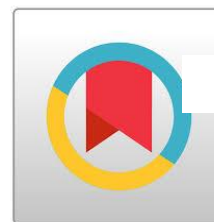## Shifts of Voter Behavior in the Election of Local Head and Their Impact on the Implementation of Government in Nabire District 2020 – 2022

Implementasi Kebijakan Bupati dalam Pengisian Jabatan Struktural di Sekretariat Daerah Kabupaten Nabire

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ARTICLE INFORMATION	
Keywords *Regent Policy Implementation;* *Regional Head;* *Filling Structural Positions;* *Regional Secretariat;*	ABSTRACT *The purposes of this study (1) are to analyze why the electronic performance reporting of the work unit at the Nabire Regency Secretariat causes the performance of the local government to be unable to meet the real needs of the region; (2) To analyze why the filling of structural positions in the Nabire Regency Secretariat does not prioritize service to the community. The research uses a qualitative approach through the process of finding, understanding, explaining and obtaining an overview. The result is that Electronic Performance Reporting in several Work Units at the Nabire Regency Secretary has not fully referred to the symbolic policy model, and the filling of structural positions in the Nabire Regency Secretariat has not prioritized service to the community because it has not referred to the procedural policy model.*
Kata Kunci *Implementasi Kebijakan Bupati;* *Kepala Daerah;* *Pengisian Jabatan Struktural;* *Sekertariat Daerah*	ABSTRAK Tujuan penelitian ini (1) Untuk menganalisis mengapa pelaporan kinerja elektronik Unit Kerja pada Setda Kabupaten Nabire menyebabkan kinerja Pemerintah Daerah tidak dapat memenuhi kebutuhan riil Daerah; (2) Untuk menganalisis mengapa pengisian *jabatan struktural di Setda Kabupaten Nabire tidak mengutamakan pelayanan kepada masyarakat.* Penelitian menggunakan pendekatan kualitatif melalui proses menemukan, memahami, menjelaskan dan memperoleh gambaran. Hasilnya Pelaporan Kinerja Elektronik pada beberapa Unit Kerja di Sekda Kabupaten Nabire belum sepenuhnya mengacu pada model kebijakan simbolis, dan Pengisian *jabatan struktural di Setda kabupaten Nabire belum mengutamakan pelayanan kepada masyarakat dikarenakan belum* mengacu pada model kebijakan prosedural

Introduction

Structural Position Appointment through open nomination is a process of filling certain structural positions through a selection that is informed openly and can be followed by every employee (PNS) in the organization that organizes it. This process is known as Position Open Bidding or "Job Auction". The auction of positions is a catalyst for the creation of good governance in the government system (Anugrah, 2015). So the government must continue to encourage the creation of a job auction culture both at the central and regional levels. This system is one of the levers for the success of bureaucratic reform which is believed to be able to prevent the politicization of the bureaucracy, or the attitude of leaders who choose officials with like and dislike capital.

Especially in Nabire district, the implementation of policies in filling Structural Positions is carried out in various ways. One of them is the job auction (open selection). The Position Auction was initially held to fill high-ranking pratama (Echelon II) positions as a form of the Regional Government's commitment to encourage the formation of a transparent and competent government so that through a competency test, Echelon II officials who will be elected will truly have competence and are capable of leading Regional Apparatus Organizations. later. Thus, positions in government are placed in a correct, honest and fair manner so that they are able to bring changes to government performance at the regional level. The filling of structural positions within the Regional Secretariat (Setda) of Nabire Regency did not work as expected because it left several problems, including the position-oriented ASN mindset. In this case, structural positions have always been a target for bureaucrats because they are considered to have strong authority. According to the Head of Sub-Division of Personnel and Position Analysis at the Nabire Regency Secretariat, that "the mindset of such bureaucrats must be changed by cutting structural positions which are then transferred to functional ones". The Head of the Sub-Division of Personnel and Position Analysis at the Nabire District Secretariat explained: "In general, bureaucrats are more oriented towards structural positions, as if structural office holders have such strong power and authority. With such a mindset, ASN officials tend to forget the specific functions of government duties. This makes their competence as an ASN not optimal." By being oriented to structural positions, ASN tends to ask to be served rather than carry out its main task. Whereas the main task of ASN is to provide good service to the community. Through the simplification of the bureaucracy, the mindset of ASN can change into a mindset that optimizes the specific functions of government tasks, namely prioritizing services to the community.

Another problem is the placement that does not match the rank/class ultimately hampers the promotion process for ASN. Until now, there are still ASN who are appointed without referring to their educational background and field of knowledge, as well as other indicators that are the main requirements for the appointment of structural officials. Even so far, the Regional Government of Nabire Regency has not developed an ASN information system as stipulated in Article 127 of the ASN Law, so that the process of filling positions cannot be simplified, especially with regard to administrative requirements and managerial competency data. Finally, there was an overlap of tasks that prevented promotion. This is due to the lack of orderly personnel administration in all Regional Apparatus Organizations (OPD). There are still many Regional Apparatus Organizations (OPD) that have not collected employee data for data so that employees who work outside Nabire have their salaries recorded in Nabire Regency, and vice versa. ASN who still receive salaries in Nabire and work in Nabire instead but are still active in other districts are given two months to take care of the transfer of employee status, as reported by the media rri.co.id in Nabire district.

Explanation of the Sub-Section of General Administration at the Regional Secretariat Office (Setda) of Nabire Regency, that so far there has been no setting of a ceiling or target for ASN work performance, so that there is no development of an employee appraisal system that focuses on the uniqueness of the position, is oriented to work results, and is assessed by employees. more than one rating or multi raters. Another thing concerns human resources in the assessment, so far there has been no training on ASN work performance appraisal to work unit leaders so that most employees are not yet skilled in assessing employee performance and mastering the art of delivering feedback on the real conditions of work performance that has been achieved in the future. The emergence of problems related to filling structural positions through position auctions at the Regional Secretariat of Nabire Regency, is based on the absence of implementation of employee career patterns based on experience, achievement, and loyalty, assessment of direct superiors and recommendations of superiors two levels above. This is an important point that cannot be ignored. Ignoring this has implications for the occurrence of inconsistencies in the implementation of tasks in the work environment of the Nabire Regional Secretary, which in turn causes inefficiency and ineffectiveness of government administration". Lack of career development and competency improvement as well as mutation and rotation systems because many employees do not match their specialization. In this case there is no career development leading to a lack of clear position mapping in each section. As a result,

they have not increased competence and formed specialization. Each section should have a career path that is described in detail starting from the lowest rank to the highest position so that every position in the Nabire Regency Secretary can be equipped with job competency standards.

Another explanation from the General Administration Sector, that the bidding process for positions at the Nabire Regency Secretariat has been taking place in a relatively long time. From the announcement to the determination it takes about 3 to 5 months. This situation causes a vacuum of officials authorized to make decisions, in addition to resulting in high costs, especially if only one or two positions will be filled. As a result, with a relatively long process, there was an official vacuum that gave rise to new problems such as disruptions in the smooth management of the budget and delays in making strategic decisions in carrying out tasks. So far, the Nabire district government has not made a reference on technical competency standards for the positions being auctioned and applied nationally. As a result, there are variations in standards between regions, and at the same time there is uncertainty in assessing the appropriateness of the standards used by each region. It was also explained that so far the selection system at the Nabire Regency Secretariat was only carried out by the Selection Committee (Pansel) and did not involve experts as parties who have the authority to assess professionally. The formation of the Panel is also not objective. The open application of filling structural positions where the selection process is only carried out by the selection team has the potential to damage employee career patterns. Another thing, in the placement according to the staffing regulations, there must be a Regent's Decree, but what happens is only a letter of appointment for Esalon III. Another problem is that the shift in status of echelon III and IV level positions from structural to functional is not necessarily accompanied by a change in the posture of the income received. The imbalance between the demands of position responsibilities and income generation, eventually creates its own disincentive where ASN is reluctant to move the level of position from the original echelon III to a functional status, to a structural position of echelon II. This is because ASN who occupy echelon III positions still have the possibility of earning competitive income, but without carrying out greater job responsibilities. Compare echelon II positions that earn income according to their structural position responsibilities. These two problems do not arise independently. At the Nabire Regional Secretariat, various performance measures are managed by two to three different work units whose performance management is not coordinated, ranging from electronic performance reporting to measuring the achievement of employee performance targets

(SKP). The regions are encouraged to follow various technical procedures from the central government to meet indexation demands, but all of them do not make the Nabire Regency Government perform to meet the real needs of the region.

Method

This study uses a qualitative approach through the process of finding, understanding, explaining and obtaining an overview of social phenomena and public phenomena related to the implementation of the Regent's Policy in Filling Structural Positions at the Regional Secretariat of Nabire Regency. The consideration of using a qualitative approach in this study is based on the explanation, that naturalistic inquiry research is to understand actuality, social reality, and existing human perceptions (Lincoln and Guba, 1985). This study used interviews with several informants, as well as observation and document processing, that the determination of informants was carried out purposively by selecting informants related to research (Moleong, 2004).

Results and Discussion

David C. Korten (1988) states that a program will be successfully implemented if there is a match between the three elements of program implementation (Tarigan, 2000). First, the suitability between the program and the beneficiaries, namely the compatibility between what is offered by the program and what is needed by the target group (beneficiaries). Second, the compatibility between the program and the implementing organization, namely the compatibility between the tasks required by the program and the capabilities of the implementing organization. Third, the suitability between the beneficiary group and the implementing organization, namely the compatibility between the conditions decided by the organization to be able to obtain program outputs and what the program target groups can do.

There are five stages of policy implementation, namely: (1) Problem identification, (2) Formulation; (3) Legitimacy; (4) Application, and (5) Evaluation (Gortner, 1984). That there are five stages in the process of public policy, namely as follows: (1) Identification of needs, namely identifying community needs in development by following several criteria such as: analyzing data, samples, statistical data, simulation models, causal analysis, and forecasting techniques; (2) Formulation of policy proposals covering strategic factors, general alternatives, technological stability and environmental impact analysis; (3) Adoption which includes political feasibility analysis, a combination of several political

theories and the use of budgeting techniques; (4) Program implementation which includes organizational forms, scheduling model, elaboration of decisions, pricing decisions, and implementation scenarios; (5) Evaluation which includes the use of experimental methods, information systems, auditing, and sudden evaluation (Straling, 1979). Article 1 number 2 jo. Article 1 point 5, Law Number 9 of 2015 concerning Regional Government, it is written that Regional Government is the administration of government affairs, which protects, serves, empowers, and improves the welfare of the community, by the Regional Government and the Regional People's Representative Council according to the principle of autonomy, and assistance tasks with the principle of autonomy as widely as possible in the system and principles of the Unitary State of the Republic of Indonesia, as referred to in the 1945 Constitution of the Republic of Indonesia the highest authority or power. In this sense, what is meant by Regional Government is the Provincial Government as well as City and Regency Regional Governments, local government the legitimate institutions that make public planning are the Regional Head and DPRD (Nurcholis, 2007). The steps taken by local governments in making policy plans are: Creating a policy agenda, Identifying needs, Discussing concrete proposals based on the second step, Discussing proposals that have been presented systematically and logically in the DPRD, Establishing policies in the form of regional regulations, and Implementing policies that have been established in the regional regulations by the regional government The implementation of the Policy for Filling Structural Positions at the Regional Secretariat (Setda) of Nabire Regency encountered a number of problems, including electronic performance reporting in several Work Units at the Nabire Regency Secretariat which caused the performance of the Regional Government to be unable to meet the real needs of the Region, and the filling of structural positions in the Nabire Regency Secretariat did not prioritize service to the community. The policy implementation of filling Structural Positions can refer to the policy model according to Stokey and Zeckhuaser (1978), which is divided into 3 (three) parts

Verbal Model

Verbal model is a way to display policy model by using verbal language. In using the verbal model, the analyst relies on the judgment of reason to make predictions and offer recommendations. In this case, the judgments of reason produce policy arguments, rather than in the form of exact numerical values. Verbal models are relatively easy to communicate between experts and laypeople, and they are also relatively inexpensive.

While the limitation of the verbal model is that the problems used to provide predictions and recommendations are implicit/hidden so it is difficult to understand and critically examine the arguments as a whole.

Symbolic Model.

The symbolic model uses more mathematical symbols to describe the relationship between key variables, which is considered adequate in stating the policy problems to be solved. That is why, the symbolic model is presented as a mathematical function. The most frequently used symbolic model is a simple linear equation, with the formula: $Y=a+bX$, meaning that the relationship between X and Y is known as a linear function, which means that the relationship between X and Y will form a straight line if drawn on a graph. The symbol b indicates the amount of change in Y so as a result of a change in X, the steeper the slope the greater the influence of X and Y. The symbol a indicates the point where the straight line intersects the vertical axis Y or X is 0. So the symbolic model can also use mathematical symbols to explain the relationship between key variables that are believed to have the nature of a problem. Prediction or optimal solution, can be obtained from symbolic models by borrowing the methods of mathematics, statistics, and logic. This symbolic model is difficult to communicate among ordinary people, including policy makers, even among expert model makers, there is often a misunderstanding about the basic elements of this model. The weakness of the symbolic model is that the results are not easy to interpret, even among specialists, because the assumptions are not adequately stated.

Procedural Model

A procedural model is a way of representing a policy problem by showing dynamic relationships between policy variables. The best example of this model is a simulation model which shows a lot of interrelationships between key variables about a policy problem. Thus, this model can display a dynamic relationship between variables that are believed to characterize a policy problem. Predictions and optimal solutions are obtained by simulating and examining a set of possible relationships. The procedural model also utilizes a symbolic expression model. The advantage of the procedural model is that it allows for creative simulation and research, the disadvantage is that this model often has difficulty finding data or arguments that substantiate its assumptions. The main difference between symbolic and procedural models is that the symbolic model uses actual data to

estimate the relationship between policy variables and their outcomes. While the procedural model assumes the relationship between these variables. Meanwhile, the cost of procedural models is relatively higher when compared to verbal and symbolic models. Mostly more because it takes a long time to develop and run computer programs.

Conclusion

As an answer to some of the problems found by the author are as follows. *First* Electronic Performance Reporting in several Work Units at the Nabire District Secretariat has not referred to the symbolic policy model, *Second* The filling of structural positions in the Nabire Regency Secretariat has not prioritized service to the community because it does not refer to the procedural policy model. The suggestion of this research is that the general election system for regional heads can be directly reorganized by prioritizing mature aspects of democracy so that it can prioritize high political awareness from political elites and the community with the aim of achieving strong national insight by upholding honest rules and legislation, fair and dignified

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