

The Implementation of Policy on Top Leader Position Fulfillment in Bureaucracy Environment Based on State Civil Apparatus Law (The Study in Mataram City Government, Nusa Tenggara Barat Province)

Khairy Juanda^{1*}, Agus Suryono², Abdul Hakim³, Andy Fefta Wijaya⁴

¹Doctoral's Program in Public Administration, Faculty of Administrative Science

²³⁴Faculty of Administrative Science, University of Brawijaya, Malang, Indonesia

Abstract (Calibri 9 Bold Center)

The flow of public tasks of the government in national development is really influenced by the perfect service and the work of government bureaucracy which are parts of the government apparatus that are aimed to provide best service, being balance, and publicly serve the society. In case of position development, beside it is based on the working achievement system, it also pays attention on the carrier system. The civil servant selection for the structural position or functional post must be done objectively and selectively; so that the enthusiasm of competition among civil servants to improve professionalism in order to provide the best service for the society is risen. This research focuses on the policy of fulfilling the high level position in bureaucracy, by the study in Mataram city government, NTB province. According to the background of the research, the formulated research problems are: "How is the implementation on the policy of fulfilling the high level position in village officers unit (SKPD) in Mataram city government scope. This dissertation is qualitative research study. The location of the research is on the area personnel bureau of Mataram city government, NTB. The data analysis technique is interactive model qualitative that was proposed by Miles and Huberman. The result of the study showed that "Implementation of development policy and carrier development of Civil Servant have not implement ASN (Civil Servant Apparatus) Law but it still uses old law which influence the obstruction of civil servant (PNS) carrier development." The recommendation in this research is the importance to implement the Merit System as mentioned in UU ASN (Civil Servant Apparatus Law) and PERMENPAN RB Number 13 year 2014 in the advisory and carrier development of civil servants where each civil servant has equal right and opportunity for the carrier development and opportunity to fill the high level position.

Keywords: manuscript, English, format, 5 words maximum

INTRODUCTION

The accomplishment of the government general tasks in national development is strongly influenced by the perfection of service and performance of government bureaucracy, which is an element of the state apparatus tasked with providing the best service, fair and equitable to the public. To ensure the achievement of national development goals, the performance of the bureaucracy is needed that is able to maintain the unity and integrity of the nation, is professional and responsible in carrying out its duties and is full of adherence to the Pancasila, the 1945 constitution, the State and the Government of the Republic of Indonesia.

So far the bureaucracy in Indonesia is widely known as a bureaucracy that has the characteristics of a high cost economy. Full of

arrogant and technocratic power, which was manifested by the symbol of development through eviction, inadequate planning, lack of initiative, which can be seen from the dependence on the instructions of superiors, technical guidance, rigid, routine, cumbersome, swollen, red tape, inflexible in operation. etc. All of them make the bureaucracy in Indonesia from the center to slow areas, unresponsive and have no innovation in the implementation of its functions

Starting from this background, It is important and urgent for every bureaucrat to have the awareness and understanding about various paradigms of modern government administration and make it as a foundation for implementing government bureaucratic reform at all levels. In 2004 the Minister of Administrative Reform issued form letter Number: SE / 28 / M.PAN / 10/2004, dated October 10, 2004 concerning the Arrangement of Civil Servants (PNS), the contents of which were that each agency both central and regional was obliged to carry out as follows: first,

Correspondence address:

Khairy Juanda

Email : juandakhairy@rocketmail.com

Address : affiliation address include post code

making arrangements for Civil Servants (PNS) within the work unit by referring to MENPAN's Decree number: Kep / 23.2 / M.PAN / 2004, dated February 16, 2004 concerning guidelines for staffing, secondly, each agency must carry out Job analysis that refers to MENPAN's Decree number: Kep / 61 / M.PAN / 6/2004, dated June 21, 2004 concerning guidelines for implementing job analysis, thirdly, each government agency must carry out workload analysis based on MENPAN's Decree number: Kep / 75 / M.PAN / 7/2004 dated July 23, 2004 concerning Guidelines for calculating employee requirements based on workload in the framework of preparing PNS formation.

As a city in the capital city of province, the performance of the city government of Mataram is always more highlighted by the mass media and the public, this can be seen by many news and opinions that appear in the mass media related to the performance of the Mataram city government. The most frequent (many) highlight are the performance of the regional work unit (SKPD), which is largely unable to carry out its objectives, its main tasks and functions, besides that there is also a lot of focus on many bureaucracy apparatus especially the head of SKPD that are actually have retired, but they are retained or being extended 'their retirement'.

In filling positions (mutations), it is usually often colored by the issue of nepotism, where people who are close to policy makers usually will occupy positions (vacant) in an institution (SKPD). Although this is always ignored by policy makers, that mutations what was done was in accordance with the procedures and based on input and suggestions from BAPERJAKAT (Position and Rank Advisory Board), but the issue of nepotism is hardly eliminated from the assumptions / opinions of the existing employees / apparatus.

To avoid the occurrence of these negative opinions, in filling out career positions, the district / city government should prioritize professionalism so that it does not get caught up in the narrow fanaticism of ethnicity and closeness. The strategy of filling in a good and valid, fair and decent job formation is to conduct a fit and proper test for all candidates who have fulfilled the requirements without seeing closeness or ethnicity. Government career bureaucracy officials do not have discretion in carrying out and realizing political policies that have been carried out by regional heads. The promotion of civil servant positions and guidance

in the local government is still carried out by the regional head who should be carried out by career officials who are candidates (PNS) superiors. It is not infrequently that board members (DPRD) also interfered in determining the promotion and recruitment of civil servants in the region.

MATERIAL AND METHOD

From some of the literature it is known that in fact the term bureaucracy arises from a situation where many people feel disappointed with the existing Government. In the next development the government was called bureaucracy. So bad governance is called a bad bureaucracy. [1] once once stated, in France we have a disease that clearly damages us, this disease is called "bureaumania". In the next article it can be understood that what is meant by "disease" in Gournay's writings, namely appointed officials (bureaucracy) exist not to benefit the public interest, but the public interest seems to be held by appointed officials (bureaucracy).

Furthermore [1], emphasizes that the initial notion of bureaucratic concepts has a dual meaning, namely that the bureaucracy is not only seen as a form of government in which power is in the hands of officials, but also a sign for officials that. If observed, there is indeed a destruction of the meaning of the bureaucracy itself where the bureaucracy is not only identified as administrative procedures, but is also used to mention a body where bureaucrats exist. According to Max Weber, the bureaucracy comes from the word bureaucracy (English bureau + cracy) defined as an organization that has a chain of command with a pyramid shape, where more people are at the lower level than at the top level, usually found more in administrative institutions and military. Max Weber's bureaucracy concept is divided into three, namely: (1). traditional bureaucracy or patrimonial bureaucracy (traditional authority), (2). rationalism (rational legal authority), and (3) charismatic authority.

Until now academics are still trying to make a generally agreed bureaucratic definition. [2] provides a view of the bureaucracy as follows:

"The essence of rational legal authority is the bureaucracy, the heart of the bureaucracy is a rationally formulated system of relations by rules. The rational legal authority is based on certain rules. Loyalty or compliance is when

someone carries out his office authority only with legality formal from the leader within the reach of his office authority".

While Palombara in [2] gives an understanding of bureaucracy in terms of bureaucrats, namely:

"The bureaucrats of the major interest to use are those occupying managerial roles, who are in some, directive capacity either in central agencies roles, who are generally delegated in the language of public administration as middle or top management" (Bureaucracy is those who generally occupy managerial roles that have the capacity to govern both central bodies and in the field, which are generally described in the state administration language as middle or upper management) "

In line with the above opinion, [3] seems to have developed a micro-measurement approach in an effort to provide an understanding of the meaning of bureaucracy which has often been the subject of debate. They see that the bureaucracy has at least three meanings and approaches, namely; first shows to certain institutions or institutions. That understanding equates the bureaucracy with the bureau. Second, it refers to specific models and methods for allocating resources in a large organization. The definition gives meaning that is commensurate with the term bureaucratic decision making. Thirdly, showing kebiroan or quality that can distinguish between various bureaus and other types of organizations. Down considers that such meaning is nothing but a static characteristic of an organization.

Bureaucratic organizations can be categorized as a bureau if later they have a characteristic unit, such as; (1) Having a large size whose members know no more than half of all existing members of the organization, (2) Most of the members are full-time workers whose most of their income depends heavily on the conditions of their work in the organization, (3) payroll, appointments in office, and performance appraisals are at least based on their performance characteristics when compared to individual criteria-based measurements.

[3] means that an organization is an organization that is coordinated activities or forces of two or more explicitly created to achieve specific end. (Organization is a system of coordination of activities or strengthens the power of two or more people who are consciously formed to achieve certain goals).

Meanwhile, the bureau by [3] is defined as a form of organization that has the following four main characteristics:

1. Large-scale organization, has a large number of members.

2. The majority among members of the organization as "full time" workers who depend on the work of the organization to earn income, among them have high competition in providing services in the market.

3. Promotion within the bureau is based on assessing their performance in accordance with the role played in the organization. Not based on factors of religion, race, social class, and family relationships that periodically choose employees from people who are outside the bureau.

4. The main results are not evaluated directly, or indirectly in the market where voluntary transactions occur.

Another understanding of the bureaucracy is also conveyed by [4] the bureaucracy is: "The type of organization is intended to achieve large administrative tasks by coordinating systematically (regularly) the work of many people". The debate about the meaning of bureaucracy also occurred between Hegel and Marx, although Marx collaborated more or less on understanding the bureaucracy of Hegel, as below:

"The Hegelian analysis illustrates that state administration or bureaucracy as a bridge between the state and its people (the civil society). This community consists of professionals and entrepreneurs who represent a variety of special interests, while the state represents public interests. Between those two things, the government bureaucracy is an intermediary (medium) that allows messages of special interest to be channeled to the public interest. These three arrangements (state, bureaucracy, and people's society) were accepted by Marx, but their contents were changed. The Hegelian bureaucracy laid its meaning by fighting between special and public interests, so Marx criticized him that putting such a bureaucratic position 'has no meaning'. According to Marx the country does not represent the public interest but represents the special interests of the dominant class. In this perspective the meaning of the bureaucracy is actually a manifestation of a very special social group. More precisely the bureaucracy according to Marx is an instrument in which the dominant class carries out domination over other social

classes. In this case, it is clear that the future and interests of the bureaucracy according to Marx's conception to a certain extent establish very intimate relations with the dominant class in a country [4]

The concept of thinking about the bureaucracy described by Weber has the main characteristics of an ideal bureaucratic structure. The ideal type of bureaucracy according to Weber as cited by [5] is defined as follows:

1. Activities needed to achieve organizational goals are divided into certain ways as job duties
2. Organizing positions in accordance with the principle of hierarchy, that is, lower positions are under the supervision or leadership of higher positions.
3. Operations or implementation of activities, controlled by a consistent regulatory system and the implementation of these regulations against certain incidents or cases
4. The ideal official in a bureaucracy carries out the obligation in the spirit of formalistic impersonality.
5. Job placement within the bureaucratic organization is based on technical qualifications and is protected against arbitrary dismissals
6. Experience shows that the type of bureaucracy that is purely from an administrative organization in terms of technical vision will be able to meet the highest level of efficiency.

Furthermore, the costs of some very important characteristics of bureaucratic organizations are:

1. Perfect or division of labor
2. The existence of a growing hierarchy
3. The existence of system procedures from procedures or rules
4. The existence of group relations that are impersonal
5. The existence of promotions and positions carried out on skills. [5]

In the development of its meaning, the bureaucracy is the type of organization used by the modern government for the implementation of various tasks that are special in nature, carried out in the administrative system and especially by the government apparatus. According to Thomson in [5], if a policy has been decided, this system is called bureaucracy. Modern bureaucracy according to Weber is defined as an administrative body about appointed officials.

Weber also viewed the bureaucracy as a collective relationship for officials, a certain group and different whose work and influence can be seen in all organizations.

Data Collection

I. Public Policy Implementation Models

a. Top-Down Approach Model

According to [5], this implementation model was the first to appear / appear. The top down approach has a view of the relationship of implementation policies as stated in Rousseau's Emile: "Everything is good if it is submitted to the Creator. Everything is bad in the hands of men". [6], argue that top-down implementation is the process of implementing fundamental policy decisions. Some experts who develop a policy implementation model with a top-down perspective are as follows:

b. Bottom-Up Approach Model

The implementation model with a bottom-up approach appears as a criticism of the rational approach model (top-down). [5], argues that what is really important in implementation is the relationship between policy makers and policy implementers. The bottom-up model is a model that views the process as a negotiation and consensus formation. Besides that [5] also said that, the bottom-up approach model emphasizes the fact that implementation in the field provides flexibility in the application of policies.

c. Failure Approach Policy Model

Policy fails (Policy fail) not only when policies show inefficiencies, but also when policies do not reach the planned goals and are unable to use the rules and tenure structures that have been set up during the programming stage. Policy fails on three special conditions: a). mastery solution is very inefficient, b). low policy measurement model, c). coalition (extractive) domination at the local level.

II. Top Leader Position

In Law Number 5 Year 2014 concerning State Civil Apparatus (UU ASN) no longer knows the term Echelon as it was before the existence of the ASN Law, where before the existence of the ASN Law for structural positions in the government bureaucracy was arranged a hierarchy of positions in the form of echelonization. The previous echelon level is:

1. Echelon I, consisting of Echelon I.A and Echelon I.B (this echelon is only for officials at the central level)

2. Echelon II, consisting of Echelon II.A and Echelon II.B (this echelon is for officials at the central and regional levels, both provinces and districts / cities)
3. Echelon III, consisting of Echelon III.A and Echelon III.B (this echelon is for officials at the central and regional levels, both provinces and districts / cities)
4. Echelon IV, consists of Echelon IV.A and Echelon IV.B (this echelon is for officials at the central and regional levels, both provinces and districts / cities)
5. Echelon V.A (this echelon is for officials at the central and regional levels, both provinces and districts / cities)

With the enactment of Law Number 5 of 2014 concerning the State Civil Apparatus, there is no echelonization in the structural position of the bureaucracy. The term echelon was later changed to a top leader position, according to the ASN Act, the top leader position consisted of:

1. Position of Main High Leader (head of non-ministerial government agency)
2. Position of Middle High Leader (secretary general of the ministry, secretary of the ministry, chief secretary, secretary general secretary of State institutions, secretary general of non-structural institutions, director general, deputy, inspector general, principal inspector, head of agency, expert ministerial staff, Head of Presidential Secretariat, The Head of the Secretariat of the Vice President, the President's Military Secretary, the Head of the Presidential Advisory Council Secretariat, the provincial regional secretary, and other equivalent positions).
3. Primary Top leader Position (director, bureau chief, assistant deputy, directorate general secretary, secretary general inspectorate, secretary head of agency, head of the center, inspector, head of the hall, provincial regional secretary assistant, district / city regional secretary, department head / head of the provincial body, secretary of the Regional People's Legislative Assembly, head of the district / city service and other equivalent positions).

Under the ASN Law, filling in high-ranking positions, both the main high-ranking, middle and pratama positions can no longer be carried out based on the interests of certain officials (ministers, governors, regents / mayors) but must go through an open selection process (auction

position). This is also regulated in the Minister of Administrative Reform and bureaucratic reform (drafting RB) number 13 of 2014 concerning the procedures for filling high-level leadership positions openly in government agencies. Permenpan RB number 13 of 2014 regulates explicitly and clearly the procedures for filling top leader positions in government agencies.

RESULT AND DISCUSSION

IMPLEMENTATION OF POLICIES IN FILLING TOP LEADER POSITION IN MATARAM CITY

I. POLICY OF TOP LEADER FILLING

The city of Mataram and the Regency of Sumbawa are two (2) autonomous regions of ten (10) autonomous regions in the province of West Nusa Tenggara (NTB) which are appointed by the central government to be pilot projects of bureaucratic reform. This is carried out by the government as a breakthrough to the regional government in an effort to improve the Mataram City Government's bureaucratic system. This includes efforts to fix various fields that need improvement including, among others: the regulatory system (centralistic / central and internal government of the City of Mataram); organizational arrangement and strengthening; strengthening performance accountability; management arrangement; quality of public services; structuring the apparatus's HR management system; increasing supervision strengthening; and monitoring and evaluation (Monev) and reporting programs. Even less important is the change in work culture and the mindset of civil servants within the scope of the Mataram City Government must be a priority in the Mataram City Government Bureaucratic Reform Road Map.

Although the city of Mataram became a pilot project of bureaucratic reform, but in terms of policies and patterns of filling in high-ranking positions (echelon II) still use an old pattern that refers to PP 63 in 2009. Commitment to implementing bureaucratic reform is a golden opportunity for the government of Mataram City to fix the system career development and promotion (promotion and transfer) towards better change by referring to the ASN Law and RB number 13 in 2014. This commitment supports Dwiyanto's (2011) study that emphasizes the opportunity for bureaucratic reform to be used optimally by the government to make fundamental changes to bureaucratic life. One of them is how bureaucratic reform becomes a

necessity for stakeholders both for those inside and outside the public bureaucracy. In general, users of bureaucratic service, business people, and social activists and anti-corruption agents want the government to immediately reform the bureaucracy. However, the changes cannot be done immediately because the government is unable to bear the consequences and changes in its bureaucracy. The government has been nervous about reforming the bureaucracy fundamentally. The government's political will to reform the bureaucracy must be encouraged and supported so that effective bureaucratic reforms touch the fundamental problems of the government bureaucracy. Although a pilot bureaucracy reform project has been implemented in the city of Mataram, there seems to be no clear target for improving the system of promotion and transfer of structural positions oriented to professional civil servants.

II. Educational and Training Experience (Training)

One of the requirements for civil servants who will be promoted and transferred to structural positions is the experience of participating in education and training (Diklat) which was once followed by the Mataram City Government Civil Servants. In addition, participation in Education and Training is part of assessing professional civil servants who can be used to fill promotions and structural positions.

According to [7] explains that professionalism can be seen from four indicators, namely: expertise, judgment, standard, and commitment. Professional civil servants must reflect these four things by always updating the skills and knowledge they have to be able to adjust to the times, have a commitment to their fields of work, follow the rules of the game that have been established including unwritten rules and are responsible for what has been done. However, the problem of professionalism in public organizations is a complex and complicated problem because public organizations consist of various professions so that it is difficult to set common standards in this sector [7].

In an effort to realize professional civil servants, it has been regulated in Government Regulation Number 101 of 2000 concerning Civil Servant Position Education and Training. Educational Goals and Training (Diklat) include improving knowledge, skills, and attitudes to performing professional duties based on PNS personality and ethics in accordance with agency needs, strengthening the attitude and spirit of

service oriented to community service, protection and empowerment. Civil servant training is one of the elements in the effort to realize professional civil servants. However, the results of this study criticize the results of [15]. that PP No. 101 of 2000, concerning the role of Education and Training in creating professionalism of civil servants who put forward the following:

1. Implementation of Education and Training in bureaucratic organizations is often not considered an important priority. In many cases, education and training is only considered a mere formality to fulfill the placement of civil servants at certain structural levels, not as an instrument to increase the capacity of members of the bureaucratic organization. Therefore it is not surprising if it is often encountered the fact that members of the bureaucratic organizations that have attended the Training and Education are not placed in the proper position so as to increase the productivity of the bureaucratic work.
2. It often happens that civil servants who have attended a Diklat with certain skills are moved to other parts that do not need the skills they have. This is because the implementation of education and training in bureaucratic organizations is not known by the analysis of the dictate needs.

The results of this study also criticized the results of a study conducted by the Research and Development Center of BKN (2000) which indicated the existence of various weaknesses in the Training and Education as follows:

1. The Education and Training Program held is often not in accordance with the target, seen from the rank and class, position or task burden carried out and the basis for analyzing their needs.
2. Implementation of training results by alumni is not optimal, both for improving organizational performance and career development for civil servants.

As a guideline that is used as an assessment of the professionalism of the apparatus who can be promoted and transferred in a structural position in the government of Mataram City, which consists of (1). Training experience that has been followed, (2). assessment of the track record of civil servants. If the two conditions have been met, the civil servant can be categorized as a professional civil servant and

judged appropriate to be promoted or transferred in a structural position. This professional concept is specific, only as a condition for promotion and mutation of structural positions. So that the indicators used as professional civil servant requirements, in addition to being assessed from the results of the Education and Training that have been followed by civil servants, also an assessment of the track record of civil servants.

In addition, this study also criticized the results of a study put forward by [8] that the lack of success of government efforts to boost the professionalism of civil servants, there are several factors that cause the low professionalism of civil servants in Indonesia which can be explained as follows:

1. Civil servant recruitment system that is still loaded with collusion, corruption and nepotism (KKN). In many cases, officials who occupy strategic positions in the bureaucracy always take advantage of these opportunities to include children, relatives, relatives, or those who have certain political connections to enter the bureaucratic structure. KKN in the recruitment process will clearly have serious implications for efforts to build the professionalism of civil servants. Not only does this result in the creation of less professional bureaucrats, because the chosen candidates are not based on competence, but also close access for candidates who have the competence to occupy positions needed in the bureaucracy.
2. The pattern of career coaching that has not been fully associated with work performance, but rather the consideration of seniority of civil servants. This condition causes the motivation of civil servants to increase their professionalism to be low because in order to get a promotion a civil servant must have a long working period first, not an achievement or performance they achieve. This reality causes an urge to increase their professionalism to a low level.
3. PNS training has not been based on the needs and principles of benefits but still prioritizes the principles of routine, political, and project. As a result, various forms of civil servant education and training organized by the central government and regional governments

(structural, functional and technical training) are still far from expectations as a vehicle to develop the professionalism of civil servants. Weaknesses of other training courses, often sending civil servants with power circles so that the principles of equity, needs and competencies become neglected. Even more concerned, post-training benefits are also far from satisfying. It often happens that civil servants who have just finished taking part in the training are transferred and placed in new positions that are far from the competencies they have just learned during their training

4. The performance appraisal used so far has not appreciated the competence of civil servants. The list of PNS Work Implementation Assessment (DP3) that is used as a civil servant performance appraisal instrument still has many weaknesses. One of these instruments has not been able to accurately assess the level of professionalism of a civil servant. DP3 tends to only produce a performance assessment of a civil servant procedurally so that DP3 has not been able to become an instrument to encourage the motivation of civil servants to improve their performance and professionalism.
5. Salaries that are considered less feasible. According to expectancy-value motivation theory that low salaries usually reduce the motivation of civil servants to work professionally because professionalism does not reflect its instrumentative role. In this case there is no agreement between the level of professionalism and salary received. A professional and unprofessional person receives the same salary. This condition will create an unfair feeling which can further reduce motivation to work professionally.

Thus it can be concluded that the role of Education and Training in civil servant career development and development is still questionable for its benefit in the career development of civil servants. However, in terms of Government Regulation Number 101 of 2000 concerning Civil Servant Position Education and Training, it is imperative for civil servants to take part in the training as a condition to complete their competence as well as to support their career development.

III. Assessment of the track record of civil servants

Assessment of the track record of civil servants as one of the requirements for the career development of civil servants who will be promoted and transferred to top leader positions. The assessment of the track record aims in addition to assessing the ethics and morals of civil servants as a quality foundation, as well as an effort to ensure public trust in civil servants who carry out government and development tasks. The results of this study emphasize the importance of the track record of civil servants in terms of integrity, loyalty, morality, work discipline, and work experience of civil servants who will be promoted and transferred in structural positions.

The results of this study support and complement the results of [8] which see government institutions from public trust (public trust) assessed as citizens' trust in public officials. He stated that the actions taken or the personality possessed by certain public officials could influence people's trust in them. Citizens who do not like the actions of certain public officials or do not feel comfortable with the personality of certain public officials tend to lose trust in the official. The decline in citizens' trust in these officials can influence public perception of the institution where the official works or associates. In connection with the results of this study that the PNS track record regarding integrity, loyalty, morality, and work discipline, work experience is a form of assessment that can support the public / public trust in the dedication of civil servants, so that a track record is needed in assessing civil servants who will hold top leader positions as stipulated in regulation number 13 of 2014.

B. The influential parties in the implementation of the policy of filling high positions.

From the results of this study, there were several parties involved in filling top leader positions within the government of Mataram City.

I. Succession Team

In accordance with the results of research findings that filling high-ranking positions in the structural position of the Mataram City government involved various parties. Success teams both individually and in groups fought for the effort to win the Mayor and Deputy Mayor of Mataram City in the regional head elections (Pemilukada) for the period 2010-2015. This is done by (1). Community leaders consisting of

religious leaders (teacher masters), leaders of religious organizations, entrepreneurs, other organizational figures who have mass, and so on; (2). those who are civil servants; and (3). Ordinary community members who helped during the post-conflict local election process.

First, for civil servants who were involved as successful teams fighting for the mayor in the Pemilukada, they had the opportunity to involve themselves in filling high-ranking PNS positions in structural positions. They feel meritorious as a success team because they can win the Mayor, and vice versa the Mayor must repay services or as a debt to the success team by providing convenience, including granting their requests by promoting and transferring in top leader positions within the government of Mataram City. This is as a reward for "hard work" and the assistance of civil servants in the Pemilukada, so they usually get a "quota" to hold top leader positions.

Second, it involves or interferes with members of the DPRD in the process of filling in top leader positions. However, the involvement of the DPRD members is not institutional, but only done individually by individuals who have an interest in filling in top leader positions. This is done by the willingness of members of the DPRD to take care of it and facilitate it to the level of Officials of Personnel Supervisors (Mayor). With persistent efforts from the DPRD, finally the civil servants concerned can hold top leader positions. This can happen because:

1. The mayor does not want his relations with the DPRD to be disturbed and conflicts occur that can hamper government affairs because of the actions of these persons;
2. It is well known in the Mataram city government that there are some DPRD members who are used to taking care of and are involved in the process of filling in top leader positions and dealing directly with the Mayor;
3. The relationship between the Mayor and the DPRD has long been good friends. In addition, the Mayor's relationship with the DPRD was from the same party.
4. The political relations that occur between the bureaucracy and the DPRD are mutually beneficial.

The results of this study support [8] study that there are no arrangements regarding the relationship between career officials and political officials. There is no clear regulation regarding

the relationship between the two, so that it has encouraged the politicization of the bureaucracy. Politization has threatened the professionalism of the bureaucratic apparatus and if left unchecked can make the bureaucratic apparatus compartmentalized in political party plots so as to damage the identity of the bureaucratic apparatus as one of the pillars of the nation. Bureaucratic reform that is designed to make the government bureaucracy able to become a strong fortress against the tendency of political elites who want to utilize public resources for narrow-oriented political interests.

Indeed, the existence of civil servants is neutral or not involved in politics for their personal interests and also its position is free from political intervention, this is strengthened and has been regulated in MenPAN Circular Number 7 of 2009 concerning the Neutrality of Civil Servants. Ideally civil servants in the regulation are neutral or free from political intervention, where [17] calls them "depoliticization" or "depoliticization" which means that the public bureaucracy is not involved in politics and its position is free from political intervention. This opinion was reinforced by Thoha (2007) who stated that one form or sign of political intervention was:

"Each appointment of someone in the position of the government bureaucracy by using consideration of membership and support for certain political forces is a manifestation of the intervention of political parties that can disrupt the neutrality of the bureaucracy. The replacement of the position of Secretary General, Director General, and the like by the new minister because the old officials are not politically compatible with the minister an example and political intervention into the government bureaucracy".

The impact of political intervention by both the legislature and the executive causes the merit system to be very difficult to implement. Decisions that should be taken through objective considerations often turn to accommodate certain interests. The results of this study also support, that the management of public organization apparatuses is always vulnerable or easily exposed to political intervention.

From the results of the analysis described above, it can be concluded that in filling top leader positions (echelon II) often involves the intervention of members of the DPRD, which then makes PNS not neutral and easy to become targets of political intervention because they feel

indebted to DPRD members from certain political parties. However, this is an alternative choice if a civil servant wants to take a "shortcut" to be able to occupy a top leader position.

II. Familiarity relationship

Familiarity relationships regarding family relationships, friend relationships and regional relations (primordial). This primordial period is quite alarming, so [18] indicated that the delegation of authority to the regional government would have implications for the development and development of regional civil servants or local bureaucracy. The positive dimension implication is the organization development and career of the local government apparatus, where the management of the local bureaucracy is the full authority of the local government. While that has negative implications, one of them is the development of primordial sentiments in PNS's recruitment and career coaching patterns. In the local government environment some civil servants who are not indigenous tribes and happen to occupy important positions, have experienced unpleasant treatment that smells of ethnicity, religion and race (SARA).

In the management of personnel which involves a familiar relationship is often referred to as the concept of a spoil system. In the Encyclopedia of Administration (1981) by [9] states that:

"Spoil system (group interest system) is included as a friend system, where the appointment of a person to occupy a position by an authorized official raises based on subjective political relations. So the appointment is based on ideological relations." [9]

This statement supports the results of this study, that familiar relationships can actually affect the filling of top leader positions. So that they should not be eligible to hold top leader positions, but because they are supported by a familiar relationship with the Mayor, they can be promoted and transferred without being based on the assessment of the professionalism of the civil servants concerned. Their promotions and mutations are not supported by managerial skills and professionalism. In addition, their process of occupying top leader positions is done through shortcuts or not through applicable regulatory procedures.

This familiarity relationship sometimes does not work by itself affecting the top leadership positions, but sometimes it also happens because the civil servants involved are included as a

success team who fight for the Mayor to be elected during the implementation of Mataram City Election. The findings of the study identified that there were still many officials who held top leader positions as an implication of patron-client relations between mayors and officials who were promoted and mutated, regardless of competence, track record of civil servants who previously committed such abuse of authority, violated civil servant discipline, etc.

Thus it can be concluded that in the patrimonial bureaucracy can lead to patron-client relations and familiar relations in the implementation of filling top leader positions. Both of these relationships gave birth to civil servants who had "special" opportunities to occupy top leader positions, even though they did not qualify or were not eligible to be promoted and transferred.

Based on the results of the description and discussion in the previous chapters, it can be drawn Conclusions and important points from the implementation of the policy of filling top leader positions in a bureaucratic environment based on the Civil Apparatus Law in Mataram City, as follows:

1. The implementation of the policy of filling top leader positions for civil servants within the scope of the Mataram city government still uses the spoil system, by involving various outside the system that should, among others, the success team, members of the DPRD, patron-client relations and familiar relations have not used merit systems as mandate of the State Civil Apparatus Act so that only civil servants who have "links" to the Mayor have the opportunity to occupy top leader positions while civil servants who do not have a "link" to the Mayor the opportunity to occupy top leader positions is almost closed, but if using merit systems as in the State Civil Service Law, all Civil Servants have the same opportunity to hold top leader positions objectively without any subjective elements that have nothing to do with the procedures for filling top leader positions.
2. TRAINING Experience, assessment of PNS track record has not been the main consideration in filling top leader positions.
3. The use of merit systems in the process of filling in top leader positions within the scope of the Mataram City government must be immediately implemented in accordance with the mandate of the ASN

Law so that a good pattern will be created, where the use of merit systems will make all civil servants have the opportunity to develop their careers better without worrying. his career was "on the road" because he didn't have a "link" to the Mayor.

CONCLUSION

Based on the conclusions above, the suggestions / recommendations are as follows:

1. The Mataram City Government must immediately carry out the mandate of the State Civil Service Law (ASN Law) and the Minister of Administrative Reform and Bureaucratic Reform Number 13 of 2014 as soon as possible in every process of filling in leadership positions within the Mataram city government, so that civil servants have the opportunity and the same opportunity to develop his career and have the same opportunities and opportunities to occupy leadership positions without any subjective elements in the process but really refer to the procedure as stipulated in the legislation in force.
2. Assessment of the track record and experience of DIKLAT should be used as the main consideration in filling in top leader positions.
3. The State Civil Apparatus Commission (KASN) must closely monitor / supervise the implementation of processes and procedures for filling top leader positions in the regions, where so far many regions still use a closed system in the process of filling top leader positions where all top leader positions are fully determined by the Mayor as an official of the Regional Civil Service Supervisor, has not used an open system as mandated by the State Civil Apparatus Law and Minister of Administrative Reform and Bureaucratic Reform Number 13 of 2014 which mandates that filling top leader positions must be done openly by forming a selection committee in filling top leader positions.

ACKNOWLEDGEMENT

Thank you for all the families who have provided support, the leaders, Lecturer and employees on Brawijaya University, and the lecturers who have guided in this study.

REFERENCES

- [1]. Albrow, Martin. 1989, Birokrasi, Terjemahan, PT. Tiara Wacana Yogya, Yogyakarta
- [2]. Raharjo, Dawam, 2003, Etika Ekonomi dan Manajemen, Tiara Wacana, Yogyakarta
- [3]. Down, Anthony, 1967, Inside Bureaucracy Bostori: A Rand Corporation Research Study, Little, Brown and Company
- [4]. Batinggi, Achmad, 1999, Manajemen Pelayanan Umum, Universitas Terbuka, Jakarta
- [5]. Henderson, Keith, dan Parson, 1947, Bureaucracy and The Alternatives in World Perspective, ST Martins Press Inc Hood
- [6]. Blau, Peter.M dan Meyer, Marshall. W, 2000, Birokrasi dalam Masyarakat Modern, Prestasi Pustakaraya, Jakarta
- [7]. Caiden, G. 1991, Public Administration, Second Edition, California : Palisades Publishers
- [8]. Dwiyanto, Agus, 1996, Reinventing Government: Pokok-Pokok Pikiran dan Relevansinya di Indonesia, Makalah Pada Pelatihan Manajemen Strategik bagi Direktur RSUD oleh Magister Manajemen Rumah Sakit, Yogyakarta.
- [9]. Widodo, Joko, 2006, Membangun Birokrasi Berbasis Kinerja, Bayumedia, Malang.