

The Aspects of Socio Culture in Recruitment of Civil Servants in the Merauke Regency

Ransta L. Lekatompessy¹, Sri Suwitri², Y. Warella³, Yuwanto⁴
{ranstalewina@gmail.com¹}

Universitas Diponegoro, Indonesia^{1, 2, 3, 4}

Abstract. In the context of special autonomy, the Papua is granted an authority to empower the socio-cultural and economic potentials of the community and provide an adequate role for indigenous Papuans. This research analyses the condition of socio culture which contributes in the representation of natives Merauke in bureaucracy. The aspect of socio-cultural is one of the factors that influence the recruitment of civil servants in the Merauke Regency. Demand for more portions to be allocated for local communities in the recruitment of Civil Servants and at the same serves as representation of the community in the government bureaucracy is a sensitive issue that can trigger actions and protests from the community groups. Socio-cultural approach is expected to minimize the demands that may occur. This research uses a qualitative research approach, with observation, interviews and documentation methods. The results of this study state that the socio-cultural environment also determines the representation of local communities in the government bureaucracy. Therefore, in the process of civil servants' recruitment it is necessary to consider provision of opportunities for Papuans to get involved in running the government management and development.

Keywords: Socio-cultural, Civil Servant Recruitment.

1 Introduction

The government makes continue efforts to strengthen the quality of bureaucratic reform through policies, institutionalizations, human resources (HR) of the apparatus, as well as changing the mindset and culture set. The bureaucratic reform is expected to create a bureaucracy that has the mentality to serve and a high performance so that the quality of public services will improve, and contribute to increasing competitiveness and development in various fields.

The enactment of Law Number 5 of 2014 concerning State Civil Apparatus (ASN) is evidence that the government makes efforts to reform the civil service management in order that the implementation is more transparent, both with respect to national and regional ASNs. In addition, the ASN Law has opened opportunities for the government to develop ASN policies and management on the basis of merit system.

According to the ASN Law, the development of Civil Servants (PNS) will be based on qualifications, competencies and performance in a fair and reasonable manner regardless of political background, race, color, religion, origin, gender, marital status, age, or disability condition, this is called as merit system. The ASN law normatively offers a promising prospect in managing ASN, but it is often empirically faced with various constraints.

Law Number 21 of 2001 concerning Special Autonomy (hereinafter referred to as the Special Autonomy Law) was issued as a legal protection for the implementation of special autonomy in Papua. The special autonomy grants the widest possible authority for the Government and the People of Papua to regulate and manage themselves within the framework of the Unitary State of the Republic of Indonesia. The widest possible authority is a great responsibility of the Government and the People of Papua to organize administration and to regulate the utilization of Papua's natural resources that as much as possible for the prosperity of the people of Papua.

In line with the granting of special autonomy, the demand for more portions to be allocated for local communities in the recruitment of Civil Servants and at the same time serves as representation of the communities in the bureaucracy is a sensitive issue that can trigger actions and protests. Therefore, it is important to study the socio-cultural environment, so that the representatives of the indigenous people of Merauke in the bureaucracy can make great effort for better services and welfare for their regions.

2 Methodology

This research uses qualitative method. Qualitative method approaches are methods for exploring and understanding meaning, which are considered by a number of individuals or groups to originate from social or humanitarian issues [1].

The aspect of socio-cultural research in the recruitment of civil servants in the Merauke Regency uses a case study research design. This "case" word conceives a special meaning, unique, particular, out of its usual patterns. The case study method is commonly used to make an in-depth study of a phenomenon. The case study is focused on finding out the diversities and particularities of the object of study that is targeted for research [2]. Data collection techniques in this research with interviews and observations.

3 Results and Discussion

3.1 Overview of Research Location

Geographically, the Merauke Regency is located between 1370-1410 East Longitude and 50-90 South Latitude. Administratively, the Merauke Regency is bordered by the Mappi Regency and Boven Digoel Regency in the north, Arafuru Sea in the south and west, and Papua New Guinea in the east.

The Merauke Regency covers a total area of 46,791.63 Km² (around 14.67 percent of the total area of Papua Province). With this vast area, the Merauke Regency is the largest area not only in the Papua Province, but also among other regencies in Indonesia [3].

The Merauke Regency, comprises of 20 districts. Each district has a varying distance to the capital of the Regency, the closest district is the Semangga District with a distance of 32 Km and the farthest district is the Tabonji District with a distance of 170 miles, with varying levels of geographical difficulty [3].

3.2 Civil Servants Conditions in the Merauke Regency

The condition of Civil Servants based on the educational level in the Merauke Regency is dominated by Senior High School and Bachelor Degree (Stratum One/S1) graduates. The Government of Merauke Regency provides an opportunity for Civil Servants who are still holding a Senior High School diploma to further their study at universities in the Merauke Regency.

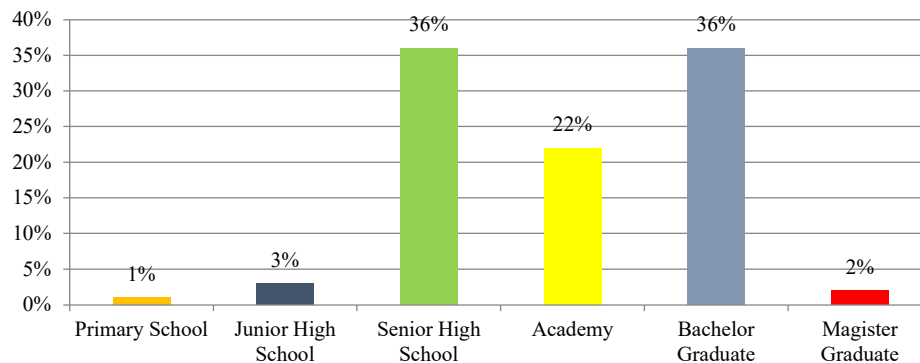


Fig. 1. Percentage of Autonomous Civil Servants Based on Educational Level in the Merauke Regency [4].

The Papua Special Autonomy granted by the Central Government under Law number 21 of 2001 aims at accelerating efforts to improve welfare of the people of Papua. The regional government of Papua carries out various development, government and community activities to improve the welfare of the community. In order to support the policies of the local government, the role of government bureaucracy is crucial in providing the best public services.

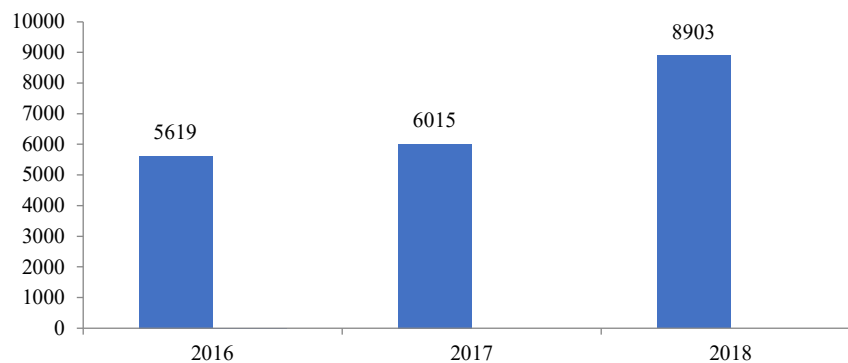


Fig. 2. The Amount of Civil Servant in the last of 3 years [5][4][3].

The amount of civil servant in the last of 3 years increasing due to the promotion of honorary staffs of K2 becomes PNS, in reality the services provided by the State civil apparatus in the Merauke Regency have not been maximally reached the villages. The shortage of State civil apparatus in the field of health and education, either with the status of

Civil Servants or honorary workers remains a problem. In general, the constraints faced are geographical problems that are difficult to reach, and demands for the development of educational competencies of the State civil apparatus so that sometimes they have to continue their studies in the Merauke Regency.

In addition to services by the State civil apparatus to the villages, the Papua's special autonomy also mandates employment opportunities for indigenous Papuans as set forth in the Special Autonomy Law Number 21 of 2001, article 62 paragraph 2 namely: Indigenous Papuans are entitled to employment opportunities and prioritized in all occupations within the Papua Province Region based on their education and expertise.

The composition of Civil Servants based on Indigenous Papuans (OAP) and Non-Indigenous Papuans (Non-OAP) in the Merauke Regency based on data of the Civil Service and Human Resources Agency (BKPSDM) is still dominated by Non-OAP which reaches 3,523 persons and OAP is only 1,459 persons out of 5,082 persons in total.

Table 1. Number of Civil Servants Based on Indigenous Papuans and Non-Indigenous Papuans

Group	Indigenous Papuans (OAP)	Non- Indigenous Papuans (Non-OAP)
I	2	3
I	154	33
II	786	1.081
III	494	1.752
IV	125	657
Total	1.559	3.523
Grand Total		5.082

Source: BKPSDM, 2019.

The table above shows that the engagement of OAP in bureaucracy is still minimum, it is only 1.559 or 30.7 percent of the total amount among existing staffs. In order to give an adequate role for indigenous Papuans, as stipulated in the Special Autonomy Law, in the implementation of recruitment process of civil servants' candidates (CPNS) in the Merauke Regency, indigenous Papuans, especially Marind's children as indigenous tribes in the Merauke Regency, should be considered to be recruited as the civil servant candidates (CPNS).

3.3 Socio-Cultural Conditions in the Recruitment of Civil Servant Candidates (CPNS)

Social problems in Papua include marginalization of indigenous Papuans from the centers of roles, identities and values of the people [6]. This is also seen in the representation of indigenous Papuans in the government bureaucracy, in the Merauke Regency, in which the number of indigenous Papuans is less than Non-Indigenous Papuans.

Powers should be exercised based on the strength of local representation that accommodates the groups of community in the government bureaucracy with wisdom [7]. Local representation is still minimal in the government bureaucracy, so in terms of staffing ranging from recruitment and appointment of employees, transfer, promotion, and career development of employees shall be based on qualifications, competencies and performance, and also priorities are given to indigenous children of Merauke. The indigenous tribe of the Merauke Regency is Marind tribe, which spreads in 20 districts.

Recruitment is a process of adoption, selection, placement, orientation, and induction to get employees in accordance with organizational needs. However, the implementation of Civil Servants recruitment is often a spotlight in the community, due to the weakness in the recruitment mechanism [8].

The weak mechanism in the implementation of civil servant recruitment, sometimes in its practice, still leaves room for the growth of corruption, collusion and nepotism. The government then issued Law Number 5 of 2014 concerning State Civil Apparatus (hereinafter referred to as the ASN Law), which regulates the implementation of Merit System. The merit system, which is applied starting from the recruitment and appointment of employees, transfers, promotions, payroll, appreciation and career development of employees, shall be based on qualifications, competencies and performance.

The recruitment of Civil Servants can be implemented using three systems, namely:

- a) Centralized system, if the implementation is centered in the central government only.
- b) Decentralization system, namely the recruitment is fully implemented by each region, both Province and Regency/Municipality.
- c) Combination of centralization and decentralization systems, namely the recruitment is implemented with a distribution of authority to implement the recruitment between the central government and the regional government [9].

After the establishment of moratorium in the recruitment of CPNS as an effort to rationalize the number of Civil Servants in Indonesia, the recruitment of CPNS was again carried out by the Merauke Regency in 2019, after 6 (six) years do not appoint CPNS. This implementation in 2019 is the implementation of the 2018 Formation CPNS, due to the readiness of several regencies/municipalities that have not inputted data into the National CPNS Selection System (SSCN) of 2018. This is as stated by the Head of BKD of the Papua Province, as follows:

“The delay was due to the lack of readiness from several regencies/municipalities, which have not been inputted data into the SSCN” [10].

This CPNS recruitment in Papua in general and Merauke in particular is implemented for the first time using an online system. In the beginning the online system was rejected by the Governor of Papua, considering the readiness of human resources, and network infrastructure in Papua. However, given this online-based CPNS recruitment is the mandate of the Law, the implementation also applies nationally.

Many reasons argued to refuse the application of civil servant enrollment test of computer based, but the central government remains computer-based system due to government regulation which regulates national employment and must be organized in national level. According to that, province and city/district government in Papua attempts to organize this national policy including Merauke District.

The local government of Merauke Regency, through the Civil Service and Human Resources Agency (BKPSDM), makes continue efforts to anticipate various constraints occurring in the field. The efforts made during the application process are increasing the capacity of wireless network Bandwidth, providing service counters and officers who are ready to assist the applicants if there are difficulties in online registration. These efforts were welcomed by the applicants, since not all applicants have understood the online registration flows.

The implementation of online registration is a new thing in the Merauke Regency, but it received a positive response from the applicants who are generally millennial generation so

that they are accustomed to use smart phone and literate towards today's technology. The constraint faced by most applicants is the synchronization of population administration data, so that it is difficult for the applicants to directly complete the online registration forms available on the website <https://sscn.bkn.go.id>.

The central government policy on 80 percent OAP and 20 percent Non-OAP in the recruitment of CPNS in 2018 received positive responses from various elements of the community. However, this is expected to be followed up properly, so as not to harm the indigenous children. The BKPSDM makes every effort to be able to implement the policy properly by recomposing according to local conditions. The formation needed in this recruitment of CPNS in 2018 is 472 persons. This total formation of 472 persons will be divided into 50 percent indigenous children of Marind, 30 percent indigenous Papuans from other Regencies in Papua, so that the 80 percent OAP is met. Meanwhile, the quota of 20 percent is allocated for Non-OAP, with the distribution of 10 percent for the Papuan blood line, that is, the father or mother, or the ancestor is an OAP, and the remaining 10 percent is for Non-OAP.

The implementation of CPNS recruitment is certainly does not deviate from Government Regulation No. 11 of 2017 concerning Civil Servants Management which is a derivative of the ASN Law. The Government Regulation regulates the basic principles in the recruitment of Civil Servants, among others:

- a) Every Indonesian citizen has the same opportunity to apply for a civil servant, by fulfilling the objective requirements as set forth in article 23.
- b) Merit system is the policy and management of the state civil apparatus based on qualifications, competencies, and performance in a fair and reasonable manner regardless of political background, race, color, religion, origin, gender, marital status, age and disability condition (Article 1 paragraph 24).

The qualifications and competencies required in the recruitment of CPNS sometimes become constraint for indigenous children of Merauke to qualify for administrative selection. These qualifications and competencies constraints can be seen from the number of job seekers based on the level of education attained:

Table 4. Number of Job Seekers by Level of Education Attained and Gender in the Merauke Regency

School Attainment	2016	2017	2018
(1)	(2)	(3)	(4)
Not Completed/Not Yet Completed Primary School	4	68	54
Primary School	3	30	26
Junior High School	11	88	80
Senior High School	1550	2204	2105
Academy	205	351	580
Bachelor Graduate	753	1155	1838
Magister Graduate	21	29	4
Total	2 076	1 849	3 925

Source: data of Statistics Indonesia [5][4][3].

Job seeker with Senior High School degree is the most amount during these years, meanwhile most formation of civil servant enrollment test requires the qualification of S1 (bachelor). According to this requirement, bachelor degree is increasing, it means that the increase of bachelor degree may fulfill the employment.

One of the determinants of the success of development in a region is the quality of its human resources. Education is part of the effort to improve the quality of human resources that always prioritized by opening the widest opportunity for the community to obtain education, and supported by professional teaching personnel and adequate educational facilities and infrastructure up to the villages.

The seriousness of the government's efforts to improve the quality of Human Resources is done by making the improvement of the quality of human resources in accordance with the development of regional potentials as one of the regional missions that gets priority in the 2016-2021 Medium-Term Regional Development Plan. The objective to be achieved from this mission is improvement of competencies and quality of human resources towards productive society.

Demand of the community with respect to more portion in the CPNS recruitment is expected not only to demand quantity alone, but it should be accompanied by the preparation and provision of quality human resources that are tailored to the needs of each regional government organization to drive government administration and development in the Merauke Regency.

The demand for more portions in the selection results of the CPNS recruitment as a mandate of the Special Autonomy Law needs to be supported by improving the human resources quality of indigenous Papuans, so that the implementation of computer-based CPNS recruitment and the application of the merit system need to be aligned with the socio-cultural life in the Merauke Regency.

4 Conclusion

The socio-cultural environment also determines the representation of local communities in the government bureaucracy. The recruitment of CPNS as the first stage in the management of civil servants shall always observe the socio-cultural aspects of the local community. The existence of community demands for more portions in passing the CPNS recruitment selection need to be balanced with the government's participation in terms of:

- a) Preparing human resources who have qualifications and competencies.
- b) Improving the accessibility, quality and management of education in each district.

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