

## ABSTRACT

Bureaucracy, in general, is not fully capable of presenting a positive image in the community. Public assumes that the bureaucracy is still in pathological conditions characterized by a tendency of inefficiency, abuse of authority, corruption, collusion and nepotism. The ineffectiveness of officials recruitment, which is potentially being infiltrated by subjective elements, represents one of determinant factors behind such negative images of bureaucracy. As a consequence, the reform of the bureaucracy is the keyword in order to overcome those issues. This indicates importance of bureaucratic reforms. In other words, the bureaucracy needs to significantly perform reform agenda in internal levels. In this regard, there are at least three areas of improvement, namely the institutional, management and human resources apparatus.

This study is a qualitative research using the descriptive-analytic methods. In this sense, this study attempts to provide systematic, detailed and thorough overviews about the recruitment process of structural officials at the regional secretariat of Central Kalimantan Province. These include potential factors which allegedly affected the implementation and results. Furthermore, I have described and analyzed the data in order to answer a number of formulated issues.

The mechanisms of officials appointment at the regional secretariat of the Province of Central Kalimantan (Borneo) are remaining unable to run optimally. This is because BAPERJAKAT has lacking of bargaining power, even tend to be sub-ordinated when dealing with the powers of the Governor. The research findings demonstrate that there is a phenomenon of hegemony that successfully built by Governor through mobilization of deals serving as if "prerogative" is in the hands of the Governor as the most powerful official to determine the final decision about who will be appointed as an official. Such a hegemonic situation has caused irregularities to become normality that widely accepted not only in the internal bureaucracy, but also in the community.

Although the performed mechanisms of officials appointment are in line with normative procedures, they do not necessarily represent a meritocracy-based staffing process (a merit system). Meanwhile, collaboration of claims "prerogative" and the existence of BAPERJAKAT represent formal instruments that further reduces the meaning of meritocracy. The outcomes of recruitment is no longer could fully guaranteed. The claim of "prerogative" could be a loophole for the infiltration of various traditional evils (nepotism, primordialism and patrimonialism). For these reasons, the job concept as a function of ability and achievement is potentially shifting towards loyalty function.

**Keywords:** *Bureaucracy, Structural Officials Recruitment, Merit System, Hegemony and Prerogative*

## INTISARI

Birokrasi secara umum tidak sepenuhnya mampu menampilkan citra positif di masyarakat. Publik menganggap bahwa birokrasi masih dalam kondisi patologis yang ditandai dengan kecenderungan inefisiensi, penyalahgunaan wewenang, korupsi, kolusi dan nepotisme. Ketidakefektifan perekrutan pejabat yang berpotensi disusupi oleh unsur-unsur subjektif merupakan salah satu faktor penentu di balik citra negatif birokrasi. Karenanya, reformasi birokrasi adalah kata kunci untuk mengatasi isu-isu tersebut. Hal ini mengindikasikan pentingnya reformasi birokrasi. Dengan kata lain, birokrasi perlu secara signifikan melaksanakan agenda reformasi internal. Dalam hal ini, setidaknya terdapat tiga bidang perbaikan, yaitu kelembagaan, manajemen dan sumber daya manusia aparatur.

Studi ini merupakan penelitian kualitatif dengan menggunakan metode deskriptif analitik. Dalam pengertian ini, studi ini berupaya memberikan ikhtisar yang sistematis, terperinci dan menyeluruh tentang proses perekrutan pejabat struktural di sekretariat daerah provinsi Kalimantan Tengah, termasuk penyingkapan faktor potensial yang diduga memiliki dampak terhadap pelaksanaan dan hasil rekrutmen. Penggambaran dan analisis data dilakukan untuk menjawab sejumlah isu yang telah dirumuskan.

Mekanisme pengangkatan pejabat struktural di sekretariat daerah propinsi Kalimantan Tengah dianggap masih belum dapat berjalan secara optimal, karena BAPERJAKAT tidak memiliki daya tawar kuat, bahkan cenderung berada pada posisi sub-ordinat ketika berhadapan dengan kekuasaan gubernur. Temuan lapangan menunjukkan bahwa ada fenomena hegemoni yang berhasil dibangun oleh gubernur melalui mobilisasi kesepakatan yang mempermaklumkan seolah-olah "hak prerogatif" ada di tangan gubernur selaku pejabat paling berwenang dalam menentukan keputusan akhir tentang siapa yang akan ditunjuk menjadi pejabat. Situasi hegemonik mana telah menciptakan penyimpangan menjadi suatu normalitas yang diterima secara luas tidak hanya di internal birokrasi, tetapi juga di masyarakat.

Mekanisme pengangkatan pejabat struktural yang telah terjadi, meskipun dilaksanakan sesuai dengan prosedur normatif, tetapi tidak selalu bisa diklaim sebagai proses staffing berbasis meritokrasi (sistem merit). Kolaborasi "hak prerogatif" dan keberadaan BAPERJAKAT sebagai instrumen formalistik telah benar-benar mengurangi arti meritokrasi. Hasil dari rekrutmen pejabat struktural tidak lagi bisa sepenuhnya dijamin obyektif. Klaim "hak prerogatif" dapat menjadi celah bagi masuknya berbagai anasir tradisional (nepotisme, primordialisme dan patrimonialisme). Dengan demikian, konsep jabatan sebagai fungsi dari kemampuan dan prestasi, berpotensi mengalami pergeseran ke arah fungsi loyalitas.

Kata kunci: *Birokrasi, Rekrutmen Pejabat Struktural, Merit System, Hegemoni, dan Hak Prerogatif.*