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How the Structural Official Appointed based on Government Regulation in Klaten Regency?

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ABSTRACT

This study aims to find out and understand the implementation of PP Number 72 of 2019 concerning Amendments to Government Regulation Number 18 of 2016 concerning Regional Government in the appointment of structural officials in the Klaten Regency regional government and to find out the obstacles in the appointment of structural officials in the Klaten Regency regional government. This research used the empirical juridical method. Empirical juridical research is research with field data as the main data source, such as the results of interviews and observations which refer to the applicable laws and regulations. In this study, the author carried out research related to the implementation of Government Regulation (PP) Number 72 of 2019 concerning Amendments to PP Number 18 of 2016 concerning Regional Government in the appointment of structural officials in the Klaten Regency regional government. The data analysis used was descriptive qualitative. The results of this study indicated that Klaten Regency in the appointment of structural officials had differences in implementation between PP Number 18 of 2016 concerning Regional Apparatuses and PP Number 72 of 2019 concerning Amendments to PP Number 18 of 2016 concerning Regional Apparatus. The difference was that the appointment of structural officials referring to PP Number 18 of 2016 concerning Regional Apparatuses was required to meet competencies based on a merit system, while those referring to PP Number 72 of 2019 concerning Amendments to PP Number 18 of 2016 concerning Regional Government the appointment of structural officials must go through a longer process. Furthermore, the obstacle that occurs in the appointment of Structural Officers in Klaten Regency is the lack of regeneration where the number of retired civil servants was more than civil servants who have occupied structural positions and not only in the regeneration system, but many civil servants lacked the character of the talent pool.

Keywords: Government Regulations; Structural Officer; Local Government

1. INTRODUCTION

In various regions in Indonesia, many candidates for officials are competing for positions in the district government environmental services. To become a candidate for an official with good performance, it is appropriate to pay attention to good human resource management in the district. So, in this case, Indonesia implements a bureaucratic reform system in creating officials who can advance Indonesia even better.

Bureaucratic reform is one of the efforts to realize good government governance to make district officials become someone who has an honest personality, holds fast in carrying out their duties and obligations as district officials, does not engage in corrupt behavior, collusion, and nepotism. can be accountable for public services, and

uphold the basic values of the organization and code of conduct as district officials [1].

The purpose of bureaucratic reform is to realize the government's efforts to organize a government system, especially regarding aspects of the institution (organization), good management, and management of human resources, which are then updated and changed the basics. This bureaucratic reform is expected to be able to make a real contribution to the achievement of government performance and national and regional development.

Bureaucratic reform is also required to make changes in all arrangements of state life, namely by raising new awareness to further uphold people's sovereignty, democratic government, and empowering the people's

economy. According to N. Sumaryadi (2005) in administering the local government, there are obstacles in terms of democracy and empowerment of local communities which are still a public discourse that demands allocation and discretion in determining public policies and allocation of funding sources fairly between the center and the regions. The principle of government administration that can create democratization which is operationalized in regional autonomy policies is a basic demand. The application of the principle of decentralization in the process of administering local government has been stated in the 1945 Constitution of the Republic of Indonesia Article 18 paragraph (6) which reads: "Regional governments have the right to stipulate regional regulations and other regulations to carry out autonomy and assistance tasks". And paragraph (7) reads: "The structure and procedures for the administration of regional governments are regulated in law" [2]. The regional government has the right to regulate the authority of the autonomous region in managing and administering its household affairs and can stipulate regional regulations and other regulations by the 1945 Constitution.

² Government Regulation Number 72 of 2019 concerning Amendments to Government Regulation Number 18 of 2016 concerning Regional Apparatus (PP Regional Apparatus) which mandates the region to include changes in the division of government affairs between the Central Government, Provincial Government, and Regency and City Governments to immediately form regional apparatus organizations based on the division of concurrent government affairs as regulated in Law Number 9 of 2015 concerning the Second Amendment to Law Number 23 of 2014 concerning Regional Government. With the formation of ⁶ Government Regulation Number 72 of 2019 concerning Amendments to Government Regulation Number 18 of 2016 concerning Regional Apparatuses, a management regulation in Klaten Regency will be formed as a reference or legal basis informing regional apparatus organizations.

Organizations or institutions in the regional government that are responsible to the Regional Head in the context of administering the government in the region are called Regional Apparatuses or Regional Apparatus Organizations. In the formation of the Regional Apparatus, each region takes into account the characteristics, potential, and needs of the region on which it is based [3].

Organizations can take advantage of the optimization of officer skills. The organization must determine the utilization of all human resources contained in it, to achieve the goals of the organization. After that, the validity of good management is tested by looking at the organization's ability to utilize human resources who are willing to carry out their duties to achieve the level of

effectiveness [4]. Work effectiveness is the determination of the achievement of goals that have been previously planned to demonstrate the ability to achieve the level of success above management activities. In other words, the achievement of organizational goals and objectives can be done by increasing the effectiveness of employees' work [5].

However, in reality, the competence of ⁵ human resources in the field often appears several factors, such as the low effectiveness of government, lagging in public services by public needs, corrupt practices, collusion, nepotism, and other factors in the government order. Meanwhile, to become a structural official must go through long stages. This of course raises questions and disappointments as to why structural officials are still like that, there are still many structural officials who are undisciplined, corrupt, have ⁵ capability, competence, or are not neutral in terms of politics, all of which leads to poor government performance appraisals. Many government officials have not and even failed to have a positive impact on public services which are their main priority as state civil servants.

One of the regions that have implemented PP Number ¹ 72 of 2019 concerning Amendments to PP Number 18 of 2016 concerning Regional Apparatuses is Klaten Regency. However, the application of PP Number 18 of 2016 concerning Regional Apparatus in Klaten Regency has not been effective, because the Klaten Regency government is still in a dilemma regarding the plan to eliminate honorary workers. Since the issuance of PP Number 49 of 2018 concerning Management of Government Employees with Work Agreements, in Klaten Regency, the appointment of honorary workers has not been enforced. The problem here is that honorary personnel services are needed to cover the shortage of civil servants-, because in 2020 around 825 civil servants are entering retirement and the number of those who have retired has been closed from CPNS recruitment [6].

Judging from the constraints mentioned above, that currently in Klaten Regency there are minimal human resources, especially civil servants who will occupy ¹ structural positions, due to the implementation of PP Number 72 of 2019 concerning Amendments to PP Number 18 of 2016 concerning Regional Apparatus in the appointment of structural officials must go through a process that longer. This is different from the implementation of PP Number 18 of 2016 concerning Regional Apparatus which uses a merit system, by looking at the abilities, competencies, achievements, and integrity of the actions/attitudes of prospective structural officials who will occupy positions in Klaten Regency.

14 2. METHOD

2.1. Types of research

The 15 of research that the author does is empirical juridical research. Empirical juridical research is research with field data as the main data source, such as the results of interviews and observations which refer to the applicable laws and regulations. In this study, the authors carried out research related to the implementation of PP Number 72 of 2019 concerning Amendments to Government Regulation Number 18 of 2016 concerning Regional Apparatuses in the appointment of structural officials in the Klaten Regency local government. Data collection methods used in this study are interviews, documentation, and observation. The data analysis used is descriptive qualitative.

2.2. Legal Material

2.2.1. Primary Law Material

Primary legal materials are regulations or legislation relating to the problem being handled by researchers, including:

- a) 6 The 1945 Constitution
- b) Law Number 9 of 2015 concerning the Second Amendment to Law Number 23 of 2014 concerning Regional Government
- c) Government Regulation Number 72 of 2019 concerning Amendments to Government Regulation Number 18 of 2016 concerning Regional Apparatus
- d) Government Regulation Number 17 of 2020 concerning Amendments to Government Regulation Number 11 of 2017 concerning Management of Civil Servants
- e) Regulation of the Regent of Klaten Number 45 of 2018 concerning the Position of the Organizational Structure of Duties and Functions as well as the Work Procedure of the Education and Training Personnel Board of the Klaten Regency

2.2.2. Secondary Legal Material

Secondary legal materials are legal materials that 6 arify primary legal materials which are supported by legal materials in the form of literature books, writings on law, as well as documents and archives related to the problem being researched.

2.2.3. Tertiary Legal Material

Tertiary legal materials are legal materials that provide explanations or instructions regarding primary legal materials and secondary legal materials, including Legal Dictionary, Big Indonesian Dictionary, English Dictionary, Legal Dictionary, and Encyclopedia.

2.3. Method of Collecting Data

Data collection techniques adjust the problems in this study so that it is carried out by:

2.3.1. Documentation

The documentation in this study is in the form of documents, archives, related to the problems being researched, namely regarding the implementation of the appointment of structural 2 officials in the Klaten Regency local government by PP Number 72 of 2019 concerning Amendments to Government Regulation Number 18 of 2016 concerning Regional Apparatus 13 and obstacles in the appointment of structural officials at the Office of the Regional Personnel, Education and Training Agency of Klaten Regency.

2.3.2. Interview

Interviews were conducted to combine primary data by interviewing sources related to data sources for this research, namely asking several questions related to the implementation of the appointment of structural 2 officials in the Klaten Regency local government by PP Number 72 of 2019 concerning Amendments to Government Regulation Number 18 of 2016 concerning Regional apparatus 13 and obstacles in the appointment of structural officials at the Office of the Regional Personnel, Education and Training Agency of Klaten Regency. In this study, there were 3 people as resource persons, namely:

- 1) Mr. Bon 13 ika A. Pramasta as Career Development Analyst of the Education and Training Personnel Agency of Klaten Regency;
- 2) Mr. Prase 13 as Head of Sub-department for Movement of the Education and Training Personnel Agency of Klaten R 13 ncy;
- 3) Mrs. Fatimah as Head of Mutation Division of Education and Training Personnel Board of Klaten Regency;

14 2.4. Data Analysis

The data analysis method used in this research is descriptive qualitative, namely data analysis obtained from library studies and also obtained from field studies carried out systematically and logically; so that the data obtained either orally or in writing can answer research problems and then can be concluded and In descriptive qualitative research, they are not called respondents but are called sources, informants, and participants [7]. This data analysis technic 11 is used to describe research on the Implementation of PP Number 72 of 2019 concerning Amendments to Government Regulation Number 18 of 2016 concerning Regional Apparatuses in Appointing Regional Officials in the Klaten Regency Regional Government.

3. THEORETICAL FRAMEWORK

2.5. Implementation

Implementation is an action to carry out the plan that has been made. Thus, implementation can only be carried out if there is a plan. The results of the implementation will be maximized if the implementation is carried out according to the previous plan. Finally, implementation boils down to the system or mechanism. The purpose of implementation is to implement the plans that have been drawn up, to be able to test a procedure in the policy, to test the community's ability to implement the compiled policy, and to find out the success of the policy itself [8]. Implementation has four types, namely:

2.5.1. Public Policy Implementation

Public policy implementation is the administrative stage that is carried out after the stipulation/approval of policies or legal regulations through a political process.

2.5.2. System Implementation

System implementation is the process of putting new information into operation.

2.5.3. Strategy Implementation

Strategy implementation is the process of implementing and implementing strategies that have been implemented based on the form of action through various procedures, plans, and budgets.

2.5.4. Policy Implementation

Policy implementation is the process of implementing a certain policy, then formulating the policy so that a program can be implemented perfectly.

2.5.5. Nursing Implementation

Nursing implementation is a process of activities carried out by nurses to help clients change from a problematic state to better health.

The factors that influence the implementation according to George C. Edwards III are as follows [9]:

2.5.6. Communication

Communication in organizations is a very complex and complicated process. One can only save it for a specific purpose, or distribute it. In addition, different sources of information will also lead to different views. For implementation to go well, the person responsible for making the decision must know whether that person can carry it out. The effect of policy implementation is the lack of communication with the implementers.

2.5.7. Resource

This resource component includes the number of staff, professional knowledge of implementers, relevant and adequate information on the implementation of policies, the realization of relevant resources in the

implementation of the plan, the power to ensure that the plan can be implemented as expected, and there are supporting facilities that can be used to implement the plan, such as financing and planning infrastructure activities.

2.5.8. Disposition or Attitude

One of the causes of the effect of the effectiveness of policy implementation is the attitude of the implementer. If the implementers agree with the contents of the policy, the implementers will do it with pleasure, but if the views of the implementers differ from those of the policymakers, then the implementation process will encounter many problems. There are three forms of attitude/response of the implementers to the policy: awareness of the implementers, instructions/directions of the implementers in responding to the acceptance or rejection of the plan, and the intensity of the responses.

2.5.9. Bureaucratic Structure

The bureaucratic structure is inseparable from the discussion of policy enforcement agencies. Bureaucratic structures are characteristics, norms, and recurring patterns of relationships within the executive branch, which have potential and actual relationships with the relationships they have when implementing policies.

2.6. Laws and Regulations

The term statutory regulations come from the term "wettelijke regelingen" which means statutory regulations. The use of the term "statutory regulations" is more relevant or relevant in discussions about the type or form of regulation (law). Legislation is also intended to give a name to the regulations made by the authorities that are binding in general [10].

The formation of laws and regulations must pay attention to the rules that form them, namely [11]:

2.6.1. Philosophical Foundation

The philosophical basis in the formation of laws and regulations is that laws and regulations can be said to have a philosophical basis if their formulations or norms are justified after being studied philosophically.

2.6.2. Sociological Foundation

The sociological basis in the formation of legislation, namely a statutory regulation can be said to have a sociological basis if it is in my general beliefs, public legal awareness, values, and laws that live in society.

2.6.3. Juridical Foundation

The juridical basis in the formation of statutory regulations can be said to have a juridical basis if there is a legal basis, legality, or basis stated in legal provisions of a higher degree.

2.6.4. Political Foundation

The political foundation is a line of political policy that becomes the next basis for policy and direction of state government management.

The hierarchy or order of laws and regulations in Indonesia refers to Article 7 paragraph (1) of Law Number 12 of 2011 concerning the Establishment of Legislations as amended by Law Number 15 of 2019 concerning Amendments to Law Number 12 of 2011 concerning the Establishment of Legislation which reads:

“Types and hierarchy of laws and regulations consist of:

- a. The 1945 Constitution of the Republic of Indonesia;
- b. Decree of the People's Consultative Assembly;
- c. Laws/Government Regulations instead of Laws;
- d. Government regulations;
- e. Presidential decree;
- f. Provincial Regulations; and
- g. Regency/City Regional Regulations.”

2.7. Local Government

The term "government" is the process, act, or method of governing or all affairs carried out by the state in carrying out the welfare of the community and the interests of the state. Government in a broad sense in the Indonesian context is the entire state apparatus, namely the Supreme Institution (MPR), and the State High Institutions (DPR, President, Supreme Court, and BPK). While the government in a narrow sense is the President and the ranks/apparatus within the scope of executive power which, apart from or not including the holders of legislative and judicial powers, by the mandate of the 1945 Constitution of the Republic of Indonesia, regional governments regulate and manage their government affairs according to the principle of autonomy and assistance tasks, are directed at accelerating the realization of community welfare through improvement, service, empowerment, and community participation [12].

In addition, the role of regional governments is also intended in the context of implementing decentralization, deconcentration, and assistance tasks as government representatives in autonomous regions, namely to:

2.7.1. Decentralization

Decentralization, also known as political decentralization, is carrying out all affairs which were originally the authority of the central government to become the authority of local governments to regulate and administer government affairs within the system of the Unitary State of the Republic of Indonesia.

2.7.2. Deconcentration

Deconcentration means accepting that the government delegates government authority to the

Governor as a representative of the government and/or vertical agencies in certain areas to carry out co-administration tasks, namely carrying out all assignments from the government to regions and/or villages from the provincial government to districts/cities and/or villages and from the district/city government to the village to carry out certain tasks. Under the principle of deconcentration, the administrative authority/policy implementation is delegated, while the political authority remains with the central government [13]. The problem is how local governments can accept all the delegated authority to be implemented according to their needs and capacities.

2.7.3. Assistance Task

Co-administration tasks are assignments from the central government to autonomous regions to carry out part of the government affairs that are under the authority of the central government or from the provincial government domiciled in the district/city area to carry out part of the government affairs which are the authority of the provincial area.

In carrying out government affairs, the government can carry out its affairs, or may delegate part of the affairs to government officials or government representatives in the regions, or may assign them to the regional government and/or village government. In addition, the administration of government affairs that fall under the authority of the government outside of government affairs, the government can administer some government affairs by itself, or delegate part of the government to the governor as a representative of the government, or assign some affairs to the regional government and/or village government based on the principle of co-administration [14].

In the administration of local government, there are principles of local government administration, namely [15]:

1. Legal certainty
2. Orderly state administration;
3. Public interest;
4. Openness;
5. Proportionality;
6. Accountability;
7. Efficiency;
8. Effectiveness;
9. Justice.

The factors that influence the process of administering the local government, among others [16]:

1. The actor or human factor

Good humans or actors are needed in implementing local government; because humans are a virtual factor in the administration of local government. Humans are both subject and object in every government activity.

2. Financial factors

In the context of local government administration, good financial factors are closely related to sources of income, sufficient amount of money, and financial management by applicable objectives and regulations.

3. Equipment factor

That is; any object or tool that can be used to facilitate the work or activities of the regional government.

4. Organizational and management factors

The organization in question is an organization in the sense of structure, namely the level consisting of organizational units and their officials, powers, duties, and relations with each other to achieve certain goals. Meanwhile, management is more focused on human processes that drive behavior in cooperative efforts, so that the goals that have been set are truly successful. The implementation of good local government is very dependent on the organization and good management of local government as well.

5. Leadership factor

A good leader is a leader who has characteristics such as: wise, clever, present to serve, able to cooperate, listen, have a clear and tangible vision and mission in his work programs, and be open to receiving criticism and input from the community.

2.8. Authority

The word authority comes from the basic word authority which is defined as the authority, right, and power that a person has to do something. This authority is called formal power, which comes from legislative power (given by law) or from executive administrative power. Authority generally consists of several powers, namely power over a certain group of people or power over an area of government [17].

According to the principle of democracy, namely the sovereignty of the people, the people are considered as the highest authority in the state government system. From the perspective of people's sovereignty, all power in the context of the state originates and sources from the people, the functions of state power are divided into three branches, namely executive, legislative and judicial.

The authority to make laws is a very strategic function in the administration of a country; so that it can exercise the sovereignty that is recognized in that country. According to Philipus M. Hadjon, positions obtain authority through three sources of authority, namely [18]:

2.8.1. Attribution Source

It is an authority related to the position. In the constitutional law review, attribution is shown in the authority possessed by government organs in running their government based on the authority appointed by the legislators. Attribution authority refers to the original authority under the constitution. The attribution authority

is only owned by the DPR, the President, and the DPD in terms of making laws.

2.8.2. Delegation Source

It is the handover or delegation of authority from other state business management bodies/agencies regarding the responsibility or responsibility shifting to the recipient of the delegation. For example, the implementation of approving the DPRD on candidates for deputy regional heads.

2.8.3. Source of Mandate

Is the granting, delegation, or transfer of authority by a government organ to another party for decision-making on its responsibility. For example, the responsibility of the minister to make decisions is delegated to his subordinates.

4. RESULT AND DISCUSSION

4.1. Implementation of PP Number 72 of 2019 concerning Amendments to PP Number 18 of 2016 concerning Regional Apparatus in Appointing Structural Officials in the Klaten Regency Regional Government

Government Regulation Number 72 of 2019 concerning Amendments to Government Regulation Number 18 of 2016 concerning Regional Apparatus is an elaboration of Law Number 9 of 2015 concerning Second Amendment to Law Number 23 of 2014 concerning Regional Government which regulates the organization of regional apparatus. This government regulation provides clear directions and guidelines for regions in managing regional apparatuses efficiently, effectively, and rationally by the real needs and capabilities of each region as well as coordination, integration, synchronization, and simplification as well as institutional communication between the center and regions.

The main basis for the formation of regional apparatus is the existence of government affairs that are handed over to the regions and become regional authorities, which consist of mandatory and optional affairs. Mandatory affairs are divided into obligatory affairs related to basic services, and obligatory affairs which are not related to basic services [19].

The implementation of obligatory regional government affairs is carried out by all regional governments, while optional government administration can only be carried out by regions that have superior potential and regional characteristics. This is intended for efficiency and to bring out the leading sectors of each region as an effort to optimize the use of regional resources to accelerate the process of improving people's welfare.

In this competitive era of globalization to achieve effectiveness and efficiency in the administration of government tasks, improving the quality of the state civil apparatus becomes an unavoidable necessity. To optimize the performance of government organizations in providing good services to the community, human resources are the key that plays an important role. It is human resources that drive the wheels of the state organization, for that a state civil apparatus is needed that has good integrity and competence in the state organization [20].

As with other organizations, human resources, in this case, the state civil apparatus that drives the wheels of government, also occupy certain positions that have been regulated by the state to ensure that the wheels of the government-run well. Within the state organization, some several levels and different duties and functions. Human resources who fill these structural positions are the key to the success of government programs in terms of public services.

The appointment of a structural official is an activation process to place a Civil Servant in a certain position, taking into account the academic rationale. Appointment of Civil Servants (PNS) in structural positions, which aims to shape the careers of civil servants in structural positions and promotions by the requirements set out in the applicable laws and regulations. The appointment of civil servants in a position is carried out without distinction of gender, ethnicity, religion, race, or class, carried out by objective requirements such as competence, work performance, and position, and by the principle of professionalism. Structural positions can only be filled by someone with the status of a civil servant, and Candidates for Civil Servants (CPNS) cannot be appointed in structural positions. Members of the Indonesian National Armed Forces and members of the State Police can only be appointed to structural positions if their status has changed to become civil servants; unless otherwise stipulated in the Laws and Regulations.

Structural positions can only be occupied by the State Civil Apparatus and cannot be held concurrently with other structural positions. Based on the regulation for filling positions in regional apparatus, especially State Civil Apparatus employees, which is contained in Article 98 paragraph (2) of PP Number 72 of 2019 concerning Amendments to PP Number 18 of 2016 concerning Regional Apparatus, namely [21]:

“State Civil Apparatus employees who occupy high leadership positions, administrative positions, and supervisory positions in Regional Apparatuses must meet the competency requirements:

- a. Technical;
- b. Managerial; and
- c. Socio-cultural.”

Article 98 paragraph (2) of PP Number 72 of 2019 concerning Amendments to PP Number 18 of 2016 concerning Regional Apparatuses is strengthened based on Article 68 section (4) of Law Number 5 of 2014 concerning State Civil Apparatuses, which states that civil servants can move between high leadership positions, administrative positions, and functional positions in central and regional agencies based on qualifications, competencies, and job appraisals.

In Klaten Regency, the latest Regional Apparatus PP, namely PP Number 72 of 2019 concerning Amendments to PP Number 18 of 2016 concerning Regional Apparatus, has been implemented and has been implemented for the appointment of structural officials. However, there are differences in the appointment of structural officials between the old and the latest PP on Regional Apparatus.

In Structural Positions in Klaten Regency, there are differences in implementation between PP Number 18 of 2016 concerning Regional Apparatuses and PP Number 72 of 2019 concerning Amendments to PP Number 18 of 2016 concerning Regional Apparatus. In the implementation of the appointment of PNS to Structural Positions, it is by PP No. 18 of 2016 concerning Regional Apparatuses which are required to meet competencies, be it technical, managerial, or socio-cultural based on the merit system contained in PP Number 11 of 2017 concerning Management of Civil Servants. In PP Number 72 of 2019 concerning Amendments to PP Number 18 of 2016 concerning Regional Apparatuses, the appointment of Officials, especially in Structural Positions, must go through a longer procedure, because after the election period, the incumbent who was elected as the Regent of Klaten may not appoint/ inaugurate structural officials for 6 months after being appointed as Regent of Klaten, by Article 162 of Law Number 10 of 2016 concerning the Second Amendment to Law Number 1 of 2015 concerning Stipulation of Government Regulations instead of Law Number 1 of 2014 concerning the Election of Governors, Regent, and Mayor. So, PP Number 72 of 2019 concerning Amendments to PP Number 18 of 2016 concerning Regional Apparatus in the appointment of structural officials using the electoral system model.

In the implementation of the appointment of structural officials in Klaten Regency in 2021 by the implementation of PP Number 72 of 2019 concerning Amendments to PP Number 18 of 2016 concerning Regional Apparatuses, the theory of authority, especially the source of the mandate, is the granting, delegation, or transfer of authority by a government organ to others to make decisions on their responsibility. Based on the theory of authority source mandate, the Government of Klaten Regency proposed to the Minister of Home Affairs through the Governor of Central Java as the representative of the central government to fill the

vacancy of regeneration needed to fill a structural position in Klaten Regency to minimize the longer procedure in the appointment of structural officials.

Regarding the principles of capacity, competence, and integrity, a merit talent pool system has been implemented in the mechanism for filling structural positions in Klaten Regency. Talent means competence, so the talent pool is competence. The merit talent pool system is the policy and management of ASN with civil servant status based on qualifications, high competence, having superior performance fairly and reasonably, having specific skills, and talents that stand out compared to employees in general. So, in Klaten Regency in selecting structural officials, they must implement a merit talent pool system with the aim that when recruiting to fill structural position vacancies, there is no need to carry out a long process, only looking at high qualifications with a merit talent pool system will produce civil servants with capacity, competence, and high integrity.

By implementing a merit talent pool system in Klaten Regency, the authors analyze with local government theory, especially in the administration of local government, namely, candidates selected by structural officials are guaranteed to be of good quality and can better support the performance of local government institutions more optimally. In addition, when using the merit talent pool system to appoint civil servants to positions as structural officials, two things must be considered.

Based on the merit talent pool system, Klaten Regency has partnered with a third party since 2017 at the Education Quality Assurance Institute (LPMP) Semarang. Meanwhile, in 2018-2021 at the Center for Regional and Institutional Policy Studies (PKKDK) and the Institute for Research and Community Service (LPPM) Universitas Sebelas Maret Surakarta (UNS). This third party is held to explore the competence of structural position cadres, where there are high Pratama positions, administrative positions, and supervisory positions.

In the appointment of structural positions, if there is an abuse of authority or has the potential to harm the state, the steps taken by the Klaten Regency Government are by revoking the Decree if an error occurs, and it will be canceled if it is not by the applicable rules. However, currently, this has never happened in the Klaten Regency Government, because there have been no structural officials who have abused their authority.

4.2. Obstacles in Appointing Structural Officials in the Klaten District Government

The regeneration system in Klaten Regency from each Regional Apparatus Organization (OPD) proposes the names of civil servants who will be projected to occupy structural positions to the Performance

Assessment Team and the Regent through the Regional Personnel, Education and Training Agency (BKPPD) of Klaten Regency, then from the BKPPD carry out the test. Competencies for candidate officials who have been proposed by each OPD for consideration. The Performance Assessment Team (Baperjakat) proposes the names of competent civil servants to the Regent of Klaten. However, in Klaten Regency, there are problems related to regeneration.

The obstacle that occurs in the appointment of Structural Officials in Klaten Regency is the lack of regeneration, because of the comparison of retired employees with the new CPNS held in the last 2 years, more precisely in 2021 there will be many employee vacancies, because employees who retire in 1-year reach 800 people, while CPNS was only held 2 years ago, so it takes a lot of regeneration to fill the vacancies in structural positions in Klaten Regency.

Judging from these constraints, the author analyzes the implementation theory, especially on the factors that influence the implementation, namely resources. In Klaten Regency, human resources, especially structural officials, are inadequate, such as the lack of regeneration, resulting in not being able to carry out performance properly and not being able to control the supervision of the assigned tasks. What is done by the Klaten Regency Government to overcome vacancies in structural positions is to carry out the assignment of civil servants or commonly called Task Executors (PLT) and Daily Executors (PLH) to cover work before there is a definitive official. So, the goal here is that organizational management in Klaten Regency, especially in structural positions, can run well and not arbitrarily choose civil servants who will occupy a position in Klaten Regency.

The problem in appointing structural officials in Klaten Regency is not only in the regeneration system, but many civil servants lack the character of the talent pool. The talent pool is part of talent management which identifies employees with high potential and competence who have the capability as future leaders. This causes the lack of performance competence of structural employees. In Klaten Regency, when recruiting civil servants to occupy structural positions, they must look at the principles of capacity, competence, and integrity. It is also known that there are still many civil servants who graduated from junior high and high school and some even graduated from elementary school, even though it should be minimal to occupy a structural position must be a D3 graduate. In PP No. 17 of 2020 concerning Amendments to PP No. 11 of 2017 concerning Management of Civil Servants, the requirements are standard, as in the case of supervisory positions must be IIIB and D3 level.

The Regional Education and Training Personnel Board in Klaten Regency do not apply or recruit non-permanent employees in filling vacancies in structural

positions, because it uses a talent pool system to recruit civil servants. So that many civil servants in Klaten Regency who have been recruited in the last 2 years are competent with high qualifications which can be seen from their education, their technical abilities are on average already qualified.

5. CONCLUSION

Klaten Regency in the appointment of structural officials there are differences in implementation between PP Number 18 of 2016 concerning Regional Apparatuses and PP Number 72 of 2019 concerning Amendments to PP Number 18 of 2016 concerning Regional Apparatus. The difference is that the appointment of structural officials referring to Government Regulation No. 18 of 2016 concerning Regional Apparatuses must meet competencies based on a merit system, while those referring to PP Number 72 of 2019 concerning Amendments to PP Number 18 of 2016 concerning Regional Apparatus the appointment of structural officials must go through a more complex process. This is because, after the election period, the incumbent who was elected as the Regent of Klaten may not appoint/inaugurate structural officials for 6 months after being inaugurated as the Regent of Klaten. If in the appointment of a structural position there is an abuse of authority or it has the potential to harm the state, the steps taken by the Klaten Regency Government are by revoking the Decree if an error occurs, and it will be canceled if it is not by the applicable rules.

Obstacles that occur in the appointment of Structural Officials in the Klaten Regency are the lack of regeneration where the number of retired civil servants is more than civil servants who have occupied structural positions, causing a vacancy in structural positions in Klaten Regency. The problem in appointing structural officials in Klaten Regency is not only in the regeneration system, but many civil servants lack the character of the talent pool. This causes the lack of performance competence of structural employees.

To overcome obstacles in regeneration, preferably by fulfilling the needs of civil servants by the Workload Analysis and Position Analysis of each OPD or acceptance of civil servants from outside the region who submit mutations to Klaten Regency by selecting their competencies, and improve the character of civil servants in the Klaten Regency who occupy structural positions, it is recommended to conduct socialization about character development and performance appraisal to prospective officials who will be elected in a structured manner, because of actions of human resources greatly affect the merit system in structural officials.

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