



# Implementation of policy of recruitment procedures for placement classification of construction and evaluation of contract personal in the government environment Tomohon city (case study: Tomohon city regional secretariat)

Setiawan I<sup>1</sup>, Areros WA<sup>2</sup> and Mamentu M<sup>2</sup>

<sup>1</sup> Student of Development Resource Management Study Program, Postgraduate Program, Sam Ratulangi University, Indonesia

<sup>2</sup> Development Resource Management Study Program, Postgraduate Program, Sam Ratulangi University, Indonesia

Correspondence Author: Iwan Setiawan

Received 18 May 2022; Accepted 21 Jun 2022; Published 26 Jul 2022

## Abstract

The environmental contract workers of the Tomohon City Government, including the Tomohon City Regional Secretariat, have basically been regulated in detail in the Tomohon Mayor Regulation starting from the recruitment procedure to the evaluation procedure, only if you look at the data and facts that occur in the field there are still many things that are found to be contradictory. deviate from the applicable laws and regulations. The purpose of this study is to analyze and describe the implementation of the policy on Recruitment, Placement, Classification, Coaching and Evaluation of Contract Workers in the Tomohon City Regional Secretariat. The type of research used in this research is descriptive qualitative and the collection technique is by observation, interviews and documentation. The informants in this study were the Head of the Tomohon City Organization, Head of the Tomohon City Organization Sub Division, Contract Workers at the Tomohon City Regional Secretariat and the Observer of Formal and Non-Formal Workers in the City of Tomohon. In general, the results of this research are that of the 5 (five) indicators of the implementation of the Recruitment, Placement, Classification, Coaching and Evaluation of Contract Workers in the Tomohon City Regional Secretariat, only 1 (one) has been running effectively, namely the size and objectives of the policy, while 4 (four) other indicators, namely the sources of policy, communication between organizations and implementing activities, the attitude of the implementers, as well as the economic, social and political environment that has not been supportive/not yet effective.

**Keywords:** implementation, recruitment, contract personnel

## 1. Introduction

Humans in an organization are seen as resources or movers, this is a reaffirmation of the philosophy then man behind the gun, the wheel of the organization is very dependent on the human resources working in it. The importance of employees in the organization is quite reasonable considering that employees are the frontline in carrying out the main tasks and functions of the organization while achieving organizational goals. Likewise with employees in Government Agencies, the existence of this State Civil Apparatus (ASN) is a very vital organ in achieving the goals, targets, and visions and missions that have been set.

Given the importance of the role of HR or employees in government organizations, as well as in order to support the capacity and quality of government employees, in 2012 the central government made a breakthrough by issuing Government Regulation Number 56 of 2012 concerning the Second Amendment to Government Regulation Number 48 of 2005 concerning Appointment of Honorary Personnel to become Candidates for civil servants. The law states that temporary workers are employees who are appointed by the Civil Service Development Officer or other officials in the government to carry out certain tasks. Responding to the

above phenomenon considering the importance of the role of honorary staff in helping ASN carry out government duties, the Tomohon City Government pays special attention to honorary workers by making policies related to honorary workers or better known as Contract Workers (TK) within the Tomohon City Government. Regulations relating to Kindergarten in the Tomohon City Government have undergone several changes, and the last one is Tomohon Mayor Regulation Number 3 of 2021 concerning Amendments to Tomohon Mayor Regulation Number 7 of 2018 concerning Procedures for Recruitment, Placement, Classification, Coaching and Evaluation of Contract Workers. in the Tomohon City Government.

In several regulations as mentioned above, basically, it has been regulated in detail about TK in the scope of the Tomohon City Government starting from recruitment procedures to evaluation procedures, it's just that if you look at the data and facts that occur in the field, there are still many things that are wrong. deviate from the applicable laws and regulations. As for these problems, among others, the TK recruitment system, especially at the Tomohon City Regional Secretariat, indicates that it is not in accordance with the applicable standard guidelines. The data that the author

obtained in 2021 was that there were additional kindergartens at the Tomohon City Regional Secretariat, namely as many as 32 new kindergartens. This can be seen in the Decree of the Regional Secretary of the City of Tomohon Number 54 of 2020 concerning the Determination of Contract Workers of the Tomohon City Government and the Awarding of Honorarium for Fiscal Year 2020 and the Decree of the Regional Secretary of the City of Tomohon Number 89 of 2020 concerning the Determination of Contract Workers of the Regional Government of Tomohon and the Awarding of Honorarium for the Fiscal Year. 2021.

Further indications that indicate the lack of implementation of the Policy Procedures for Recruitment, Placement, Classification, Coaching and Evaluation of Contract Workers in the Tomohon City Government are the evaluation of TK through the Assessment of Performance Targets for Contract Workers (SK-TK) which is indicated to be less objective, the results of the author's initial interviews with several TK The Tomohon City Regional Secretariat on February 2, 2022 as a whole stated that the supervisors and the TK performance appraisal team at the Tomohon City Regional Secretariat were less objective, it could be seen that there were still some TK who got grades not based on work performance, not based on discipline data, but because of the proximity factor, this is contrary to the Tomohon Mayor Regulation Number 3 of 2021 Article 5 (1), which reads "The head of the PD is obliged to conduct an objective assessment, for every TK that is poured into the SK-TK"

Furthermore, indications that indicate the lack of implementation of policies on the Procedure for Recruitment, Placement, Classification, Coaching and Evaluation of Contract Workers in the Tomohon City Government are implementing policies at the Tomohon City Regional Secretariat indicated that they are not being firm in implementing the applicable laws and regulations, it can be seen that there are still some disciplined Kindergartens low employment rates but do not receive sanctions from policy implementers, and this is contrary to the Tomohon Mayor Regulation Number 3 of 2021 Article 18 (7), which reads "TK whose attendance is equal to or more than 46 working days which is calculated cumulatively for one fiscal year. Regarding without notification to the Head of the PD, he automatically resigns, besides that another article states that if the TK is late for work more than 60-82 working days, the Head of the PD is obliged to give a warning and will be automatically dismissed.

The last indication that shows the lack of implementation of the Policy on Procedures for Recruitment, Placement, Classification, Coaching and Evaluation of Contract Workers in the Tomohon City Government is that there are additional Kindergartens at the Tomohon City Regional Secretariat in the 2021 fiscal year as much as 3 (times) a year, even though referring to the Regulations Mayor of Tomohon Number 3 of 2021, the addition of TK a year is only 2 (times) a year, based on SK-TK and depending on regional financial capabilities. This means that the recruitment of TK is indicated to be more nuanced and politically charged, and this at the same time

illustrates that the policy on the Recruitment Procedure for Contract Workers in the Tomohon City Government, especially at the Tomohon City Regional Secretariat, is not implemented in accordance with the applicable laws and regulations.

Of course, the above phenomenon must be looked for the root of the problem and the solution considering that the existence of TK in the Tomohon City Government, especially in the Tomohon City Regional Secretariat is very important in order to assist the implementation of ASN tasks in carrying out their main tasks and functions. Therefore, the regional apparatus in Tomohon City, including the Tomohon City Regional Secretariat, in managing this TK starting from recruitment to evaluation, must be guided by Tomohon Mayor Regulation Number 3 of 2021 concerning Amendments to Tomohon Mayor Regulation Number 7 of 2018 concerning Procedures for Recruitment, Placement, Classification. Development and Evaluation of Contract Workers in the Tomohon City Government. With the implementation of the Tomohon Mayor's Regulation, it is hoped that it will create quality, quality Kindergartens, so that in the end it is hoped that it will lead to the realization of the goals, objectives, vision and mission of regional officials, especially the Tomohon City Regional Secretariat. Based on the above background, the authors are interested in conducting more in-depth research in the context of compiling a thesis with the title "Implementation of Recruitment, Placement, Classification, Development and Evaluation of Contract Personnel Policies within the Tomohon City Government (Case Study: Tomohon City Regional Secretariat)".

Starting from the above background, the formulation of the problem in this research is how to implement the policies on Recruitment, Placement, Classification, Coaching and Evaluation of Contract Workers in the Tomohon City Regional Secretariat? The purpose of this study is to analyze and describe the implementation of the policy of Recruitment, Placement, Classification, Coaching and Evaluation of Contract Workers in the Tomohon City Regional Secretariat.

## 2. Literature review

### Conception of policy implementation

Understanding policies according to Karniawati (2011:161)<sup>[3]</sup> are steps taken by the government, where these steps have an influence on the community. The next statement put forward by Mazmanian and Sabatier (2013:71)<sup>[4]</sup> provides an explanation of policy, namely the implementation of agreements usually in the form of laws, but can also take the form of orders or important executive decisions or decisions of the judiciary. Typically, the decision identifies the problem to be addressed, clearly states the goals or objectives to be achieved, and various ways to structure or regulate the implementation process.

Quoting the opinion of Van Meter and Van Horn (in Winarno. 2012:132)<sup>[10]</sup>, it provides an understanding of the implementation of public policy as "An effort to achieve goals so as not to deviate from the initial goals that have been set, meaning that this implementation is carried out to produce

customized decisions based on the agreement. together, not based on personal or group interests".

Agustino (2018:179) <sup>[1]</sup> defines policy implementation as "as the implementation of basic policy decisions which are usually in the form of laws, but can also take the form of important executive orders or decisions or decisions of the judiciary. Usually, the decision identifies the problem to be solved, clearly states the goals or objectives to be achieved, and various ways to structure or regulate the implementation process.

The theory of public policy implementation that will be used in this research is the theory of policy implementation from Van Meter and Van Horn (in Winarno, 2012:155) <sup>[10]</sup> as it is known that there are five variables that affect the performance of public policy, namely:

#### **a) Policy size and objectives**

Measures and objectives are basically the extent to which the implementer has standards, guidelines, and measures in implementing the policy.

#### **b) Policy resources**

Policy implementation needs the support of human resources and non-human resources. But apart from human resources, other resources that need to be taken into account are financial resources. The resources emphasized by Van Metter and Van Horn are resources in the form of funds or other incentives that will support effective implementation which will facilitate implementation.

#### **c) Communication between organizations and implementing activities**

Coordination is a powerful mechanism in the implementation of public policy. The better the coordination of communication between the parties involved in an implementation process, the assumption is that errors will be very small to occur and vice versa. In many programs, the implementation of a program needs support and coordination with other agencies, for this reason, coordination and cooperation between agencies is needed for the success of a policy program. In addition, the success of policy implementation is also influenced by the extent to which the implementer socializes to the recipients of public policy, the implementer must know what to do, so that it will reduce the distortion of implementation.

#### **d) Attitude of implementers**

Policy implementation will be successful if the attitude of the policy implementer / implementer is in accordance with the applicable policy regulatory standards, in other words it does not deviate from the policies that have been determined or mutually agreed upon.

#### **e) Economic, social and political environment**

The success of public policy is inseparable from the social and economic environment, where if the social and economic

environment does not support it will result in failure in implementing policies.

#### **Contract Labor Concept**

Based on Government Regulation Number 48 of 2005 as last amended by Government Regulation Number 56 of 2012, Honorary Personnel or what is meant here Contract Workers are someone who is appointed by the Civil Service Supervisory Officer or other Officials in the government to carry out certain tasks in accordance with the needs of the relevant Government Agencies. the honorarium is sourced from the State Revenue and Expenditure Budget or the Regional Revenue and Expenditure Budget. Honorary Workers or Contract Workers themselves are non-PNS and non-P3K employees, so P3K itself is different from Contract Workers. The recruitment of government contract workers is also not regulated in the State Civil Apparatus Law (UU ASN), where the recruitment system often does not go through an accountable process.

Recruitment is an important issue in the workforce, the definition of recruitment according to Sedarmayanti (2013:171) <sup>[5]</sup> is the process of getting qualified candidates for workers for certain positions/jobs in an organization or company. So recruitment is the process of finding workers for certain positions in the organization. Quoting Sugiyanti's opinion (2012: 192) which states that the application of a non-civil servant recruitment merit system is aimed at: a) Planning for contract employees based on the number of contract workers compared to civil servants, the function and authority of contract workers, b) Openness and a competitive climate in the form of the use of media in issuing vacancies, c) Objective selection based on the implementation of selection tests, d) announcement of selection results seen from opinions on the announcement media used, and e) employee appointment based on the work contract system applied.

According to Siagian (2014: 171) <sup>[6]</sup> that employee placement is filling available job vacancies in the organization, so that the person placed is no longer vacillating in waiting for the place and what to do and placing the right person in the right position and place, so that the organization can act efficiently by utilizing the human resources that have been successfully recruited.

Quoting the opinion of Sutrisno (2010: 98) <sup>[9]</sup> employee development is an effort made by the organization so that employees can be more effective and efficient in carrying out work so that work performance increases. Hasibuan (2011:165) argues that employee development is an activity related to increasing employee skills for sustainable growth within the organization. Nitisemito (2012:154) states that employee development is all efforts to increase the ability to carry out general government and development tasks.

#### **Employee performance appraisal according to Hasibuan (2010: 182) <sup>[2]</sup> basically has a purpose, namely**

**a.** Assessment of personal abilities is a fundamental goal in the framework of individual personnel assessments that

can be used as information for assessing the effectiveness of human resource management.

- b.** Personal development as information for decision making in personnel development, which specifically aims, among others, to:
- Identifying human resources that need to be developed.
  - Determine the level of compensation criteria
  - Obtain quality work execution.
  - Materials for planning future human resource program management.
  - Obtain feedback on personnel performance results.

## Research Methods

### Research data

The research data that the author uses in this study is a qualitative descriptive study. This means that this study aims to analyze and describe the implementation of the policy on Recruitment, Placement, Classification, Coaching and Evaluation of Contract Workers in the Tomohon City Regional Secretariat. In summary, because researchers want to see and explain a process by using indicators not to assess the influence or relationship between indicators/variables, this research is qualitative.

### Research place and time

The research location was carried out at the Tomohon City Regional Secretariat, the reason the researchers took the Tomohon City Regional Secretariat as the object of research is because based on existing data, the Tomohon City Regional Secretariat in 2021 has experienced additional Contract Workers, which is indicated in the recruitment is not in accordance with the standards of the applicable laws and regulations. apply. The research time is in March 2022, carried out for a period of 2 (two) months starting from the approval of the revision of the proposed seminar.

### Data collection technique

#### ▪ Observation

Observation is conducting direct research by observing the object of research to obtain accurate information data. The type of observation according to the observer's role according to Sugiyono (2013:175) <sup>[8]</sup> is divided into 3 (three) namely a) Participatory observation: is an observation activity carried out by the observer, where the researcher/observer is directly and actively involved in the object under study, b) Non-observation participant, where the researcher/observer in collecting the data he needs is not actively involved in the activity section (only observing from afar), c) Quasi-participation observation: observation where the observer seems to participate who actually only pretends to observe the activity.

The type of observation that the researcher used in this study was non-participant observation, the reason being that the researcher in collecting the data he needed did not actively participate in the activity section (only observing from afar). The researcher was physically present at the scene, but only observed and systematically recorded the information

obtained. In this study, researchers have observed the situation, circumstances, description of the implementation of policies related to the recruitment, placement, development and evaluation of Contract Workers in the Tomohon City Regional Secretariat.

#### ▪ Interview

In-depth interview (In-depth-Interview) is a data collection method that is often used in qualitative research. Interview is the process of obtaining information for research purposes by means of question and answer while face to face between the interviewer and the informant or the person being interviewed. In this study, the researcher used a semi-structured interview guide, meaning that the researcher had prepared the interview concept/draft beforehand, but if there was a list of field interviews that the researcher deems necessary, the researcher would add it during the research. In this study, the researcher used a semi-structured interview guide, meaning that the researcher had prepared the interview concept/draft beforehand, but if there was a list of field interviews that the researcher deems necessary, the researcher would add it during the research.

The targets to be interviewed in this study are 6 (six) people, namely a) Head of the Tomohon City Organization, b) Head of Tomohon City Organization Sub Division, c) Head of the Tomohon City Regional Secretariat, d) Contract Workers at the Regional Secretariat Tomohon City and e) Labor Observer in the Formal and Non-Formal Fields of Tomohon City. The information that the author will explore in this interview is information regarding the implementation of policies on recruitment, placement, coaching and evaluation of Contract Workers in the Tomohon City Regional Secretariat.

#### ▪ Documentation

Documentation according to Sugiyono (2013: 182) is a data collection tool that uses documentation sources to obtain the data needed to support research. The data that the authors obtained from the documentation method were data on contract workers, the profile of the Tomohon City Regional Secretariat, the list of absenteeism of the Tomohon Regional Secretariat employees, implementation theory books, public policies, Tomohon Mayor Regulation No. 3/2021 concerning Amendments to Tomohon Mayor Regulation No. 7/2018 concerning Recruitment Procedures for the Classification of Guidance and Evaluation of Contract Workers in the Tomohon City Government, as well as photos during the research in the field.

### Experimental design

The research design regarding the implementation of the policy of Recruitment, Placement, Classification, Coaching and Evaluation of Contract Workers in the Tomohon City Regional Secretariat, is to use the theory of implementation of the Van Meter and Van Horn policies with research indicators covering 5 (five) aspects, namely: 1) Size and objectives policy, 2) Policy sources, 3) Communication between organizations and implementing activities, 4) Attitude of

implementers and 5) Economic, social and political environment.

### Research Informants

Sources of information called informants in this study were selected non-randomly or not randomly using a purposive technique, namely determining the sources to be interviewed on the object of research related to the problem or research focus. Sources of information or informants in this study were: Head of the Organization of Tomohon City, Head of Sub Division of Organization of Tomohon City, Contract Workers at the Tomohon City Regional Secretariat and Observer of Formal and Non-Formal Workers in Tomohon City.

### Data analysis technique

#### a. Data reduction

Data reduction is done by focusing the results of research on things that are considered important by researchers. Data reduction aims to facilitate understanding of the data that has been collected from the results of field notes by summarizing and classifying according to the problems and aspects of the problems studied. In this study, researchers will summarize and classify problems related to the implementation of the Recruitment, Placement, Classification, Coaching and Evaluation of Contract Personnel policies in the Tomohon City Regional Secretariat, with the focus of the research being viewed from the aspects: a) Size and objectives of the policy, b) Policy sources, c) Communication between organizations and implementing activities, d) Attitudes of implementers and e) Economic, social and political environment. This summary or resume aims to make it easier for researchers to describe each performance indicator, so that the research results are easier to understand.

#### b. Data presentation

Presentation of data is a collection of information that gives the possibility of drawing conclusions and drawing actions. In this study, technically the data that has been organized into a data analysis matrix will be presented in the form of narrative text, pictures, tables, and charts. Presentation of data is done by describing the findings in interviews with informants and presenting documents as supporting data. In this study, the researcher will describe the findings related to the implementation of the Recruitment, Placement, Classification, Coaching and Evaluation of Contract Personnel policies in the Tomohon City Regional Secretariat through interviews with informants, which have been poured into narrative texts on the results of research and discussion and has been supported by photos. attached documentation.

#### c. Data Triangulation

Triangulation is essentially a multi-method approach used by researchers when collecting and analyzing data. This triangulation is not only used to check the correctness of the data but also to enrich the data. In this study the authors used triangulation techniques, namely data collection techniques in

the form of the same questions for different sources. This researcher will interview the Head of the Tomohon City Regional Secretariat regarding the implementation of the Recruitment, Placement, Classification, Coaching and Evaluation of Contract Workers within the Tomohon City Regional Secretariat then the researcher will confirm the answers with the Head of the Tomohon City Organization Section, the Head of the Tomohon City Organization Sub Division. Contract Workers at the Regional Secretariat of Tomohon City and Observers of Formal and Non-Formal Workers in Tomohon City.

#### d. Drawing conclusions

After carrying out the steps above, the final stage is the researcher draws conclusions from the research results. In this study, researchers will make conclusions about the implementation of the policy of Recruitment, Placement, Classification, Coaching and Evaluation of Contract Workers in the Tomohon City Regional Secretariat.

### 3. Conclusions

Based on data analysis and findings in the field, it can be concluded that the implementation of the Recruitment, Placement, Classification, Coaching and Evaluation of Contract Workers in the Tomohon City Regional Secretariat has not been effective. Only 1 (one) indicator of policy implementation has been effective, namely the size and objectives of the policy, while the other 4 (four) indicators are policy sources, communication between organizations and implementing activities, attitudes of implementers, and the economic, social and political environment. not yet supported/not yet effective.

- **Policy size and objectives:** There are already regulations, legal umbrellas contained in the Mayor's Regulation which are used as guidelines/references in implementing policies starting from the recruitment stage to evaluation.
- **Policy sources:** Development of contract workers related to education and training, seminars and technical guidance, for the period of 2021 it is not optimally carried out, due to budget resources at several activity program posts including program posts for recruitment activities and improving the quality of the apparatus in that year refocusing to accelerate the handling of the Covid-19 pandemic outbreak.
- **Communication between organizations and implementing activities:** Communication has been established, good coordination between Tomohon City Government agencies in the success of policies starting from the recruitment stage to evaluation, but communication with the public is not running effectively, this is because during the recruitment process for contract workers for the period 2021 will not be carried out through an ability test because the names of the contract workers are recommendations, proposals from regional heads.
- **The attitude of the implementers:** The composition of

the placement of contract workers is not in accordance with the disciplines they have, in addition to the assessment that is poured into the Contract Personnel Performance Target (SK-TK) it is indicated that it is not objective, as well as the provision of sanctions (punishment) if there are disciplined Contract Workers low work and awarding (reward) to contract workers who excel less cultured

- **Economic, social and political environment:** Low level of economy, level of education has an impact on lack of understanding, public knowledge about contract labor recruitment policies, so that people do not participate in the selection of contract labor recruitment in Tomohon City, besides that there is a pessimistic attitude of the public in participating in the selection recruitment of contract workers, because the public has an assumption that the contract workers who will be accepted are those who are close to the ruling circle, are more political and have nepotism.

Pemerintah Daerah Kota Tomohon serta pemberian honorarium TA, 2020.

## References

1. Leo A. Dasar-Dasar Kebijakan Publik Edisi Revisi. Jakarta: Pustaka Setia, 2018.
2. Malayu H. Manajemen Dasar, Pengertian dan Masalah Edisi Revisi. Jakarta: Gunung Agung, 2010.
3. Karniawati. Analisis, Pemodelan, dan Kebijakan, Jakarta: Intimedia, 2011.
4. Mazmanian dan Sabatier P. Implementation and Publik Policy Alih Bahasa. Jakarta: Fokus Media, 2013.
5. Sedarmayanti. Good Governance (Kemerintahan Yang Baik) Dalam Rangka Otonomi Daerah, Bandung: Mandar Maju, 2013.
6. Siagian, SP. Pengembangan Organisasi dan Staf. Jogyakarta: Balai Pustaka, 2014.
7. Sugiyanti, M. Kapita Selekta Manajemen Pemerintah. Bandung: Focus Media, 2012.
8. Sugiyono. Metode Penelitian Kualitatif dan Kuantitatif R dan D, Bandung: Alfabeta, 2013.
9. Sutrisno E. Manajemen Sumber Daya Manusia, Jakarta: Kencana Prenada Media Group, 2010.
10. Winarno B. Kebijakan Publik. Jakarta: Elek Media Komputindo, 2012.
11. *Peraturan Pemerintah Republik Indonesia Nomor 48 tahun 2005* Tentang. Pengangkatan Tenaga Honorer Menjadi Calon Pegawai Negeri Sipil.
12. *Peraturan Pemerintah Republik Indonesia Nomor 56 tahun 2012* Tentang. Pengangkatan Tenaga Honorer Menjadi Calon Pegawai Negeri Sipil.
13. *Peraturan Walikota Tomohon Nomor 3 tahun 2021* tentang Perubahan atas Peraturan Walikota Tomohon Nomor 7 tahun 2018 tentang Tatacara Rekrutmen, Penempatan, Penggolongan, Pembinaan dan Evaluasi Tenaga Kontrak di Lingkungan Pemerintah Kota Tomohon.
14. Keputusan Sekretaris Daerah Kota Tomohon Nomor 89 Tahun 2020 Tentang Penetapan Tenaga Kontrak