusion drawing/verification

3. Results and Discussion

3.1. State Civil Apparatus (ASN) Structural Positions

In general, the state civil apparatus is a professional group of employees who work in government agencies at both the central and regional levels. Law of the Republic of Indonesia Number 5 of 2014 states that the State Civil Apparatus (ASN) is a profession for Civil Servants (PNS) and Government Employees with Employment Agreements (PPPK) who work in government agencies. ASN employees are appointed by staffing officials

and entrusted with duties in a government position or other state duties and are paid based on statutory regulations.

Within the scope of bureaucracy or government organizations, positions are divided into two types: functional positions and structural positions. Functional positions are positions that are not listed in an organizational structure, but their existence is necessary because of their function in carrying out the main tasks of the organization. Meanwhile, the structural position is the profession of a Civil Servant (PNS) who holds a position in the organization's structure. Law No. 43 of 1999 states that these two positions can only be occupied by Civil Servants (PNS) after fulfilling specified conditions.

Based on Government Regulation (PP) Number 100 of 2002 concerning the Appointment of Civil Servants (PNS) in Structural positions it states that a structural position is a position that shows the duties, responsibilities, authorities, and rights of a Civil Servant (PNS) in the context of leading a state organizational unit. In other words, a structural position is a civil servant profession (PNS) that has a position in the organizational structure. The echelons were at the structural position level.

The levels, ranks, classes, and spaces for civil servants in structural positions are shown in the table below.

TABLE 1: Structural Ranks, Groups and Spaces of Position.

No.	Struktural Ranks	Highest		Lowest	
		Rank	Space of Position	Rank	Space of Position
1	I.a	Senior Administrator	IV/e	Senior Administrator	IV/e
2	I.b	Middle Administrator	IV/d	Senior Administrator	IV/e
3	II.a	Junior Administrator	IV/c	Middle Administrator	IV/d
4	II.b	First Class Administrator	IV/b	Junior Administrator	IV/c
5	III.a	Administrator	IV/a	First Class Administrator	IV/b
6	III.b	First Class Superintendent	III/d	Administrator	IV/a
7	IV.a	Superintendent	III/c	First Class Superintendent	III/d
8	IV.b	Frst Class Junior Superintendent	III/b	Superintendent	III/c
9	V.a	Junior Superintendent	III/a	First Class Junior Superintendent	III/b

Source: Makassar City Government, 2023

3.2. Placement in Structural Positions in Makassar City Government

The first factor was political interests. Civil service supervisor is a political position that has a bargaining position to influence the decisions of public officials. The growth of bargaining positions in the placement of structural positions in government agencies is due to the government's inability to control and deal with these problems effectively and thoroughly. Worst of all, the placement of structural positions that occur in local government agencies, where the staff supervisor is a political official appointed based on a victory in the regional head election.

The research findings show that the placement of structural positions in Makassar city government agencies is not based on competence or job requirements, but is strongly influenced by family, kinship, and support factors when running regional head elections. It can be seen that the majority of structural officials who are appointed to structural positions in Makassar City Government agencies are not in accordance with the job requirements or competencies, either managerial, technical, or socio-cultural, even though a merit system has been implemented in the selection of structural positions. This contradicts the findings of Atmojo [7], which confirm that political and patronage factors do not influence the determination of structural position placements within the special regional government of Yogyakarta, but competence, professionalism, and high performance factors are the main determinants of structural position placement.

The second factor, in addition to the requirements referred to in the first factor, which is considered in the appointment of structural positions, is objective assessment. The objective of the assessment was to measure the competency level of civil servants. Referring to the state civil apparatus law regarding the appointment of structural positions, it is explained that there must be an assessment based on objectivity to minimize the subjectivity of the assessment, which is less independent and prioritizes a competitive and open spirit so that employees will compete healthily and there is no element of politics or patronage in the placement of positions. structural.

TABLE 2: Recipients of Livable House Construction Assistance in Gowa Regency.

No.	Year	Number of Recipients
1	2021	250 Aid Recipients
2	2022	407 Aid Recipients
3	2023	342 Aid Recipients

Source: Agency of Housing, Residential Areas, and Land of Gowa Regency, 2023

4. Conclusion

The research findings show that the placement of structural positions in Makassar City government agencies is carried out using a merit system. The elements of competence and professionalism are key factors in structural position placement and are supported by work performance and objective assessments. Even though the merit system has been implemented well in the selection of structural positions, the appointment of structural officials is still heavily influenced by patronage and nepotism. This is because the results of an objective assessment based on a merit system are only a material consideration for staffing supervisors, and the determination or selection of structural officials is determined by the authority of staffing supervisors who are incidentally political officials appointed based on winning regional head elections. Thus, it is necessary to arrange regulations, especially arrangements for officials who hold the position of personnel advisors in regional government agencies, which ideally are held by career officials, not political officials, to further strengthen and ensure that the implementation of career management for civil servants is more competitive and open so that the placement of employees is more oriented to the principle of the right man in the right place.

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