

A MODEL FOR THE PLACEMENT OF GRADUATES IN MASTER OF LOCAL GOVERNMENT ADMINISTRATION (STPDN)

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ABSTRACT

In Indonesia regional autonomy, local government has to focus on high quality of public goods & service, so government employees are demanded to improve their service community through professional, competence, and honest bureaucracy.

This research study reported to develops a *model for the placement of graduates in Master of Local Government Administration*, in line with competency expectations in government offices by taking an example such as sub district head placement. The competency variables are adopted from Spencer & Spencer (1993) and Referring to Government Regulation from BKN (National Civil Service Agency), accordingly these, government employees associated with his/her level or echelon has competence such as Integrity, Leadership, Planning & Organizing, Teamwork and Flexibility and also competence as well as competencies relevant to the position and function. The result of analysis of this model is expected to be useful 1) to assist the government in placing the graduates of STPDN in order to maintain the quality and competency demanded in carrying out their function properly. 2) to increase the quality of learning process in such government administration officer higher education in order to maintain their quality so that their competency is acceptable by the society as user. 3) To be the standard of competency for the social graduates especially in Local Government Administration. From this study reported that competency based on **Model for placement of graduates (government employee)** assessment candidate with criteria toward: 1) **Past orientation** such as Performance Appraisal, Experience and etc. 2) **Current Orientation**: Competency assessment based on the fit or match between job competency requirements and person competencies 3) **Future Orientation** (having vision, mission, and candidate willingness to develop institution). From this model for placement as recommendation for STPDN institution for graduates of higher education have to be able to meet job requirement. This means that they are expected to relevant to the users

Keywords: Placement government officer, competency as human service worker & entrepreneurship.

Background

STPDN is the abbreviation of Sekolah Tinggi Pemerintahan Dalam Negeri; it is governmental higher education for domestic affair, which is under control by Home Affair Department of Indonesia.

STPDN is the Education institution to perform government employee bravely, professional, honestly. Generic Competencies of the graduates has a Leadership, Stewardship and Statesmanship. For the time being STPDN has study program for Diploma or equal with undergraduate in governmental science and master program (Strata 2) in public administration (MAPD). The Students come from the representative of Local Government all over Indonesia. So that the graduates next as a government employee.

Regarding the role as a "community" there is primary and important aspect that has to be considered by government employee. So, evaluation for placement has to be manage carefully based on the fairness and the appropriate criteria such as that placement is based on the competency of personnel in such position. Therefore, placement for graduates mainly in Master program is very important due to push performance and productivity of Local Government and good governance.

However employees utilization their productivity are not just as simple as formulating the laws

The strategies to utilize the government employees both for central and regional offices are first need to build model for placement with competency orientation. This study take sample is placement for sub district head as position in Local Government and graduates of master – STPDN.

Literature Review

Human Resource Development in Public Sector

Adopted from Prof. Dr.Prijono Tjiptoherijanto (2002), in the globalization era , there are several problems that have to faced by Government Indonesia, 1) economic development 2) in political aspect it is indicated by decreasing international conflict among the countries, 3) Social culture interaction has increased substantially and followed by tendency of establishing the international culture.

In order with adapt with the situation in globalization era in the future, government has to straighten up the bureaucracy structure both in term of improving human resource condition of government employees and structuring the modern and efficient bureaucracy. Human resource development among the government officers is expected to improve the quality of service to the community.

The enchancement of human resorce development for government employees is the right decision since the private sectors and community are still complaining about the quality of services of government employees.

Therefore, in the future, the bureaucracy system with the entrepreneurship spirit needs to be develop. Osborne and Gaebler (1993) stated that government has to focus on high quality public goods and service. Drucker (1990) stated that in order to face the changing world it is important to develop a vigorous, strong and very active government (Kartasasmita 1995). In the free trade era, the main role of government is to encourage the equal access to all segments in the community. Furthermore, in order to bring into reality the welfare to all Indonesia people, government employees are demanded to give priority to

community rather than only to certain political party. The government employees have to guarantee the fair market competition among the economic players: conglomerates, small bussiness and cooperatives.

Regarding the role as a “community” there is a primary and important aspect that has to be considered by the government employee, that is “morality”. Morality is not just meaning that government employees should have a good personality but also they have to avoid the irregularity and obey the rules (Magnis 1996, Natakusumah 1990). The government employee has to give privity to honesty, responsibility, and bravery.

The career system of government employees has to be managed clearly and openly so every person could perceive their future career. Furthermore, employee have to understand the requirement that he or she has to have if he or she is willing to be promoted to a higher position. Human resource developmpt for government officer is started since the recruitment until the end of their service as government officer.

In Indonesia, a government employee could be promoted into certain rank and position. Promotion in term of rank could be given based on the regular and selected promotion system (the system of regular promotion increase and the system of selected promotion increase). The regular promotion is given to employee if he/she already fulfills the certain requirements. Meanwhile the selected promotion system could be given to employee who has an extraordinary perfomance. Furthermore, a government employee could be promoted to hold a certain position based on his/her discipline, achievement, loyalty, dedication, experience, and other objective considerations.

Adopted from Government Regulation No. 46 A from BKN (National Civil Service Agency)

Adopted from Spencer & Spencer (1993), five types of competency characteristics:

- (1) **Motives.** The things a person consistently think about or want that cause action. Motives drive, direct and select behavior to ward certain actions or goals and away from others
- (2) **Traits.** Physical characteristics and consistent responses to situations or information.
- (3) **Self concept.** A person’s belief that he or she can be effective in almost any situation is part of that person’s concept of self. Example: self confidence a person’s belief that he or she can be effective in almost any situation is part of that person’s concept of self.
- (4) **Knowledge.** Information a person has in specific content areas.
- (5) **Skill.** The ability to perform a certain physical or mental task.

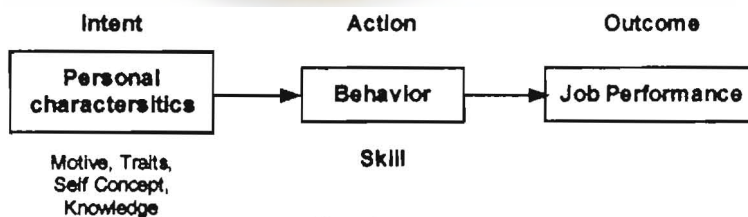


Figure 1
Competency Causal Flow Model
(Spencer & Spencer 93)

Criterion Reference for Competency studies

The criteria most frequently used in competency studies are:

- ❑ **Superior Performance.** This is defined statistically as one standard deviation above average performance which reason:
 1. Many studies shown that economic value performance concerning to organization.
 2. To increase the performance, the organization must use superior performance characteristic as a basic to selection and performance burgeoning. Failing to enforcement caused failing in ascription organization average performance level.
- ❑ **Effective Performance.** This usually really means a minimally acceptable level of work, the lower cut off point below which an employee would not be considered competent to do the job.

Competency Classification

Several competencies which positively influential to job performance us are classified based on intention in the most abstract individual level and based on visible behavior. Competencies are generally divided into 6 different groups (Spencer 1993); Achievement and action, helping and human service, the impact and influence, managerial, cognitive, and personal effectiveness.

- ❖ **The Achievement and Action Cluster include the following competencies :**
Achievement orientation-(ACH) is a concern for working well or for competing against a standard of excellence, **Concern for Order-(CO)** reflects an underlying drive to reduce uncertainty in the surrounding environment. **Initiative-(INT)** is a preference for taking action. Initiative is doing more than is required or expected in the job, doing things that no one has requested, which will improve or enhance job results and avoid problems, or finding or creating new opportunities, **Information Seeking-(INFO)** is an underlying curiosity, a desire to know more about things, people, or issues drives Information Seeking.
- ❖ **The Helping and Human Service Cluster involves the following competencies:**
Interpersonal understanding (IU) implies wanting to understand other people, **Customer Service Orientation (CSO)** implies a desire to help or serve others, to meet their needs.
- ❖ **The Impact and Influence Cluster**
Impact and Influence-(IMP) expresses an intention to persuade, convince, influence, or impress others, in order to get them to support the speaker's agenda, or the desire to have a specific impact or effect on others, **Organizational Awareness-(OA)** refers to the individual's ability to understand the power relationships in his or her own organization, **Relationship Building-(RB)** is working to build or maintain friendly, warm relationships or networks of contacts with people who are, or might someday be, useful in achieving work-related goals.
- ❖ **The Managerial Cluster**
Developing Others-(Dev) is a special version of impact and influence, in which the intent is to teach or to foster the development of one or several other people, **Directiveness, Assertiveness and Use of Positional-(DIR)** expresses the individual's intent to make others comply with his or her wishes. Directive behavior has a theme or tone of telling people what to do, **Teamwork and Cooperation-(TW)** implies a genuine

Design of Model Placement for Government Officer Based on Competency

(Research Study: Used sample: *sub district head position*, in Indonesian language called with “CAMAT”)

Design Process of Placement Model

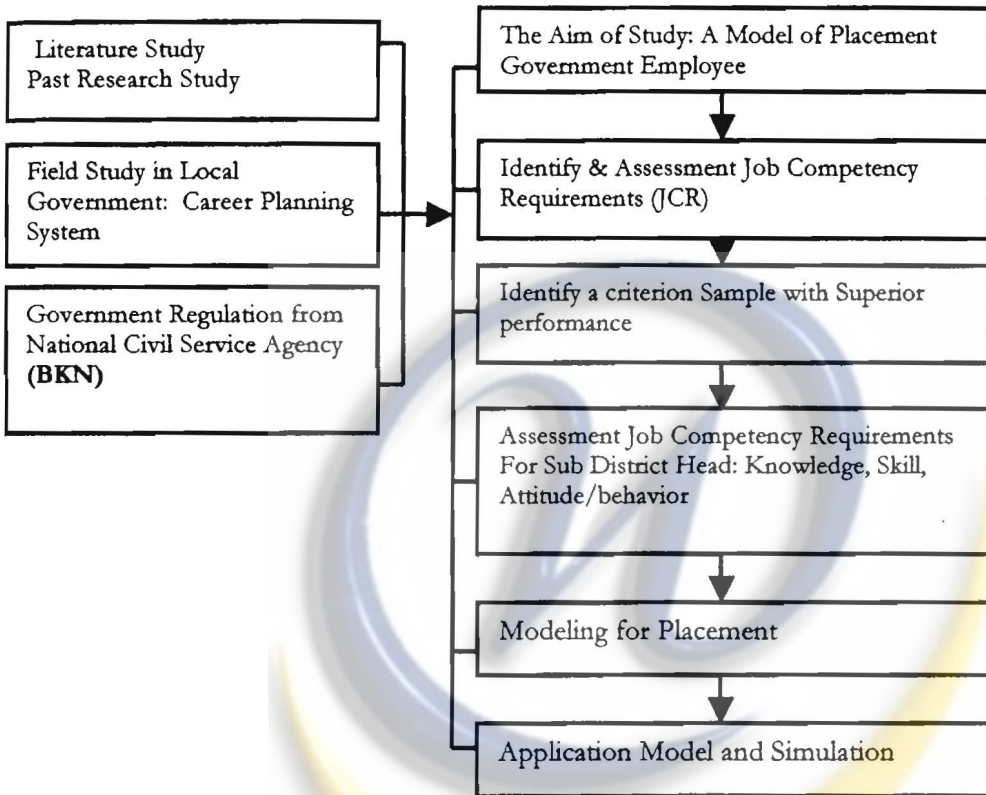


Figure 2 Design Process Model of Placement

Research Study from Kautsar (2004), Identified for Job Competency Requirements (JCR) of “CAMAT” or Sub District Head position.

Table 1 . Job Competency Requirements (JCR) for Sub District Head in North Bengkulu District

**Job title : Head of Sub District
Echelon/Grade: 3 A**

No	Competency (Attitude-Behavior)	Behavioral Description	Level
1	Integrity (INT)	Deals with people in an honest, ensures that words and actions consistent , behaves consistently across situations	2
2	Leadership (LDS)	Makes activity concern with work environment, seeks, makes,and develops suggestion; makes procedural suggestions..	2

No	Competency (Attitude-Behavior)	Behavioral Description	Level
3	Planning & Organizing (PLO)	Determines assignment requirements by breaking them down into task, adjusts priorities and identifying types of equipment, materials, and people needed.	2
4	Teamwork (TW)	Expresses positive expectations of others speaks of team member in positive term, show respect for others intelligence by appearing person	2
5	Flexibility (FLX)	Adapts tactics to situation or to others respons . Change own behavior or approach to suit situation	2
6	Achievement Orientation (ACH)	Had spesific changes in system or in own work methods to improve performance .	4
7	Information Seeking (INFO)	Has personally established ongoing system or habits for various kinds of information gathering (may include informal meeting, etc)	4
8	Customer Service Orientation (CSO)	Seeks information about public needs, underlying needs of the community ,beyond those expressed initially, and matches these avalaible services.	4
9	Relationship Building (RB)	Makes occasional information contacts, ocaasionally initiaves informal or casual relationship at work, chat about children, sports, news, etc	2
10	Team Leadership (TL)	Makes sure the group has all necessary information. May explain the reasons for decision.	4
11	Conceptual Thinking (CT)	Applies model for problem solving or use methods for more efficien	4
12	Self Controll (SCT)	Controls emotions, feels strong emotions, such as anger, Control these emotions and keep other people calm	4
13	Communication (COM)	Comprehends idea from other. Attens to messages from other, corectly interprets messages and respond appropriately.	3
14	Decision Making (DM)	Chooses appropriate action, formulates clear decision criteria, chooses an effective option. .	3
No	Competency requirement for Knowledge		
1	Government Management & Administration		
2	Government Regulation, Law.		
3	Civil and Community Organization in Public Sector		
4	Geography and City Lay Out		

Designing Model for the Placement

In Indonesia, the Placement for government employee is a part of career system planning in government regulation concerning the utilization of government employees. (Joko Siswanto, 2002) stated that career planning system consist of: 1) Formulated integrate with government policy. 2) Arranged openly, criteria of decision making logically, not discriminative and could be accepted by employees. 3) Based on Job Competency Requirements. 4) Referring

to person competency and employee aspiration. Therefore to placement some one matches with the job position so called "The right man, in the right place, in the right time "so Model for placement government employee, with samples Sub Distric Head position, referring to assessment candidate with criteria toward:

1. **Past orientation** consists of assessment candidate : performance appraisal, administration condition, experience and some kind award which have been deserved.
2. **Current Orientation** is competency assessment for candidates, this result from competency assessment matched with job competency requirement so that, the result will fit/match or not match between job competency requirements and person competencies of candidate .
Assessment competency of the candidates or the employees in general could be seen from attitude/behavior point of view:
Achievement and Action, Helping and Human Service, Leadership, Managerial, Cognitive, Personal Effectiveness serta Knowledge and Skill .
3. **Future Orientation** is the assessment to predict candidate competency for future orientation, namely, the vision, mision, and program that will be implemented by the candidates of STPDN when they become a chief of district which is hold. Besides the influence and impact candidate to the function, It also includes their willingness in developing the institution/the function they hold.The assessment of Future Orientation could be implemented by assess the candidate through interview and presentation.

Note : Candidates parts of graduates Master Program STPDN.
Those three factors above could be illustrated as in picture below:

Placement Model for Sub District Head

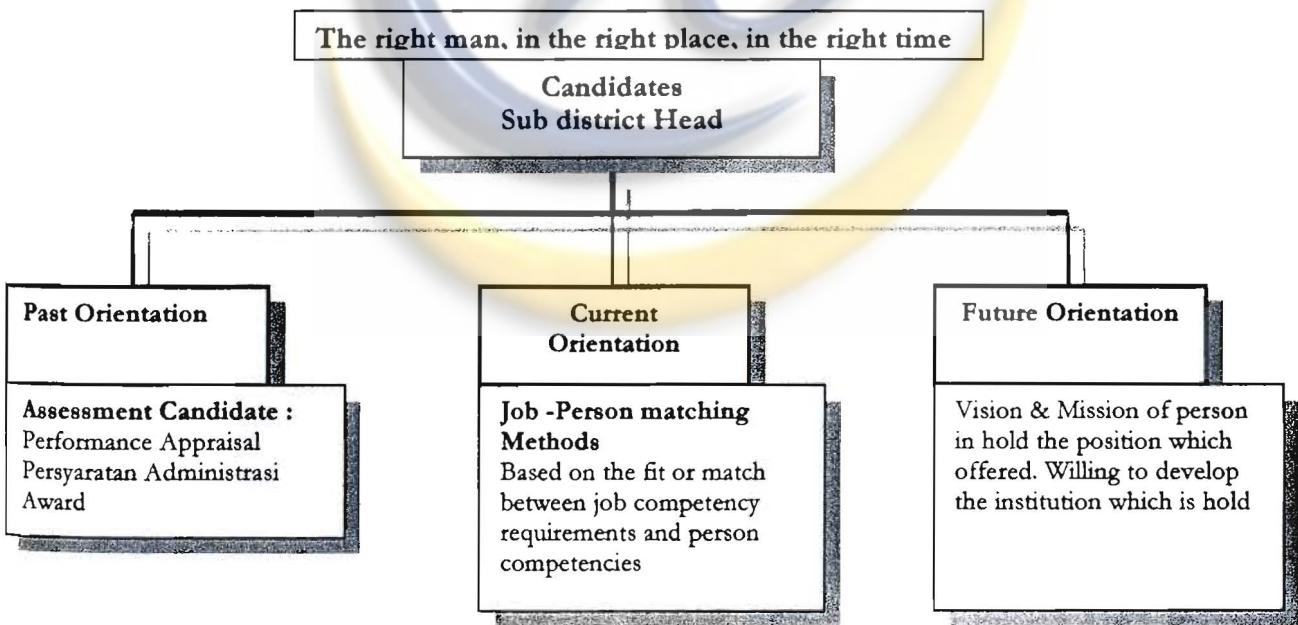


Figure 3: A model for the Placement

Application of Placement Model and Simulation

- Past Orientation:** candidates of Head of Sub district denial the fulfillment of administration condition, such as: position of someone, grade, echelon, the appreciation which have been deserved with the point is to assess past individual performance of candidate with assume:

Table 2 Score for Assessment candidate based on past orientation (Performance appraisal, experience, education, grade /echelon and etc)

Grade	Score
Excellent	85 –100
Good	70 – 84
Moderate	50- 69
Poor	<50

Note: To determine grade and score based on local government policy.

- Current Orientation:** In Competency based human resource management systems, selection and placement decisions are based on the fit or match between job competency requirements and person competencies. The underlying premise is the better the fit between the requirements of a job and competencies of person. As an example. Figure 3 shows the fit between the competencies of Sub District Head and the competency requirements of job. Table 3 shows a weighted absolute difference calculation for the competencies of Sub District Head and job competency requirements – person matches shown figure 4. The best candidate is the person with the lowest total difference from the competency requirements of the job. Note that the weighted absolute difference method penalizes a person for having more of any competency than the job requires. The poor job person match between the person and the job Competency requirements (JCR) indicates the candidate in unlikely to be successful in a position and should not be promoted.

Job-person matching methods

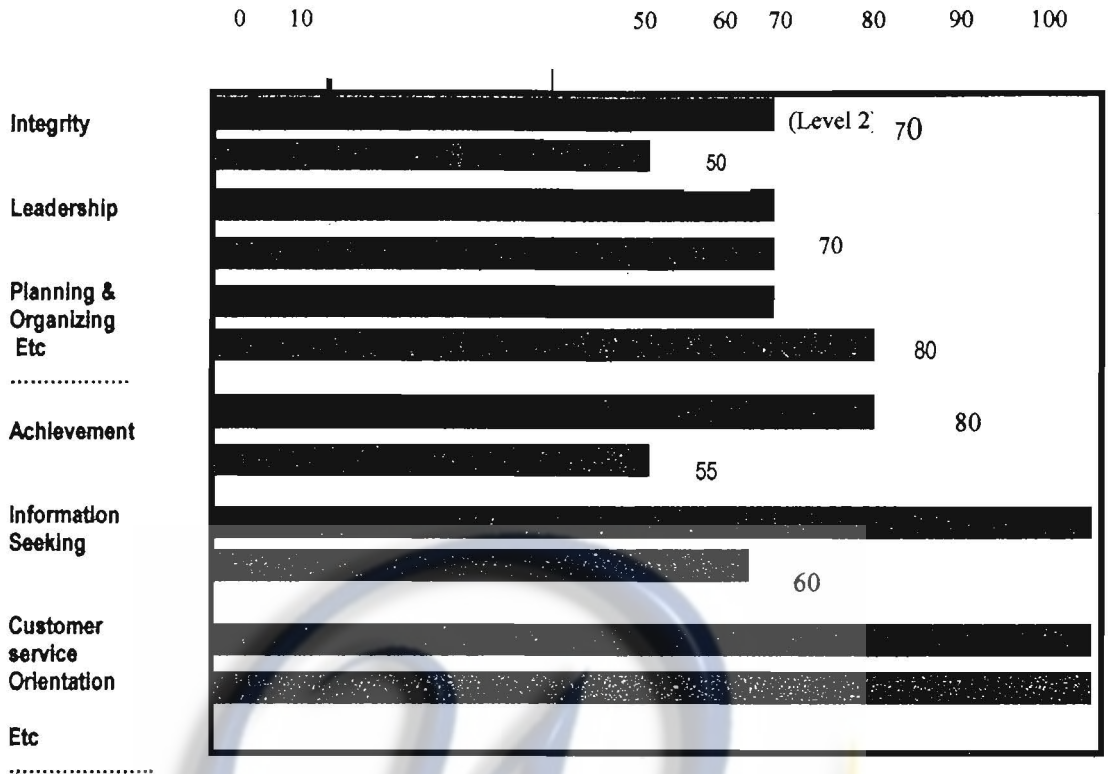


Figure 4: Job - Person Fit Profile

Job Competencies required As Sub District Head Candidate or Individual's Competencies

Table 3 Weighted Absolute value Job-Person Match Analysis

Competency	Job Required	Person Score	Difference (D)	Weight	Weighted Absolute Value (D)
Integrity	70	50	20	3	60
Leadership	70	70	0	3	0
Planning & Org	70	80	10	3	30
Achievement	80	55	-25	2	50
Info. Seeking	100	80	-20	1	20
Cust.S.O	100	100	0	2	0
Total	490				160
% Mismatch (Weighted abs. Value/job total)	34%				
% Fit (1- % mismatch)	66%				

The weight of competency is implemented by determine which competency must exist (absolute necessary) weighted 3 point, for competency which important weighted 2 point, and for competency which need or ordinary weighted 1 point.

Based on calculation for the Sub District Head candidate above, % fit between candidate competencies and job competency requirements (JCR) is 66%.

Based on policy of Human Resource Development of the local government, for example, the rating scale:

Table 4 Determining Score value base from % fit Competency to the Job

Scale of % Fit	Score	Description
1 - 20	1-20	Very unfitly between competency and the job
21- 40	21-40	Fitless
41- 60	41- 60	Rather to fit
61 - 80	61- 80	Fit Enough
81- 100	81- 100	Fit

The establishing of policy concerning with rating scale for find fit competency is extremely depend on competency condition of Human Resource Development in the area, it happens because sometimes there's a local government which in general has lower Human Resource Development than required.

But lacking/gap or mismatch not only to make employee punishment but with knowing this gap competency exactly we can prepare and develop as we need. Because the principle of competency could be changed.

3. Future Orientation

Assessment candidate of "future orientation" could be based on the several factors, these are: vision, mission, impact, influence, the willingness to develop the institution of the candidates when they hold the position, and also the program they could make to gain the successful of their position. The process of assessment candidate such that could be implemented by presentation and interview, and finally the assessors give the score to the candidates about their presentation.

For example, assessment score assumed for "Future Oriented":

Table 5 Calculation: Determination of score value to assess "Future Oriented"

Person Score	Description
80 -100	The candidates have job planning with clear measurable indicator, accurate, and reasonable job planning to gain. Willingness to do more if he or she hold a job
60 - 79	The candidates have the wishes/desire to develop the position they are going to hold, however, there're no clear programs.
0 - 78	The candidates have no-less wishes/desire to develop the position which is offered or they have no ability at all to handle the position.

There's a weight that is given to the assessment of those three factors of past, current, and future oriented. This heaviness is also implemented to policy system of a chief of district

positioning by local government. For example, the decision to assess those three factors: Past Orientation: 30%, Current Orientation: 50% and Future Orientation: 20%. With the sample above, score calculation for each candidate as follow (see table 6)

Table 6 Calculation of Total Score of Candidates based on assessment: Past, Current, and Future Orientation

Name of Sub District Head Candidate	Past Oriented (Weight 30%)	Current Oriented (Weight 50%)	Future Oriented (Weight 20%)	Total score	Person Rank
Alpha	80 (24)	66 (33)	100 (20)	77	2
Beta	90 (27)	80 (40)	90 (18)	85	1
Charlie	70 (21)	60 (30)	75 (15)	66	3

According to the table above, the best candidates' sequences/order to hold a chief of district position are Beta, Alpha, and Charlie. At the next process, the candidates are proposed to the district Head as policy decision to be promoted as Sub District Head to be one placement decision. Career of the candidates with low score is not stopped. In the other hand, this gap is used for the next development for example training; education should be directed towards enhancement competencies.

Conclusion

1. A Model of placement graduates as government employee *for means the right man at the right place and time* is the effort to realize a good governance capability, respectable community leader and to make a clean employees image and persistent authority that based on 3 assessment factors to the candidates/graduates of STPDN that consists of past, current and future oriented. Each factor is given a weight that depends on the local government's policy dealing with the condition and situation of Human Resources Development in Public Sector.
2. Referring to government regulation, the steps to application this model by doing: 1) identification job competency requirements, 2) preparing policy that related job placement from local government, 3) performance appraisal, 4) assessment person competencies, 5) assessment person candidates associated future oriented and promote best candidate.
3. From Gary Dessler (1997), Human Resource Management in individual career development stated that staff was empower to develop and realize their individual potential and to develop success career, while the organization provide the career managing programs, such as performance appraisal, right job position, right selection, right placement and so on.
4. Thus, there will found best candidate transparently, fair, logic and could accommodate an employee's aspiration which in this case patched in Future Oriented assessment.

Furthermore, this model can be input for local government policy which relate with human resource placement and can be input for Higher Education Institution of STPDN about improving and preparing graduates quality in order to match with user needs. Through the improvement of bureaucracy system and human resource development the image of clean, open, transparent career system will become a reality.

Therefore, in the future, the bureaucracy system for Human Resource Development with entrepreneurship spirit needs to be developed.

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