

The Staff Planning for The Second Category of Honorary Employees in Bogor Regency

LEONITA AUGUSTINE AND LINA MIFTAHUL JANNAH

Ministry of Finance RI ; Department of Administrative Science, Faculty of Social and Political Sciences, Universitas Indonesia
austine19@gmail.com

Abstract. The purpose of this journal is to describe the staff planning for a second category of honorary employees who are not qualified to be civil servants in the Bogor Regency. The issue of staff planning in the public sector is important because the employees need to achieve the mission of public sector to response the demands of society and to meet the public's needs. The result of this research can be used as the recommendations to the central government, Bogor Regency Administration, and other local governments in efforts to face the second category of honorary employees who are not qualified to be civil servants. The method of this research is a qualitative approach. This research uses in-depth interviews with purposive technique and study document. The result shows that staff planning of Bogor Regency Administration is to re-employ the second category of honorary employees who are not qualified to be public servants. This staff planning is based on environment, forecasting, purposes, plans, and support from Bogor Regency Administration, but needs to consider the existence of Draft of Regulation about Civil State Apparatus (RUU ASN); regional minimum wages and insurance; training and development; and limitation of working age.

Keywords: honorary employees, staff planning, not qualified

Abstrak. Jurnal ini bertujuan untuk menggambarkan Perencanaan Kepegawaian bagi Pegawai Honorer Kategori Dua yang Tidak Lolos Calon Pegawai Negeri Sipil (CPNS) di Kabupaten Bogor. Tema mengenai perencanaan kepegawaian di sektor publik merupakan hal penting karena pegawai sebagai sumber daya manusia yang diperlukan dalam pencapaian misi sektor publik untuk memenuhi tuntutan masyarakat dan pemenuhan kebutuhan publik. Hasil penelitian ini dapat digunakan sebagai rekomendasi bagi pemerintah pusat, pemerintah daerah Kabupaten Bogor, dan pemerintah daerah lain dalam upaya menghadapi pegawai honorer kategori dua yang tidak lolos CPNS hingga munculnya aturan resmi dari Pemerintah Pusat. Pendekatan penelitian yang digunakan adalah pendekatan kualitatif. Teknik pengumpulan data dilakukan dengan wawancara mendalam secara purposif dan studi dokumen. Berdasarkan hasil penelitian dapat disimpulkan bahwa Pemerintah Daerah Kabupaten Bogor memiliki perencanaan untuk mempekerjakan kembali pegawai honorer kategori dua yang tidak lolos CPNS. Adapun perencanaan mempekerjakan kembali pegawai honorer kategori dua ini didasari pada pertimbangan lingkungan; peramalan; tujuan; rencana; dan dukungan Pemerintah Daerah Kabupaten Bogor. Akan tetapi perencanaan ini juga perlu Perencanaan ini perlu memperhatikan Rancangan Undang-undang Aparatur Sipil Negara; Upah Minimum Regional dan jaminan; pengembangan dan pelatihan; serta pembatasan usia kerja.

Kata kunci: pegawai honorer, perencanaan pegawai, tidak lolos

INTRODUCTION

Civil servants have an important role for government implementation and become bureaucracy activator in public service to bring progress and prosperity. Prijodarminto (1992: 71) adduces that civil servants as an element of human resources, the power of development and government implementation.

Indonesia needs the qualified civil servants to achieve the goal of the reformation era. However, the problem of bureaucracy's size still occurs. The size of bureaucracy makes inefficiency performing of civil servants and improves personnel expenditure budget. One of some causes that increase bureaucracy's size is honorary employees. Increasing of bureaucracy's size included on Academic Document from Draft of Regulation about State Civil Apparatus (RUU ASN) that government policy to appoint 861.869 honorary employees from 2005 until 2009 made 23,53% increasing of civil servants.

One of the basic changes to reform bureaucracy in Indonesia is the policy of "zero growth" that becomes the rule of the civil servants moratorium. It reforms some aspects, such as recruitment system and personnel expenditure budget in the central government and local government. The change for honorary employees is recruitment test to be civil servants, especially for the second category of honorary employees. The Head of Subdirectory of Personnel Control 1 in State Personnel Institution (SubditDalpeg I BKN), Paul DwiLaksono explained that "to be appointed as civil servants, the second of honorary employees have to pass in written test for basic competence and level competence" (Esy, 2012).

The existence of recruitment test for the second category of honorary employees affects some local governments that employ the second category of honorary employees to meet public's needs because the lack of civil servants. Bogor Regency is one of the interesting regions in Indonesia. Bogor Regency is the district with

the largest population in West Java in 2009 i.e. 4.453.927 residents and it has a minimum ratio of civil servants i.e. 0,48 (The Provincial Government of West Java, 2010). The minimum ratio makes Bogor District uses a lot of second category of honorary employees to help the implementation of public services. However, Bogor Regency has minimal opportunity to appoint the second category of honorary employees to be civil servants even it has minimum ratio of civil servants, because personnel expenditure budget is 50% approaching the limit of the region budget (APBD). The personnel expenditure budget in Bogor Regency more increasing because Bogor Regency got the biggest formation (193 civil servants) for first category of honorary employees in West Java as the result from recapitulation of identities of civil servants (NIP).

Other problems for the second category of honorary employees in Bogor Regency are the difficult test and the low competence of second category of honorary employees. Vice Minister of PAN-RB, EkoPrasojo said that the recruitment test for second category of honorary employees is equal with the standard operation procedure for general applicants, and difficult because it is not a formality (kerja.com, 2003). The Staff of Formation Personnel Division in Personnel, Education and Training Institution of Bogor Government (BKPP), Hastuti said that "if I predict, most of them (second category of honorary employees) are not qualified to compete on the outside, because their skill is low" (Interview with Hastuti, 18 November 2013). This low competence can complicate the second category of honorary employees to pass the test, moreover the test uses passing grade mechanism. Because of passing grade mechanism, Bogor Regency ever got the highest failed formations (129 formations) from 21 regions which allowed to recruit civil servants in 2012 (Ministry of PAN-RB, 2012). From these statements, indicating that the second category of honorary employees in Bogor Regency complicate to pass the test (the test only appoints 30-35% from the second category of honorary employees in Indonesia).

The lack of opportunities for the second category of honorary employees in Bogor Regency to be appointed as civil servants can obstruct the implementation of public service, especially in education services as strategic areas. Whereas, Bogor Regency facing the shortage of the number of employees, especially teachers and the second category of honorary employees supporting the continuity of education services. In line with the statement from the head of Personnel, Education, and Training Institution of Bogor Government, Guniarwaty that "yes, they support (the second category of honorary employees). Because the number of civil servants in Bogor Regency until October 2013 around 19.600, total areas are 2.300 kilometers (km²), and the total population of residents are 5,2millions. The ratio of civil servants is still 0,43. So, it becomes a problem between us and all unit of government. For example, if we have a meeting every Wednesday with our regent, there's always the same complaint about human resources, especially in Departement of Education" (Interview with Guniarwaty, 5 December 2013).

Based on many problems, Bogor Regency needs to make the staff planning for the second category of honorary employees. The staff planning for the second

category of honorary employees who are not qualified to be civil servants is important because it relates with the effort to face them as long as there's no regulation about the second category of honorary employees from the central government. The urgency of this staff planning because 70% from a second category of honorary employees who are not qualified to be civil servants will be returned to the local government. Head of Apparatuses Recruitment in Ministry PAN-RB, FarazDiah said that the second category of honorary employees who do not pass the test will be returned to local governments, whether local governments will employ, retired or give the separation payment (Nugraha, 2013).

Because of many problems and the return of the second category of honorary employees to local governments until central government makes regulations about the second category of honorary employees, the description about the staff planning of the second honorary employees in Bogor Regency becomes important. The urgency of the description about the staff planning is to get relevancy with the real condition in Bogor Regency, so the implementation of the staff planning can not obstruct public services, especially in education sector that employ most of the second category of honorary employees. Afterward, the staff planning for the second category of honorary employees becomes one of some efforts to accomplish employees' proportion in Bogor Regency.

As a qualitative research, theories are needed to interpret the meaning (Pasolong, 2012: 163). Theories are also used as a basis for depth understanding of social context (Pasolong, 2012: 169). Theoretically, in describing how the staff planning for the second category of honorary employees who are not qualified to be civil servants in Bogor Regency, are used the concept of institutional and human resource management in particular human resource planning to support the interpretation of data from the field research.

Knigh (1992: 17) defines that institutions are a critical resource to make expectations still exist, institutional rules are divided into two parts. The parts are the nature of sanctions for offending and the future actions that people might to do. Institutional theory states that the organization faces some demands which opposite each other and it can adopt the practices and structures that divert stakeholders' attention of the things unacceptable, to give legitimate impression (Daymon and Holloway, 2002: 196). Bromley (1989) in Arifin (2005: 46) defines institutional as the ordered relationships among multiple parties. Institutional are defined as a set of working rules of going concerns and also as collective activities in a control of jurisdiction, deliverance or liberation, and expansion of individual activities (Arifin, 2005: 46). Institutional theory is used as an explanatory for staff planning in Bogor Regency, because the staff planning results are collective meaning; the ordered relationships between Bogor Regency and the second category of honorary employees who are not qualified to be civil servants; and a set of working rules of going concerns.

In order to get a comprehensive description about how the staff planning in Bogor Regency for the second category of honorary employees, it has to use the concept of human resource management. as the private

sector, the public sector also uses human resource management. Irianto in Wibawa (173: 2009) proposes that the public sector as well as the private sector that has issues relating to effectiveness and efficiency of human resource utilization, so human resource management is needed to face it. Afterward, the public sector requires human resource management because public demanding the role of bureaucracy has orientation to achieve the public's needs (Boyne et al, 2004 in Irianto, in Wibawa, 2009: 173). Westerman and Donoghue (1989: 15) describes human resource management as the length procedures and techniques used by management in organization to process and analyze the needs of human resources in change, and include the policy of personnel development in long-term effectiveness. Flippo (1995: 11) defines that personnel management is the planning, organizing, directing, and controlling of the procurement, development, compensation, integration, maintenance, and separation of human resources.

Human resource planning is a part of human resource management which has been linked with this research. Barry (1994) and John and Pauline (1998) in Umar (1999:4) defined human resource planning is a way to establish the purpose of employment both quantity and quality in a given period with certain ways, so organization can avoid the scarcity of human resources. Human resource planning is the main function that have to be implemented by organization to ensure the availability of appropriate manpower in the right position, the right job, and the right time (Sutrisno, 2009: 33). Werther and Davis (1989) in Sutrisno (2009: 33) describes human resource planning as a systematic planning and procurement of the estimated needs of employees. Walker (1980: 5) defines human resource planning is a management process, not only a part of the personnel function. Changing conditions and development activities are required to meet the needs of management (Walker, 1980: 5).

In the public sector, human resource planning is required to achieve the mission for the sustainability of the needs of human resource, especially civil servants in the future. Sylvia and Meyer (2002: 122) state that overall, the plan of organization enables the sharing of human resources, and it needs the planning to recruitment and training of new workers and re-training current workers to accomplish the mission. Projecting of human resource need is an important and ongoing part of personnel mission. Then, in Sakinah (2012 : 39) states that public Servant Procurement is the process of the activity to apply the vacancy, from the stage of planning, announcement, application, selection, up to placement stage.

Based on Sutrisno (2009: 38-39) and Walker (1980: 11) there are similarities in the planning process, such as: 1) inventories and analysis of data to forecast the demand and supply of human resources as investigation of the external environment, internal environment, and organizationally; 2) forecasting availability of human resources nowadays and future; 3) establish the purpose of human resource planning; 4) develop plans and programs for all activities of human resource management, start from recruitment until dismissal, to achieve the purpose of human resource planning; 5) support the staff planning and programs to facilitate the purpose human resource.

In this research, the staff planning in Bogor Regency for the second category of honorary employees who are not qualified to be civil servants is defined as a guide to estimate the needs and to anticipate the future needs of employees in Bogor Regency. The government can continue public services and other activities when the results of the test are published until the central government release the official regulation for the second category of honorary employees.

RESEARCH METHODS

This research can be categorized as a qualitative research. This research started with the existence of the particular case in certain social phenomenon (Pasolong, 2012: 169). The particular case is based on the recruitment test for the second category of honorary employees to be civil servants. With a qualitative approach, researcher centralizes the attention at the data results from the field. Theories are used to understand the background of situation and individual in the field that brings a lot of perception about the phenomenon, then uses to describe and explain the staff planning for the second category of honorary employees who are not qualified to be civil servants in Bogor Regency.

Based on the purpose, this research can be classified as descriptive research. Data collection technique is done by using qualitative method through the in-depth interview and document study. The selection of informant is done by using purposive sampling to get the appropriate informant to give more information about the particular case in Bogor Regency.

Data analysis technique in this qualitative research is collected and written in the field report with purposes to know what data are still needed to find; the compatibility of hypotheses; the questions that are still needed to answer; what problems that have to repair (Pasolong, 2012: 164). In this research about the staff planning for the second category of honorary employees who are not qualified to be civil servants in Bogor Regency, is done by using data analysis technique because the object from this research is to know about the staff planning which is made by Bogor Regency. The limitation in this research is the devoid of the government rules that regulate the issues about the second category of honorary employees specifically, so it is hard to get comprehensive analysis in 2013.

RESULT AND DISCUSSION

Analysis are done by using the data result from the in-depth interview and document study. This journal shows some analysis about the recruitment test to be civil servants for the second category of honorary employees; the staffing policies in Bogor Regency; and the staff planning for the second category of honorary employees who are not qualified to be civil servants in Bogor Regency.

Discussions about the recruitment test to be civil servants for the second category of honorary employees and the staffing policies in Bogor Regency become related parts to get the real view from the data field as consideration about external conditions (the recruitment test and the staffing policies). Description is done to adjust analysis about how are the planning and the relevancy between the staff planning for the second category of honorary employees and the real conditions in Bogor Regency.

The recruitment test to be civil servants for the second category of honorary employees is based on the devoid of selection for the second category of honorary employees who work in government units. The devoid of selection makes it difficult for the central government to ensure the appropriateness between competence of the second category of honorary employees and tasks that is needed by government institutions not only in the central government, but also in the local governments. The recruitment test is also based on appreciation from the central government to the dedication of the second category of honorary employees. This appreciation gives chances for the second category of honorary employees to be civil servants. Existence of the staff planning for the second category of honorary employees have to consider public demands for increasing public service quality that is expected from the recruitment test, so the staff planning is not opposite with urgency of recruitment test.

Not only from the background of recruitment test, the staff planning for the second category of honorary employees who are not qualified to be civil servants also need to give priority about public expectation because Bogor Regency Administration is an institution as an important resource to achieve the future actions and to synergy many interests. The existence of the recruitment test to be civil servants for the second category of honorary employees has three expectations. These expectations are to improve productivity levels; to improve a quality of work, and to ensure that the organization meets legal aspects. Expectation to improve productivity levels has a correlation with the expectation to improve a quality of work. Improvement quality of work is showed by compatibility between the competence of the second category of honorary employees and the needs of competence. Compatibility competence has the impact with an improvement of productivity of public services. The recruitment test to be civil servants for the second category of honorary employees fulfills legal aspects because it is implemented nationally with the legal rules from the central government and is corrected by the consortium of the state universities.

As an effort to face all of the demands from the external and internal, the staff planning for the second category of honorary employees is used to filter and adopt the advantages of the recruitment test into the planning, and Bogor Regency can avoid the negative perception from the second category of honorary employees and the other stakeholders. The advantages from the recruitment test to be civil servants for the second category of honorary employees is to ensure government units that there are compatibility between basic competence and level competence from the second category of honorary employees to be civil servants. The existence of the recruitment test to be civil servants for the second category of honorary employees gives the standard of recruitment not only for internal government units, but also nationally. The other advantage is to deliver minimum requirement which is needed for civil servants. The existence of the recruitment test to be civil servants for the second category of honorary employees is also useful for the second category of honorary employees because it can improve their standard of life when they become civil servants.

Not only considering the background, expectations, and advantages from the recruitment test to be civil servants for the second category of honorary employees, the staff planning

also needs to consider issues that become the background and enable to appear after implementing recruitment test. Even when the test is going to be implemented, there are still some problems. The first problem is the demand from the second category of honorary employees to be civil servants, so there was the appointment in 2005-2009. However, there are honorary employees who do not become civil servants. These honorary employees caused other problem about the indication of data manipulation. Because of that, there is quality assurance team to follow-up these honorary employees. Investigation result shows that there is different perception and there is not data crosschecking about honorary employee identities, especially the first category of honorary employees, so their identities are changed to become the second category of honorary employees and it causes increasing the quantity of the second category of honorary employees and the chance for the second category of honorary employees decreases. The other problem is the different perception from local governments about the status of the second category of honorary employees. Local governments assume that the second category of honorary employees will become government employees with employment agreement (P3K). In the reality, P3K is not for the second category of honorary employees, but it is for general applicants who are qualified and has passed the test. Because of these problems, Bogor Regency has to make holistic staff planning to accommodate the most of second category of honorary employees who are not qualified to be civil servants. The government also have to make clarification about P3K, so the staff planning for the second category who are not qualified to be civil servants is not assumed as the change of status from the second category of honorary employees become government employees with employment agreement (P3K).

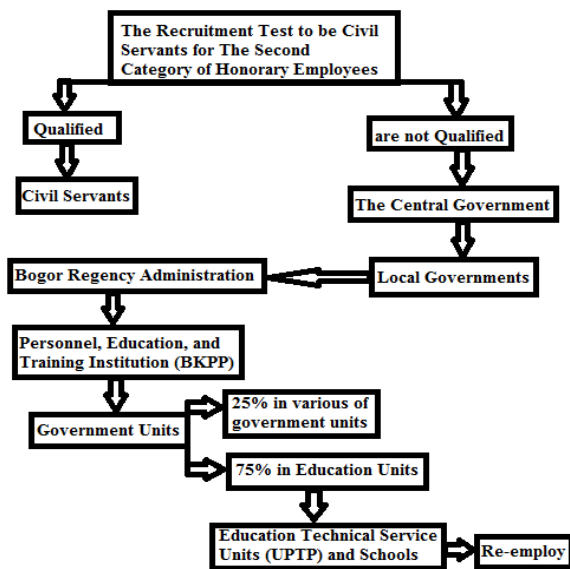
After the recruitment test to be civil servants for the second category of honorary employees, the central government has a planning for the second category of honorary employees. This planning has to become a consideration for the staff planning in Bogor Regency. The planning is to make its own rules for the second category of honorary employees who are not qualified to be civil servants because the devoid of specific rules for the second category of honorary employees. The rules contain the mechanism of appointment; salary; the rights and obligations; network; and assurance for honorary employees. The rules are based on Draft of Regulation about State Civil Apparatus (RUU ASN) that regulates about the government employees with employment agreement (P3K). The second category who are not qualified to be civil servants can take a part in recruitment test for P3K. However, if they are not qualified to be P3K, the government have to dismiss them to support professionalism in bureaucracy. Dismissal is followed by payment. In temporary time, the second category of honorary employees is returned to local governments until the central government makes their own rules regarding this matter.

Bogor regency is one of the local governments that employ the second category of honorary employees to support public services and administrations. Because of that, policies for the second category of honorary employees are needed in Bogor Regency. However, the regulation from central government are only about identity and mechanism of appointment for the second category of honorary employees. The regulations

from the central government are the Government Regulation No. 48/2005 jo. The Government Regulation No. 43/2007 jo. The Government Regulation No. 56/2012. There is no regulation about the second category of honorary employees in Bogor Regency. The impact is transferring authority to regulate honorary employees from Bogor Regency Administration to government units in Bogor Regency. Transferring authority makes internal of government units have most of authority to regulate honorary employees especially the second category of honorary employees. Internal authority in government units becomes uncontrolled because Bogor Regency Administration can not interference the authority. Related to wages for the second category of honorary employees, it is paid by internal government units because it is not paid by the region budget (APBD). Bogor Regency Administration just gives the honorarium. Honorarium as an effort from Bogor Regency Administration to government units and honorary employees because the lack of ability Bogor Regency Administration to provide employee formations and to appoint honorary employees to be civil servants. Based on that condition, the staff planning for the second category of honorary employees who are not qualified to be civil servants have to consider the control from Bogor Regency Administration and prosperity for the second category of honorary employees who are not qualified to be civil servants.

The pattern of the staff planning for the second category of honorary employees who are not qualified to be civil servants in Bogor Regency can be seen from the following picture 1.

In order to face the result of recruitment test to be civil servants for the second category of honorary employees, Bogor Regency Administration has a plan to re-employ them. The planning to re-employ is based on the devoid of regulation from the central government about the second category of honorary employees in the future. The planning to re-employ the second category of honorary employees is implemented until the central government makes the regulation about the status of the second category of honorary



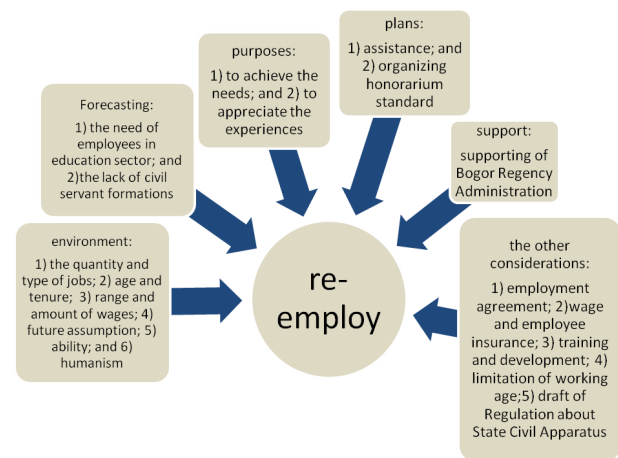
Picture 1. The Pattern of The Staff Planning for the Second Category of Honorary Employees Who are not Qualified to be Civil Servants in Bogor Regency

employees. Bogor Regency Administration transfer the authority to regulate the second category of honorary employees to government units because the minimum interference. The minimum interference is caused by the incapability to provide the need of employees in every unit, especially in the educational sector that employs most of the second category of honorary employees in Bogor Regency.

From the data result, it is known that the second category of honorary employees are going to be re-employed like before the recruitment test to be civil servants until the government regulation is made. The staff planning is done by using some processes, as : 1) inventories and data analysis from the environments to get description about demand and supply that are received from the second category of honorary employees who are not qualified to be civil servants; 2) forecasting about the availability and composition of the current second category of honorary employees and the need of human resources from them in the future; 3) the purpose from the planning to re-employ the second category of honorary employees who are not qualified to be civil servants; 4) plans and programs that are prepared to support the staff planning for the second category of honorary employees; and 5) supporting from Bogor Regency Administration to optimize the staff planning to re-employ the second category of honorary employees who are not qualified to be civil servants.

The staff planning to re-employ the second category of honorary employees who are not qualified to be civil servants in Bogor Regency can be seen from the following picture 2.

The picture shows that the staff planning to re-employ the second category of honorary employees who are not qualified to be civil servants is considered from 5 (five) things: environment; forecasting; purpose; plans; and support from Bogor Regency Administration. Based on inventories and data analysis from the environments, there are some aspects to be considered, for example: the quantity and type of jobs; age and tenure; range and amount of wages; future assumption; ability; and humanitarian values. The highest number of jobs is in the educational sector and the highest type of jobs is teachers. Based on the maturity of experiences and the ability to adapt, age and tenure become the main



Picture 2. The Staff Planning to Re-employ The Second Category of Honorary Employees Who are not Qualified to be Civil Servants in Bogor Regency

considerations. However, age and tenure are predicted to hamper the staff planning because it is affecting the development that is conducted after re-employing. Then, the staff planning to re-employ are based on range and amount of wages because the second category of honorary employees always receives minimum wages. The lack of budget makes government units re-employ the second category of honorary employees who are not qualified to be civil servants. Related with the future assumption, it is known that Bogor Regency still needs the second category of honorary employees especially in the educational sector because the lack of teachers is over 50%.

Afterward, the ability of the second category of honorary employees have to be considered also because they have to fulfill a need. Fulfillment of ability is caused by learning and working at the same time, and the effort from the second category of honorary employees especially teachers to adjust their competence with the regulation. The last environment consideration is humanitarian values such as the psychological of the second category of honorary employees and their family life. The environment considerations show that the staff planning start to synergize with the urgency of the recruitment test to be civil servants to meet the demand of improving public services, not only expecting the quality of work but also still considering the humanitarian values. At least, the staff planning can be a solution before the central government provides the necessary regulation for the second category honorary employees.

Based on forecasting the needs, it is known that there are a large need of employees especially in the educational sector. The need of employees in the educational sector is caused by the lack of teachers and the need to improve the knowledge for students. The lack of teachers causes the second category of honorary employees to support the continuity of learning activities in Bogor Regency. Improving the knowledge of the students is caused by the existing lessons and curriculum improvement, more teachers are needed. However, inability to provide civil servants teachers makes the second category of honorary employees can be empowered to fulfill the need. The staff planning to re-employ the second category of honorary employees who are not qualified to be civil servants as an effort to support the sustainability of public services in the strategic sector, such as educational sector.

There are two reasons that has become the basic purpose to re-employ the second category of honorary employees. The reason is to fulfill the needs, especially in the educational sector and appreciate the experiences. For a long time, the second category of honorary employees has supported public service in the educational sector which has minimum civil servants. Afterward, to appreciate the experience because the second category of honorary employees has a long tenure. The purpose from the staff planning for the second category of honorary employees in line with the purpose from the recruitment test to be civil servants for the second category of honorary employees, that is to appreciate their dedication.

The plan of Bogor Regency Administrations on supporting re-employment of the second category of honorary employees is to give financial assistance and organizing honorarium standard. Both of these matters are performed so the plan for re-employ can be controlled and the prosperity of honorary employees can be assured. Financial assistance is created because employees wages are low. Regarding

organizing honorarium standard, it is to be expected that there is an income equity for the employees who have a different range of each unit. The lack of the plan by the local government is to suppress excessive interference into each unit. This interference need to be suppressed because of local government do not have ability to provide civil servant formations that is needed by each unit, especially education sector and employees assignment that was performed based on each unit policy.

The last consideration is the support from Bogor Regency Administration. This support will strengthen a unit commitment particularly education sector to re-employ second category of honorary employees. This support is born of the local government limited budget to provide the need of civil servant formations, along with the absence of regulation from the central government regarding the second category of honorary employees sustainability.

In addition, considerations from environment; forecasting; purpose; plans and programs; and support from Bogor Regency Administration, the staff planning to re-employ the second category of honorary employees also has to consider the draft of Regulation about State Civil Apparatus (RUU ASN). It is the employee policy made by the central government that is applied nationally regarding State Civil Apparatus. Furthermore, there are other matters that needs considerations from Bogor Regency Administration, such as employment agreement correlated to limitation of working age and remuneration in accordance with the local minimum wages; employee insurance; and training and development. These matters can be done until further regulation by the central government is released.

The planning to re-employ the second category of honorary employees can be seen by the relevancy to their condition in Bogor regency. Relevancy of planning to re-employ the second category of honorary employees

Table 1. The Relevancy between Government Actions (Re-Employ Planning) and The Condition of Second Category of Honorary Employees in Bogor Regency

The Second Category of Honorary Employees Condition in Bogor Regency	Action taken by Bogor Regency Administration
Years of services from the Second Category of Honorary Employees are quite long with the result that they are able to adapt with their job	It is appropriate to re-employ because of their experiences and ability to adapt to fulfill HRD needs until there is an official regulation from the central government that meets the condition needed by the local government of Kabupaten Bogor. However, it is necessary to have employment agreement and limitation of working age for the second category of honorary employees until the central government release an official regulation so their status as employees are clear.
Educational sector uses the most of Second Category Honorary Employees (75%)	It is appropriate to re-employ until the central government release an official regulation so it can be a solution to avoid the lack of employees in educational sector as a base service area that must be fulfilled.

The Second Category of Honorary Employees have minimum wages	Re-employ the second category of honorary Employees have to consider Regional Minimum Wages or optimizing financial assistance to provide a proper livelihood for them as long as there is no official regulation from the central government. As for planning to re-employ, it is already in accordance with financial assistance and honorarium standard because of their minimum wages.
The lack of competency of the second category of honorary employees	Plan to re-employ which is not accompanied by plans or programs to improve their competency are seen to be irrelevant. Most of the Second category of honorary employees are filling the education sector which have huge urgency for a country sustainability. Based on that, it is necessary to consider training and development for them until official regulation from the central government is released. The existence of training and development will help prepare themselves when faced with official regulation which will be released by the central government, such as an exam to become a government employee with employment agreement.

as Bogor Regency's action with the second category of honorary employees condition in the field can be seen from the following table 1.

CONCLUSION

Based on the results from the field, it is known that the staff plan for the second category of honorary employees who are not qualified to be civil servants in Bogor Regency is to re-employ them who are mainly filling positions in educational sector. Re-employment is done by Bogor Regency Administration because employees are returned from the central government to local governments until an official regulation is released by the central government. In Bogor Regency, plans to re-employ is based on the needs of each unit which cannot be fulfilled by the local government because of limitation on providing human resources. It is known that plans to re-employ are based on five aspects, which are environment (number and type of employment, age and tenure, range and amount of wages, future assumption, ability, and humanism); forecasting (the need of teachers and the lack of civil servant formations); purpose (to fulfill employment needs, especially in education sector); plan (financial assistance and organizing honorarium standard); and support from Bogor Regency Administration. However, Bogor Regency Administration has to consider a comprehensive planning for the second category of honorary employees, such as the existence of employment agreement; suitability of regional minimum wages and insurance; training and development; and limitation of working age for the re-employment; along with considering Draft of Regulation about State Civil Apparatus. Plans to re-employ the second category of honorary employees who are not qualified to be civil servants mostly seem relevant to Bogor Regency condition which needs them as supporting resources for the government.

From the complexity that is experienced because of the existence of the second category of honorary employees in Indonesia, central and local governments have to consider other alternatives, such as employees redistribution to minimize the lack of civil servants. Furthermore, in order to minimize the lack of employees, Bogor Regency Administration can optimize Job Analysis, Work Load Analysis, Needs Projection, Redistribution, and Budget, along with human resources quality in accordance to passing grade existence. This optimization is needed so that the central government can provide a suitable formation, according to the need of each regent/local government.

REFERENCES

- Arifin, Bustanul. 2005. *Pembangunan Pertanian-Paradigma Kebijakan dan Strategi Revitalisasi*. Jakarta: PT Grasindo.
- Anonymous. 2013. Soal Tes CPNS Guru Honorer K2 2013 Wajib Dipelajari. 5 April 2013 <http://ker-ja.com/soal-tes-cpns-guru-honorer-k2-2013-wajib-dipelajari/>
- Badan Kepegawaian Negara. (2013). Penetapan NIP dari TH Kategori 1 Kanreg III BKN. 11 Juli 2013. <http://www.bkn.go.id/kanreg03/in/berita/171-penetapan-nip-dari-th-kategori-1-kanreg-iii-bkn.html>
- Daymon, Christine, dan Immy Holloway. 2002. *Metode-metode Riset Kualitatif dalam Public Relations dan Marketing Communications*. Yogyakarta: PT Bentang Pustaka.
- Esy. (2 November 2012). Lulus Tes, Honorer K2 Tak Otomatis jadi CPNS. 25 Maret 2013. <http://www.jambiexpres.co.id/berita-1939--lulus-tes-honorer-k2-tak-otomatis-jadi-cpns.html>
- Flippo, Edwin. B. 1995. *Personel Management-edisi terjemahan jilid 2*. Jakarta : Penerbit Airlangga
- Kementerian PAN-RB. (2012). *Majalah Layanan Publik edisi XLIII*.
- Knight, Jack. 1992. *Institutions and Social Conflict*. Cambridge: Cambridge University Press.
- Nugraha, Insan Setia. (10 Juli 2013). Tenaga Honorer K2 akan Dipecat Jika Tidak Lulus Tes Ujian CPNS. 19 September 2013. <http://indojobhunter.com/tenaga-honorer-k2-akan-dipecat-jika-tidak-lulus-tes-ujian-cpns.html>
- Pasolong, Harbani. 2012. *Metode Penelitian Administrasi Publik*. Bandung: Alfabeta.
- Pemerintah Daerah Kabupaten Bogor. (28 Maret 2013). *Daftar Nominatif Tenaga Honorer Kategori II*. 6 April 2013. <http://www.bogorkab.go.id/wp-content/uploads/2013/03/DAFTAR-NOMINATIF-THK2.pdf>
- _____. (28 Maret 2013). *Pengumuman Nomor 800/693-Formasi*. 6 April 2013. <http://www.bogorkab.go.id/wp-content/uploads/2013/03/Pengumuman1.jpg>
- Pemerintah Provinsi Jawa Barat. (2010). *Jawa Barat dalam Angka 2010*. 6 April 2013. <http://www.jabarprov.go.id/root/dalamangka/JabalDalamAngka2010.pdf>
- Prijodarminto, Sugeng. 1992. *Disiplin Kiat Menuju Sukses*, Jakarta : PT. Pradnya Paramita
- Republik Indonesia. *Peraturan Pemerintah Nomor 48 Tahun 2005 tentang Pengangkatan Tenaga Honorer menjadi CPNS*.
- _____. *Peraturan Pemerintah Nomor 43 Tahun 2007 tentang Perubahan atas PP Nomor 48 Tahun 2005*

- tentang Pengangkatan Tenaga Honorer menjadi CPNS.
_____. Naskah Akademik Rancangan Undang-undang Aparatur Sipil Negara.
_____. Peraturan Pemerintah Nomor 56 Tahun 2012 tentang Perubahan Kedua atas PP Nomor 48 Tahun 2005 tentang Pengangkatan Tenaga Honorer menjadi CPNS.
- Sakinah, Nada. 2012. Implementation of Public Servant Recruitment Towards Disabilities in Jakarta and East Java. *Journal of Administrative and Organization : Business & Beraucrarcy*. Vol 19 (1), p. 34 - 44
- Sutrisno, Edy. 2009. *Manajemen Sumber Daya Manusia*. Jakarta: Kencana Prenada media Group.
- Sylvia, Ronnald D, dan C. Kenneth Meyer. (2002). *Public Personnel Administration second edition*. Orlando: Harcourt College Publisher.
- Umar, Husein. 1999. *Riset Sumber Daya Manusia Dalam Organisasi*. Jakarta : PT. Gramedia Pustaka Utama.
- Walker, James W. 1980. *Human Resource Planning*. New York: Mc. Graw-Hill Book Company.
- Westerman, John, Pauline Donoghue. 1989. *Pengelolaan Sumber Daya Manusia*. Jakarta: Bumu Aksara
- Wibawa, Samodra. 2009. *Administrasi Negara-Isu-isu Kontemporer*. Jakarta : Graha Ilmu.