

# PROCEEDING CONFERENCE PROGRAMME

## iconpo 2011

International Conference on Public Organization

CHALLENGE TO DEVELOP A NEW PUBLIC  
ORGANIZATION MANAGEMENT  
IN THE ERA OF DEMOCRATIZATION  
Comparing models in various countries

Yogyakarta Indonesia, January 21-22, 2011

ICONPO 2011 is Organized By

Department of Government Affairs and Administration  
Faculty of Social and Political Science  
Universitas Muhammadiyah Yogyakarta

In Collaboration with Korea University, Thammasat University  
and Universitas Ngurah Rai Denpasar



PROCEEDING : INTERNATIONAL CONFERENCE ON PUBLIC  
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This proceeding is a collaborative work done between Faculty of Social and Political Science of Universitas Muhammadiyah Yogyakarta, supported by Korea University, Thammasat University Thailand, and Universitas Ngurah Rai Denpasar. We dedicate this proceeding as an academic collaboration momentum of an International Conference on Public Organization "Challenge to Develop a New Public Organization Management in The Era of Democratization" which had held by Department of Governmental Studies Faculty of Social and Political Science of Universitas Muhammadiyah Yogyakarta, on January 21st – 22nd, 2011, in Yogyakarta, Indonesia.

We wish to thank the Rector of Universitas Muhammadiyah Yogyakarta Ir HM. Dasron Hamid, M.Sc for giving the license to drive this conference. We also express my sincere gratitude to Prof. Sunhyuk Kim of Korea University as our Keynote Speaker. Special thanks go to all of the honorable our paper reviewers for the Proceeding those are Assoc. Prof Azhari Samudra of Universitas Ngurah Rai Denpasar, Prof. Dr. Jin- Wook Choi from Korea University, Prof. Dr. Miftah Thoha, MPA from Universitas Gadjah Mada, Prof. Francis Loh Kok Wah, PhD from University Sains Malaysia, Prof. Dr. Azhar Kasim, MPA from Universitas Indonesia, and Dr. Vidhyandika D Perkasa from Center for Strategies and International Studies Indonesia (CSIS), Prof Amporn Tamronglak and Dr. Soparatana Jarusombat from Thammasat University, without their contribution this paper will never come into being. We also thank to the ICONPO committee, and all collagues for their support to this conference. We thank to all the paper presenters and participants who contributed through their papers in this proceeding.

This proceeding is divided into 10 themes, those are:

1. Environmental changes and collaboration in public organization.
2. Need assessment of public issues in public organization.
3. Design of structure organization in democratic era
4. Planning and Decision making .
5. Human resources management.
6. Culture and ethics of public organization in democratic era;

7. Communication practices in public organization
8. Transformative Leadership .
9. Current Management Information system in electronic era.
10. Performance measurement

Reason for selecting these themes is because the wave of democracy has influence the dynamics of public organization, a well known institution model related to governmental, non-profit, and non-governmental organizations. The dynamic of public organization management in response to democratic era, now encompasses more challenging issues. The issues such the shifting paradigm from government to governance could be seen as the trend drives to the reform of government. The concept of governance means that the government must improves the functions of public organization management process. The process must be efficiently, effectiveness, responsiveness, transparently, participative, and accountable. Other important issues are the growing of gender mainstreaming, public policy processes and the dynamic of civil society which have demanded a changing management of public organization. The most important thing so that public organization could challenge in the democratic era is to improve and develop a new public organization management. Therefore, public organization needs to respond, explore and develop innovative management. It challenges the scholars and practitioners to explore and develop new models of public organization management by drawing the experience and lessons learned of their countries

Thus, the proceeding explores the issues and challenges to develop a new public organization management in the era of democratization. We hope this proceeding will benefit the readers, academicians, politicians and scholars on more about a new way to develop public organization in this democratization era.

Yogyakarta January 21st 2011

**Head of Government Science**  
Dr. Suranto

**Dean of Faculty of Social and Political Science**  
Dr. Nurmandi



## PREFACE

The first paper as Keynote Speech written by Sunhyuk Kim (Professor, Department of Public Administration, Korea University) entitled **Globalization and Policy Change: The Case of Korea**. This paper emphasizes on "neoliberal" globalization. The writer argues that neoliberal globalization is just one type of globalization, and it is likely that in the future another type of globalization may emerge. "Varieties" of economic, political, and public administration systems in the world will respond differently to the new wave of globalization. It is essential, therefore, to craft a more prudent national strategy to flexibly and comprehensively deal with different kinds of globalization. The writer examines how Korea has coped with the challenge of globalization, by analyzing how the latest neoliberal globalization has affected governmental restructuring and policy transformation in Korea since its democratization in 1987. It is underscored that Korea needs a better national strategy to handle future waves of globalization—potentially of the non-neoliberal nature. I sketch out the main contents of such a new national strategy, primarily focused on the need to build and nurture more effective multi-sector governance system, increasing communicative and collaborative capacity of all the sectors involved.

The second paper was written by Su-jin, Yu, 3rd semester of master's course Korea University entitled **Conflicts in Environmental Policy-making in Korea: The case of Gyeyang Mountain Golf course**. In this research studies about the Gyeyang Mt. golf course development plan (GGDP) which has shown sharp conflict aspect. Commonly, environmental conflicts in the policy-making have two different belief systems such as environmental conservation and environmental development. Based on this two different belief system, various stakeholders united as a policy actor. Coalition actors from two different values enforce a different strategy to policy-making.

The third paper written by Laila Kholid Alfirdaus of Government Department Faculty of Social and Political Science Diponegoro University Semarang Central Java Indonesia titled **Governing the Disaster-Prone**

**Community.** Public organisation does not only deal with problems which is regular in its nature, periodical, and in orderly situation. More often, public organization faces uncertain circumstances that the way of governing as usual cannot be applied. One of the notable constraints in governing community for public organization to manage is disaster. Firstly, disaster often comes at an unpredictable time. Secondly, disaster often bears considerable risks even beyond a public organisation's capacity to deal with. Its quick attack often results in much longer impacts. Thirdly, any single thing, such as food supply, sanitation, water supply, shelter, and so forth, suddenly turns into emergency, meanwhile the public organization has usually shortcomings in resources. Fourthly, any demand for the public organization quickly moves into a big pressure, therefore public organization easily becomes the subject of failure once they are unable to tackle the complex situation. Considering such the specific nature of disaster, there is a clear need for public organization to apply specific governing strategies. This paper tries to elaborate some thinking on governing the disaster-prone community, especially for developing nations, using experiences in various countries. Such a thinking becomes important since it is the developing nations that use to have problems in their bureaucratic structure. A change of mindset in public organization in which disaster should not be treated as business as usual rather as in a crisis is one of the keys. A deep thinking on how to manage the interrelation with some non-government organizations, economic society, academic society, and the media in emergency and recovery based on context and culture, is also worthwhile.

The fourth paper entitled **The Sustainability of Jakarta as the capital city.** It is written by Hartuti Purnaweni Public Administration Program, Environmental Study, Post Graduate Program, Diponegoro University. This paper aims to find out efforts to be done to Jakarta as the Capital City of the Republic of Indonesia. Jakarta has turned from merely old day traditional port to the present day of a megapolitant figure, where skyscrapers mount in many places. Jakarta is an area with low topographic feature as it is situated at the coastline, in particular North Jakarta. As time goes by, the city becomes less convenient as settlements due to traffic jam, flood, land subsidence, land water deficit, inadequate green space, severe air pollution, etc. Jakarta's carrying capacity has been passed over. New public management system is needed. Therefore, a new paradigm has emerged concerning its status replacement as the Indonesian capital city, and to make it a more livable city. Three alternatives are proposed for the solution.

The fifth paper entitled **Democratization and Environmental Politics of Natural Resources Management** at Local level written by Edi Santosa, Governmental Program, Social and Political Faculty, Public Administration, Post Graduate Program, Diponegoro University. The paper aims to deliver the idea that Environmental democracy is not new in Indonesia since it stated its commitments in Rio Declaration in 1992 and World Summit on Sustainable

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Development in 2002. However, empirical evidence shows that the commitment to implement the ideal is still far behind. In theoretical, policy and empirical area, discussing environmental sociopolitical aspects should include all stakeholders in it. In managing environment and natural resources, both politicians and government officials have the political power as representatives of the state. Their political actions should cover activities of development policies which are oriented towards sustainable development, whether at local, national, regional and global. Rondinelli and Chema (1993) stated that the state should be committed to pursuing sustainable development across the region – it calls for a clean and green environment with fully established mechanisms for sustainable development to ensure the protection of the environment, the sustainability of its natural resources and the high quality of life of its people and neighbours in one earth.

The sixth paper entitled **The Implementation of Social and Environmental Responsibilities's Regulation by PT Karya Tangan Indah Bali** written by Ni Putu Tirka Widanti, Universitas Ngurah Rai, Denpasar, Bali, Indonesia. The paper aims to analyze the most prominent CSR activities of PT Karya Tangan Indah, those are the environmental re-cycling and social religious supports to the traditional village where the company is situated. PT. Karya Tangan Indah's CSR programs are affected by the party receiving supports and the internal organization. From the analysis, it has been found that PT. Karya Tangan Indah's CSR programs on recycling and social religious supports have managed to attract the community's enthusiasm. It is because the ritual ceremonies in the traditional village where PT. Karya Tangan Indah operates are held regularly and involve the entire community members. Based on the analysis findings, it is recommended that the future PT. Karya Tangan Indah's CSR programs should involve the community members commencing from the planning up to the evaluation processes. It is necessary to involve them for sustainable programs and for addressing their needs and priorities. In addition, their involvements are hoped to be able to duly plan and organize the allocated budgets.

The seventh paper is **Impacts Of Decentralization On Environmental Management In Thailand**, written by Soparatana Jarusombat, Ph.D of Faculty of Political Science, Thammasat University, Bangkok, Thailand. This paper describes the process, institutional and legal framework within which the environmental management operates in Thailand. It specifically focuses on the decentralization within central and local government's role in environmental management. The aim of the paper is to examine how interface between the central and local loci of power have affected pieces of legislation relating to management of the environment by central and local government in Thailand.

The eighth paper is titled **An Empirical Study of the Autonomy of Thai (Autonomous) Public Organizations** written by Associate Professor Amporn Tamronglak, Head of Public Administration Department and Director of Executive Public Administration (EPA) Program, Faculty of

Political Science, Thammasat University, Bangkok, Thailand. The latest Administrative Reform in Thailand in 1999 reflected the influence of New Public Management (NPM) perspectives, leading to a drastic restructuring of age old bureaucracy. "Agencification" or creating new single purpose agencies was one of various approaches to face lift bureaucracy in the name of "Public Organizations or Autonomous Public Organizations (APOs)" to be free from tedious regulations and hierarchical commands of politicians. Since (Autonomous or Quasi-autonomous) Public Organizations Act has been issued in 1999, there are approximately 29 agencies created. This paper aims at attacking and analyzing the issue of autonomy of Public Organizations in Thailand, which is the main reason in hiving off from their original organizations. The theoretical basis of autonomy employed in the study is drawn from Peters Verhoest and others, particularly in the areas of personnel and financial management. Constructive questionnaires were employed and collected between June and August 2010 from all 29 Public Organizations. In-depth interviews with the agency's executives were conducted to gain insight knowledge of the concept in practice. The statistical analysis shows that Thai APOs are more or less independent from the politicians. Though the legal and administrative structure of their establishment, they somewhat recognize and are responsive to the demands of the relevant Ministries. On the contrary, they are able to maintain the balance and handle the pressure in such a way that the agencies can carry out and accomplish the government policies professionally and cost-effectively.

The ninth paper written titled **Government Antismoking Campaign: Quixotic Dream Or Confident Expectation?** By Subiyanto of Wijaya Putra University. Smoking habit was one of global problems, but the effects of it are very dangerous on smoking related diseases, so Indonesian Government had to take the genius actions. This study investigated the effects of Government Antismoking Campaign on Behavior of Smoking in East Java. Research model was adopted from the Theory of Reasoned Action dan the Theory of Planned Behaviour introduced by Ajzen and Fishbein modified by DeVries et al. The population were smokers or someone who have experience with cigarette smoking in East Java, sampling method by Multistage Cluster Random Sampling in three stages. Data analysis utilized Structural Equation Modelling (SEM) used AMOS 4.01. Hypothesis analysis used regression Weight standardized estimates, compare p value in 5percent significancy, if p value < 5percent is mean significant. This study found four negative significant hypothesis and two not significant hypothesis. The effect of Government antismoking campaign on Attitude toward smoking behaviour and on Subjective norm of smoking are not significant, while effect of Attitude toward smoking behaviour on Refusal skill, the effect of Subjective norm of smoking on Refusal skill, are negative significant. The effect of Refusal skill on Behavioural intention to smoke, and the effect of Behavioural intention to smoke on Behaviour of smoking are also negative significant. There were

recommendations for Indonesian Government, cigarettes industries and collaboration among government and cigarettes industries.

The tenth paper entitled **Leading to Improvement? The Politics of ISO 9001:2000 Transfer to Local Service Delivery** and written by Wawan Sobari, Lecturer and Convenor of the Department of Political Science, Faculty of Social and Political Science, University of Brawijaya Malang. This paper addresses three main questions concerning the process, impacts and external evaluation of the transfer of ISO 9001:2000 to service delivery at the local secretariat office in the Regency of Malang Indonesia. Its methodology applies qualitative approach to build understanding by intensifying the research process aimed to obtain the full picture of the transfer. This paper shows some important findings around this transfer; first, the decision to transfer is a result of social process aimed to build better image of the office. As well, a policy network, ranges from local to international actors, has constructed the ISO 9001:2000 implementation as the best practice in service delivery. Finally, the certificate attributed to the implementation of ISO 9001:2000 cannot adequately assures the improvement of technical capacity of the office. Rather, it has created dependency on assurance server to sustain the performance improvement. Thus, this transfer has created a qualified office, not an educated office that is self-achieved fulfilment in delivering better service.

The eleventh paper **Democracy and Growth Revisited : An empirical study using fsQCA** written by Dong-Hyun Choi, Graduate Student, Department of Public Administration, Korea University. This paper will analyze The relationship between political freedom and economic growth has been a much scrutinized topic over the past few decades. According to Barro once the impact of other exogenous factors are controlled for, the effect of democracy on growth is weakly negative. He further raised the possibility of a nonlinear relationship between democracy and growth. Barro's work, while convincing in terms of methodological rigor and interesting in terms of the observations made, nonetheless is hardly free from the flaws that may potentially undermine the credibility of his arguments. This is the point of departure for this article. The first section of the article discusses the potential flaws evident in Barro (1996), and suggests ways to improve upon his work. The second section introduces fuzzy set qualitative comparative analysis (fsQCA) as an alternative methodological approach, and analyzes the relationship between democracy and economic growth using fsQCA. The analysis generally concurs with the nonlinearity hypothesis suggested by Barro (1996): democracy does in fact disparately impact economic growth at different levels of democracy. For full democracies and authoritarian regimes, causal combinations indicate that democracy has a positive impact on economic growth. For flawed democracies and hybrid regimes with intermediate levels of democracy, the dynamic between democracy and economic growth is revealed to be negative.



The twelfth paper entitled **Competition for jurisdiction over food industry in Korea** was written by Sung Eun Park, Korea University. This paper points out the matter of food safety management system with a view of competition for jurisdiction over food industry among the Ministry of Health and Welfare and the Ministry for Food, Agriculture, Forestry and Fisheries and affiliated organizations. Each ministry has separate basic positions and approaches to food industry policy: regulation and promotion. The policy image has been changed into "regulation" as public anxiety and concern for hazardous foods has grown since the end of 1990. They complete take charge of promoting or regulating the food industry by establishing or amending laws, expanding organizations and mobilizing a coalition. Coordination by policy committee, cooperation between agencies, and integration of agencies were introduced as measures to eliminate unnecessary competition for jurisdiction.

The thirteenth paper written titled **Making Strategic Plan Works In Local Government: Challenge And Problems, A Case Study of Strategic Plan Implementation in Yogyakarta Special Province** by Achmad Nurmandi and Eko Priyo Purnomo of Universitas Muhammadiyah Yogyakarta. The term of strategic plan is a new type of plan in Indonesian government that introduced since 1999 based on Law No. 22/1999. As a new approach, government organization has tried to set priorities and allocated scarce resources according to the formulated vision and mission. Meanwhile, these strategic efforts have not been successful achieved yet, including in Yogyakarta Province. This essay examines the implementation of strategic plan in Yogyakarta Special Province. The Yogyakarta has vision and missions that are looked at this paper as basis of analysis. Measuring on how they can reach their goals and missions is an appropriate way to analyze the how the strategic plan works. Using qualitative data and choosing a case study method, this research also have conducted in-depth interviews with bureaucrats in Yogyakarta. First of all, the Yogyakarta province tried to providing the strategic plan to be followed by government officer in their activities according to strategic design and planning school approaches. Secondly, most of local government's agencies are less understand on their vision and missions. Thirdly, Zero-sum game effect, reaching the goals and mission are difficult because most of their budget is spending their salary. Fourthly, The strategic plan has been implemented but it has not executed the strategic zone whose it support for dealing with mission from number two to six .

The fourteenth paper written titled **Improving Indonesia Civil Servants REVITALISASI PELAYANAN PUBLIK MELALUI ANALISIS JABATAN 'Performance Through Job Analysis** by Dyah Mutiarin "Dr. Dyah Mutiarin" Department of Government Affairs and Administration Universitas Muhammadiyah Yogyakarta. The red tape phenomenon in Indonesia civil servants performance Khusus berkaitan dengan birokrat pemerintah, banyaknya persoalan yang timbul dalam pemerintahan selama ini pada

dasarnya menunjukkan rendahnya kemampuan dan kurangnya sikap dari aparaturnya untuk mencoba peduli dan membantu masyarakat serta pengguna jasa pemerintahan lainnya dalam memenuhi kebutuhannya. This shows the lack of ability and lack of capacity to carry government tasks. This phenomenon needs improvement. Improving the quality of the state apparatus resources is directed to realize the professional human resources, neutral, and prosperous for civil servants as well as citizen at large. Hal itu merupakan faktor penting dalam menunjang peningkatan kapasitas dan akuntabilitas kinerja instansi pemerintah. This is an important factor in supporting capacity and accountability of civil servants as well as state apparatus. Analisis jabatan diperlukan dalam pengembangan pegawai yang pada hakekatnya adalah suatu upaya pemenuhan kebutuhan tenaga kerja secara kualitatif sesuai dengan persyaratan pekerjaan yang ditentukan dengan mempertimbangkan kepentingan-kepentingan individu pegawai untuk dapat mengembangkan potensinya seoptimal mungkin mencapai karier setinggi-tingginya di dalam organisasi. Therefore, in order to achieve the quality of human resource in civil servants, the government need to continue to improve the application of merit system in the administration of personnel management by implementing job analysis. The future of structure bureaucratic organizations as public organization tend to be slender but rich in function. The concept of 'the right man in the right place in the right time' needs to be applied correctly in order in filling the vacancy actually forward the principle of professionalism through the process of job analysis.

The fifteenth paper titled **Career Path Development for Indonesian Public Servant** by **Utami Dewi, S.IP, MPP and Dra. Atik Septi Winarsih, M.Si** of Government Affairs and Administration Department, Universitas Muhammadiyah Yogyakarta. Decentralization demands more competent and professional public servants, so that they can perform jobs well particularly in delivering services to society and in maximizing local resources. However, several problems surrounding civil service management have hampered this decentralization goal. These obstacles come from government regulations, institutional relationship and human resources. There are some regulations on civil service affairs but many of them are incompatible. Ironically, moreover, the important regulation on public servant management-career path development- has not been formulated yet. This career path development is crucial since it guides the staff to plan their job position in the future. Moreover, it is beneficial for manager in the public sector to conduct staff placement and promotion. Therefore, the formulation and implementation of career path development is a must to find the best staff in the right job. In doing so, performance measurement that consists of performance appraisal, competency test and fit and proper test may be chosen as a model. This paper will reveal this career path development by firstly evaluating the practice of recruitment; promotion and mutation; salary; and performance appraisal system in recent Indonesian studies.

The sixteenth paper was written by Jin-Wook Choi, Associate Professor, Department of Public Administration, Korea University entitled **Anticorruption Agencies and Reform: The Case of the KPK in Indonesia**. This paper analyze the establishment of an anticorruption agency (ACA) due to reduce corruption in a county in this case is Indonesia. This paper examines the effectiveness of anticorruption law enforcement functions of the KPK, the Indonesia's ACA that was created in 2003 and identifies key challenges that lie ahead of the KPK. By adopting key performance indicators, this paper finds that the KPK has been successful in carrying out three-pronged anticorruption strategies—repression, prevention and public relations, which is congruent with strong public support to and trust in the KPK. However, the KPK faces several challenges posed by inherent structural limitations and external political forces that may threaten the efficacy of the Commission's anticorruption functions. While the public has to show continuous strong support to the KPK, the Commission must effectively perform legally mandated and socially expected anticorruption functions with high integrity and discipline in order to become a de facto ACA.

The seventeenth paper written by Bonefacius Bao entitled **Robust Ondoafi Powers in Central Urban Communities (Studies Authority Ondoafi in Jayapura Papua)**. This paper aims to find out Ondoafi in the capital to actualize its power, and care for it so the power of capital in the middle of an urban community. There are three power capital Ondoafi namely social capitals, symbolic and material. Assuming the persistence of capital even living in urban areas had to survive because they have the ability to manage symbols, manage social relationships and manage the economy. Allegations were proven because of the discussion about the workings of the three capital Ondoafi power, can be in the know that Ondoafi respond to change with the actualization of such capital through a revitalization strategy, adaptation and repositioning. Those capitals are not working alone but comes along. Ondoafi convert into equity capital one another so that there is a logical relationship with his rule. Capital-capital is reproduced and exchanged with each other. In practice the power to show how the three capital Ondoafi able to manage its power to make strategic changes. Ondoafi thus becomes very important and strategic for anyone who needs it.

The eighteenth paper was written by Arundina Pratiwi, entitled **Transformation of public organization Culture in Indonesian Democratic Era**. The main problem discussed on the paper provide an understanding about the transformation of public organization culture in Indonesian democratic era. Literatures research, both from books and media publications, on current development of transformative public services performed by several regional governments provides the primary conceptual foundation for investigating the effect of democratization process on the transformation of public organization culture in Indonesia. Additionally, this paper reveals the specific example on transformation of



organizational culture in the regional government of Jembrana in Bali which is currently often used as the best example for other regional governments across Indonesian archipelago. Jembrana case can be classified as a success of public organization culture transformation, with its main goal to overcome the bad image of Indonesian public institutions in serving public needs. The achievement of Jembrana can be used as an important example to motivate other regional governments to improve their commitment on providing good public services.

The nineteenth paper is **An Analysis of the Effect of Press Freedom on Corruption: Evidence through a Cross-Sectional Data Analysis** written by Songhee Yoo, mastercourse student, Korea university. This study attempts to find the relationship between the government corruption and the media based on Latham's democratic theory. First of all, the empirical results of this study show that the autonomy of the media reduces corruption. It can be seen as an element of direct democracy that makes up for the constraints of indirect democracy. In addition, the writer further investigated the impact of the economic level and social globalization on corruption through the empirical research. Therefore, when the anti-corruption policy is established, the administrator should carefully consider whether the policy runs the risk of suppressing the economic growth of a country. And globalization is an opportunity to establish anti-corruption agencies and institutions. Because increasing the level of trust with other countries brings down corruption in the field of related work. Finally, determinant element of reduced corruption is identified as femininity. However, the simple increase in the employment of women may not be the solution. If the organization wants to reduce corruption, they must increase the culture of femininity. Efforts should not stop at recruiting more female workers, but rather focus on the improvement of organizational culture.

The twentieth paper entitled **Organizational Communication licensing Office of Yogyakarta City to Achieve Service Performance** and written by Yeni Rosilawati lecturer of UMY, Communication Department majoring in Public Relations subjects, Krisna Mulawarman, lecturer of UMY, Communication Department, majoring in a broadcasting subjects, and Dian Kusumadewi alumni of Communication Department UMY, graduated in 2009. The paper focus on Licensing Agency it is an organization in the field of services still relatively new, however Licensing Office of Yogyakarta city has a strong commitment in carrying out its functions. Awards obtained Jogjakarta City Government Licensing Service Award include Investment Award from BKPM as City Best One Stop Service Providers in 2007 later in the year 2008 Licensing Office Title again awarded the Excellent Service Award 2008 as the image of one government agency that has the quality of public services best. This study sought to describe the steps the Licensing Office of organizational communication Jogjakarta City Government to improve service performance.

The twenty first paper entitled **Potential Users and Critical Success Factors of e-Government Services: the Case of Indonesia** written by Ali Rokhman, Post Graduate Program in Administration Science, Jenderal Soedirman University. This paper elaborated more on Implementation of e-government in Indonesia began in 2003. However, until then the public services that provided through e-government are still very limited in quantity as well as quality. Based on the research the internet users are they who have the characteristics in majority consist of: female, have age in twenty one to thirty years old, have bachelor education degree, and they have been using the Internet for a period of seven to nine years. Considering this phenomenon therefore from the government's perspective, the most critical factors for successful implementation of e-government are the e-leadership and the opportunity to develop employees' capacity in the technical training on e-government.

The twenty second paper entitled **Bureaucracy Culture and Leadership in Indonesian E-Administration Implementation: Based on Perspective of Knowing and Learning Organization** written by Ayuning Budiati and Rudiant Komara the paper focus on Indonesian E-administration implementation involves bureaucratic culture and leadership issues. Those issues appear due to the change that occurs if e-administration is implemented nationally. Implementing e-administration can be risky, expensive and difficult because public employees are not being motivated to improve and provide policy about ICT. This situation causes a lack of policy including operational guides at every level of government to improve ICT. Improvement of ICT literacy and skill is needed in Indonesia's e-administration implementation. The paper will analyze those factors regarding the organization's paradigms: organization as learning and knowing organization.

The twenty third first paper written by Gyuseong Park, Korea University entitled **Internet Regulatory Policy in Korea: Its Origins, Impact, and Changes**. The paper aims to show the reason why the Korean Internet regulatory policy to ensure safety has its own uniqueness which cannot be observed in other countries; using external plug-in program instead of built-in and highly dependent upon specific platform. According to the study following the institutional approach of regulatory policies, these "Korean-style" regulations were created to solve technological constraints in the early beginning stage of development of Internet transactions, but these regulatory policies results in many "unexpected outcomes," such as strengthening monopoly in Operating system and Web browser market, customers' inconvenience, and paradoxical outcome which regulations intended to enhance security eventually weaken the safety. These regulations have been challenged, and recently announced its abolishment by Korean government due to its negative consequences. Based upon this case, the paper argues that the technological factor, inertia of institution, and various actors and their interests around regulatory policies are important to understand these

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regulatory policies, and it contends that IT regulatory policies should be technologically neutral because these policies cannot catch up the rapid evolution of these industries.

The twenty fourth paper entitled **Decentralization, accountability and local government performance in Indonesia** written by Sujarwoto, PhD Student at Institute for Social Change University of Manchester UK and Yumarni, Lecturer on the Department of Public Administration, Jenderal Soedirman University Purwokerto Central Java Indonesia. This article contributes to an understanding the linkage between local government accountability, corruption, and citizens' participation. Departing from critiques on fiscal federalism theory, we propose hypothesized pathway through which decentralization can lead better local public service performance. The basic hypotheses underlying this research is that decentralization will result in better local public service performance only if mechanisms for strengthen political accountability are established within local governments. Without strong political accountability, decentralization only creates powerful incentives for political and bureaucrat agent to capture local political process and misallocate public resources. The writer tested these hypotheses against evidence from 155 newly empowered local governments in Indonesia. Governance Decentralization Survey Data (GDS) is used to examine the linkage between decentralization, accountability and local government performance in the country. The results of simple and multilevel regression model broadly support the hypotheses. Less corruption, higher local government accountability and citizen's political participation are all associated with better local government performance. In contrast, poorly performing local public services are often deeply rooted in their political and social contexts. Local governments often fail to provide better public service when political accountability is absent due to weak checks and balances, lack of transparency, and weak electoral incentives. These effects remain statistically robust across all regression specifications

The twenty fifth paper written by Septiana Dwiputrianti, Senior Lecturer and Head of Postgraduate Program School of Public Administration, the National Agency for State Administration (STIA LABandung, West Java, Indonesia entitled **How Effective is the Indonesian External Public Sector Auditing Reports Before and After the Audit Reform for Enhancing the Performance of Public Administration?**. The research aims to enrich the existing administration, accountability, and auditing of public sector literature. Two main research questions; firstly, how is the quality of information in the audit reports of the BPK; secondly, what are the key factors influencing the effectiveness and ineffectiveness of information in the audit reports.

The study revealed that the executive's history had historically neglected the roles and functions of BPK. Auditors lacked independence as the executive influenced the administration and finances of BPK. Auditors also had lack of opportunity to increase their professionalism. Since there was little incentive

for auditors not to accept audit fees from auditees, the objectivity and integrity of auditors was reduced significantly. Since the third amendment of 1945 Constitution in 2001, the Indonesian government had reformed laws and regulations related to public sector auditing for strengthening BPK. In situation where the Indonesian public administration needs immediate reform, BPK keeps trying to improve its professionalism and independence to provide qualified audit reports. BPK has been given much attention to education, training, and the development of other skills and knowledge; implemented remuneration; applied a rewards and sanctions. This study revealed a significant improvement in the amount and quality of in audit resources, including numbers of qualified auditors, representative offices, information and technology, and modern equipment. However, many new auditors lack of experience and lack of diverse educational backgrounds in addition to accounting and finance for conducting performance auditing. To enhance the quality of public administration and accountability, this study gives recommendations for BPK in (1) strengthening its independence, (2) expanding auditor's professionalism and competency in risk management (3) improving the facilities of the training centers, (4) increasing follow up of audit reports, (5) evaluating laws and regulations, (6) enforcing the implementation of performance auditing.

The twenty sixth paper Titled **The Strategy For Improving Public Services Delivery In Indonesia** by **Dr. Suranto**, Department of Government Science, Muhammadiyah University of Yogyakarta and **Awang Anwaruddin** of Center of Research and Development for Information System and Administration Automation, National Institute of Public Administration of the Republic of Indonesia. The crisis of public services in Indonesia has spread out to almost all sectors for decades. The poor level of public services performance suffered by customers is mainly indicated by sluggish service processes and excessive service cost. Various public policies have been undertaken to improve public services performance; however, no significant improvement is perceptible.

This paper attempts to find a strategic solution to improve the public services in Indonesia. Through a depth analysis, a positive answer is recommended: The Indonesian Government should carry out a comprehensive approach of bureaucratic reform, including the bureaucratic institution, management, human resources, and service culture. Since the reform is complicated and massive, however, it should be carried out incrementally, through preliminary, implementation, and evaluation stages.

The twenty seventh paper titled **Analysis Of Democratic Public Service Network Case Study in Urban Transportation Service in Makassar City**, South Sulawesi Province, Indonesia by: **Dr. Alwi, M.Si**. In general, public services organized by government bureaucracy are still serious problem, including urban transportation services/public transportation in Makassar City. In this case, urban transportation services in Makassar City have not

been able to provide service as expected by citizen. As principle of democracy, citizens are "masters" who must be delivered service satisfactorily by state officials. Therefore, government bureaucracy, in fact, must understand the needs of citizens and this is what writers call democratic public service. Theoretically, to solve complex problems such as problems of urban transportation services necessary inter-organizational networks, because many institutions and associated with it. Merging the two concepts into the concept of democratic public service (urban transportation) network is a new concept in the science of public administration. Inter-organizational network aims to use resource efficiently and effectively, as well as a democratic public service aims at making citizens as the focus of public service through their involvement in the process of solving public problems. This study aims to describe the implementation of democratic public services (urban transportation) network in Makassar City. This study used qualitative methods and case study research strategy to uncover the deeply democratic public services network. Data collection techniques used was observation, in-depth interviews, and documents. Processing technique and data analysis is the analysis of qualitative descriptive case study. The result of research pointed out that the implementation of democratic public service (urban transportation) network in Makassar City has not been effective.

The twenty eighth paper titled **Balance Theory** by Dr. Inu Kencana Syafii. When people ask why today Islam is blasphemed throughout the world — forbidden wearing headscarves in France, in the United States its presence is examined and in Australia its organizations were disbanded — with various accusations we did not expect, this was because Islam is one of the world paradigms worried shifting all previous paradigms. After weakened communism socialism and capitalistic liberalism is the only wide world paradigm, they concerned about the return of the — according to them — tyrant rule, then it is anticipated with slander and propaganda. However, inevitably, humankind will understand goodness, truth, and the beauty, also in ethics, logic and aesthetics. So where are the ideologies sitting in case Koran assembled all the disciplines of science, moral ethics, and nuances of art? How about Al Fatihah which became Prolegomena and *preambule*, in addition to reading of the prayer becoming the rhythm of worship? It should be impregnated that Al-Fatihah is the core essence of transcendental thinking in three world grand narrative

Yogyakarta, January 21th, 2011

**Editors:**

Dr. Dyah Mutiarin  
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## **Career Path Planning for Indonesian Public Servant**

Utami Dewi, S.IP, MPP<sup>1)</sup> and Dra. Atik Septi Winarsih, M.Si<sup>2)</sup>

### **Abstract**

Decentralization demands more competent and professional public servants, so that they can perform jobs well particularly in delivering services to society and in maximizing local resources. However, several problems surrounding civil service management in Indonesia have hampered this decentralization goal. These obstacles come from government regulations, institutional relationship and human resources. There are some regulations on civil service affairs but many of them are incompatible. Ironically, moreover, the important regulation on public servant management- career path- has not been formulated yet. This career path is crucial since it guides the staff to plan their job position in the future. Furthermore, it is beneficial for manager in the public sector to conduct staff positioning and promotion. Therefore, the formulation and implementation of career path is a must to find the best staff in the right job. In doing so, performance measurement that consists of performance appraisal, competency test and fit and proper test may be chosen as an alternative model. This paper will reveal this career path planning by firstly evaluating the practice of recruitment; promotion and mutation; salary; and performance appraisal system in recent Indonesian studies.

**Key words:** public servant, career path, recruitment, promotion, performance measurement

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## **A. Introduction**

Since decentralization has been implemented in 1999, Indonesian local governments are demanded to be more creative in managing their human resources due to their responsibility in increasing competitiveness and developing local autonomy. Local government institutions should consist of high competent bureaucrats in order to provide better public services and develop its local government capacity.

In the way of creating the best bureaucrats or public servants, who have high competency and good morality, government should implement staff career development. This career development is important in human resource management because this model will become guidance for staff to plan their career in the future. Moreover, it will be beneficial for government to arrange staff, so that in each government institution there will be the right person in the right job.

Recently, in many Indonesian government institutions, either in the central and in the local level, staff promotion and mutation is not based on staff performance appraisal system, but it is merely due to working time period requirement. For public servant, the regular promotion occurs every four year. It means that staff is promoted to the higher position just because he/ she has worked in their current position for four years or his/her experience is enough for getting the higher level position or echelon. If so, performance measurements are not the most significant factor to determine staff promotion procedure. Unlikely, many staff promotion happen due to list of rank stratification or even nepotism. Thus, career path development is vital for public servant in particular and the government in general to provide professional, high competent and good morality of civil servants.

This paper aims to examine human resource management particularly public servant career development in the local government of Indonesia. In doing so, the paper will discuss on career path, staff' promotion and rotation, performance appraisal and remuneration system. Staff career development in the public sector can be arranged from the recruitment process until staff's retired period. In the first section of this paper, the writers will discuss general overview of human resources management before briefly illustrate the condition of Indonesian public servants in the second section. The third part of this paper analyse the public servant management practices in Indonesia while the fourth part discusses career path planning for Indonesian public servants. To sum up, the writers found that career path for local government staff is a crucial element that should be formulated and further implemented in order to place the best staff in the right job.

## **B. Human Resource Management: A General Overview**

Human resource is a central factor in an organization. Organizations are created based on vision for coping human needs. Further, organization's mission is also practiced by human being. Hence, human resource is a crucial strategic in every organization's activities. If so, human resource management is necessary for any organization in order to attain organization's vision and mission.

Human resources management is part of management science that consist of planning, organizing, staffing, leading and controlling (Gullick, 2004). Human resources management is always develop as sciences development. Dessler (2000), states that in the era of globalization, strategic human resource management is the linking of human resource management with strategic role and objectives in order to improve business performance and develop organizational cultures and foster innovation and flexibility.

Moreover, according to Noe and Hollenback (1994), human resources management has six dimensions: 1) job analysis; 2) recruitment process; 3) competence development; 4) performance management; 5) reward and punishment system; and 6) working relation. Regarding job analysis, manager in any organization can understand and determine duties and responsibilities of each job that in turn will be beneficial in finding out the right person to occupy the positions. Every job has different scale of responsibilities, from the simple one to the complex duties. Consequently, certain job types may need simple skill while another one requires more complete skills.

Second, recruitment process is a process in which organization choose applicant to fulfil a certain job. Selection refers to the process to identify potential applicants who have education, skills, ability and characteristics needed by organization to attain its goals. Next, the third dimension of human resources management is human resources development itself. In this stage, there are two interrelated activities: training and development process. Training refers to efforts to facilitating learning of particular sciences and skill that is suitable for creating more professional staff. Meanwhile development opportunitines consist of efforts to improve staffs' education, skills and attitude in order to enlarge staff capability in coping job challenges.

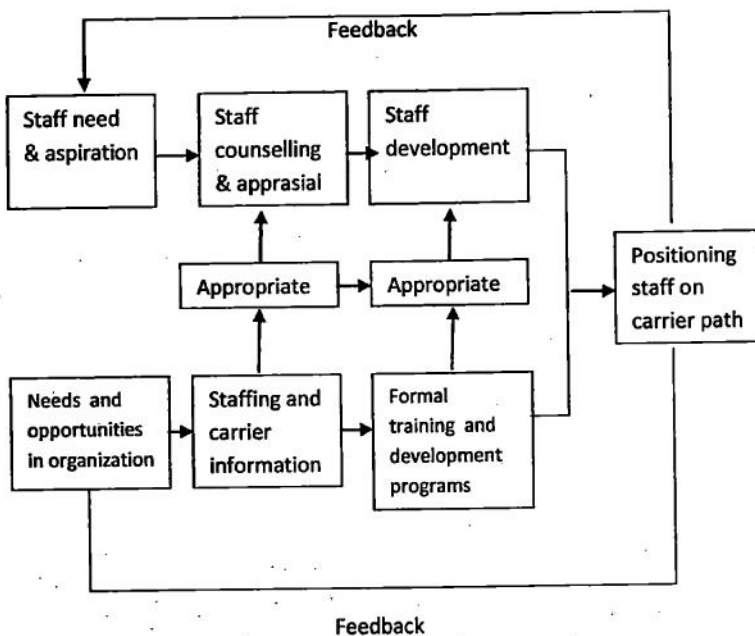
Fourth, performance management is used to ensure that staffs' activities and their results are relevant with organization's goals. It requires specified activities and results as a guidance to attain organization goals. Fifth, salary structure is also play important role in managing human resources. By determining salary level of staff performance, organization can decide activities and performances demanded from the staff. Finally, working relation is a manner in which organization finds out capable staff to participate in decision making process, their rights and responsibilities.

If so, every organization member can perform their jobs well. Moreover, there will be transparency in measuring staff performance since all of organization member understand their rights and responsibilities. As consequence, manager and organization in general will be more equal in giving reward and punishment.

In relation to staff promotion, carrier path is an important tool to guide staff and organization in placing person in higher position. This path will be beneficial for organization to find competent staff and also for staff to plan their carrier in the future. It means that organization may take policies to promote staff in higher position without waiting enough service age as stated in regulation, but manager may appoint potential staff due to their achievements. Further, staff may plan their carrier - for example, after ten years from recruitment, they want to sit in the middle level manager – based on carrier path guidance.

According to Ivancevich and Lee (2002), carrier path is stages in which organization rotate staff in different jobs in order to staff development in certain positions. The process of arranging carrier path has to consider the following aspects, as shown in Figure 1.

Figure 1. Carrier Path



Source: John C. Alpin & Darlene K. Gester in Ivancevich & Lee, 2002 *Human Resource Management*.

Based on Figure 1; clearly stated that to determine carrier of staff, organization particularly manager should considers the needs of its staff. It is also important for manager to give opportunities for every member to develop. Moreover, supports from the management to its staff are vital in improving staff capability such as staff counselling, trainings and competence research. Even though carrier path is depend on individual staff capability, organization's supports are significantly needed.

In simple way, career development is the process of setting developmental goals and of identifying training and other developmental opportunities that will achieve those goals (Scheer, 2007). To be effective, an organization's career development system must be integrated with the human resources program. The organization's recruitment and selection system is a major source of job analysis information that should be fed into the identification of training needs, both to entry-level knowledge and skills and to prepare current employees for higher-level opportunities.

In Indonesia, especially for its public servants, stages in human resources development is translated into eight primary activities, i.e. planning, recruitment, quality development, staffing, promotion, salary system, welfare system, and dismissal system (Law No. 43/199 Section 1 article 8). The capacity and competence development have to be planned in accordance to the regulations. So much so, civil servants could perform well since their ability is respected.

### **C. A Brief Description of Indonesian Public Servant**

Based on data from *The National Civil Service Agency* (The National Civil Service Agency website, 2010), the total number of the public servants in Indonesia is 4.524.205 in 2009. Moreover, regarding the educational background, the number of civil servants who achieve higher education increase significantly every year. However, the largest number of Indonesian public servants are graduated from senior high school that occupy 35.77 percent. Meanwhile the percentage of civil servant who achieved master degrees and doctoral degrees are only 2.17 percent, below the total number of those who finished elementary school (2.34 percent) and junior high school (3.17 percent). This data shows that the educational background of public servant in Indonesia is still low.

Table 1. Educational Background of Indonesian Public Servant per May 2010

No	Educational Background	Total	Percentage (%)
1.	Elementary School	110.816	2.34
2.	Junior High School	150.353	3.17
3.	Senior High School	1.693.115	35.77
4.	Diploma 1	82.305	1.73
5.	Diploma 2	710.104	15.04
6.	Diploma 3	447.586	9.45
7.	Diploma 4	11.729	0.24
8.	Undergraduate degree (S1)	1.423.238	30.07
9.	Master degree (S2)	93.512	1.97
10	Doctoral degree (S3)	9.714	0.20
<b>TOTAL</b>		<b>4.732.472</b>	<b>100.00</b>

Source: The National Civil Service Agency website, 2010.

The educational background of the public servants, thus, is still not adequate to meet the quality requirements of human resources in the public sector. In high school or less level, the skills of analysis, critical thinking and problem solving are less taught compare to university level because in those levels, students are taught to develop their understanding about theories.

In terms of *golongan* (level), public servants are divided into four categories: level I, II, III and IV. Level I is the lowest level of whereas rank IV is the highest level of public servant. As seen in Table 2, the majority of civil servants occupy level III, about 47.43 percent. It is followed by level II (30.81 percent) and level IV (19.11 percent). The smallest percentage is level I, about 2.65 percent.

Table 2. The Proportion of Public Servant's Rank per May 2010

No.	RANK	TOTAL	PERCENTAGE (%)
1.	Level I	125.445	2.65
2.	Level II	1.458.055	30.81
3.	Level III	2.244.785	47.43
4.	Level IV	904.187	19.11
<b>TOTAL</b>		<b>4.732.472</b>	<b>100.00</b>

Source: The National Civil Service Agency website, 2010

In relation to educational background, those who graduated from elementary and secondary education occupy level I in comparison to those in level II who mostly finished senior high school. level III and IV are mostly come from civil servants who have finished their higher education, undergraduate, graduate and post graduate programs.

#### **D. Public Servant Management in Indonesia**

Human resources management in Indonesia has been concerned by the government. In fact, there are several revisions of earlier human resources practices regulation to cope with human needs and global development. Law No 18/1961 on Primary Determination for Civil Servant, judged to be unable to accommodate changes needed at that time, was revised by Law No 8 on Primary Civil Service Affairs. Law No. 8/1974 determines Civil Servant's positions, responsibilities, rights, and management based on a career system and performance system. Then, as a consequence of policy changes on local autonomy, Law No. 8/1974 has been revised into Law No. 43/1999 on Revision of Law 8/1974 on Primary Civil Servant Affairs that has been implemented since 30 September 1999. Looking at the age of this last policy, the regulation of public servant affairs was revised after 25 years of implementation. This means that there is a long period to accommodate societal changes and human resources practices of civil services. Not all of the sections in Law 8/1974 were changed. The revision covers 26 sections. It means that unchanged sections, made 25 years ago, are still in effect as a guidance in public servant management.

Public Servant Management as stated in Law 43/1999 section 1 number 8 is all effort to develop efficiency, effectiveness, and professionalism of public servants in maintaining jobs, functions and civil services responsibilities. These efforts consist of public servant planning, recruitment, quality development, staffing, promotion, salary, welfare and dismissal. Civil Servant management is aimed to ensure implementation of government duties and development in an effective and efficient manner. Hence, Indonesian public servants should be professional, responsible and honest people that can be established through a career system and performance appraisal system.

##### **1. Recruitment System**

Since decentralisation, recruitment and selection is not arranged by the central government. Each regional government can arrange recruitment and selection for the public servants. However, the recruitment and selection process must adhere to the general and technical guidelines of the recruitment and selection process (Yuwono, 2001:59).

Recently, the recruitment process for public servants in the local level government is based on local government demand. The total number of new public servant recruitment proposals realized by the central government may vary for each local government. It means that sometimes the local government proposes the recruitment for 300 employees, but in reality the central government only grants 200 new employees.

However, the problem arises since many local governments propose



the need of new public servants to the central government without detail analysing on total number and qualifications needed with the availability of salary and the existence of contractual staff or honorarium staff. In many cases, the result of recruitment process is not match to the competency needed. It occurs because sometimes individual interest plays roles in the recruitment process. Consequently, the recruitment process is not free from corruption, collusion and nepotism.

## 2. Promotion and Rotation System

Recently, staff promotion in the public sector is not based on performance appraisal but on administrative procedure. It means that staff usually achieves higher position as a consequence of rotation system based on working age period. Usually Indonesian public servant get higher rank for every four year regularly. Performance appraisal system seemed as a routine procedure that in fact is characterized by subjectivity measurement and is difficult to analyse.

In addition, promotion for structural job is mostly taken by the spirit of "support rewarding" (Effendi, 2004). It means, the top level manager, often choose staff for structural position based on individual relationship. *The closer the relation, the larger the opportunity to get higher position.* This phenomenon occurs in the local level government due to the larger authority of local leader in managing local government staff. The function of *Badan Pertimbangan Jabatan dan Kepangkatan/Baperjakat* (Local Board of Job and Position's Judgment) is not effective since the chair person is directly occupied by the local leader. If so, political interest often occurs in the process of structural position promotion in the local level government. As a result, it is often difficult to find competent and professional bureaucrats in certain field of jobs because some times they are appointed for serve the power holder.

Meanwhile, for public servant rotation system, based on the Head of National Service Agency Decision No. 13/2002, the mutation can be taken in three options. First of all, horizontal mutation. It is a mutation system for structural position in the same echelon. Second, vertical mutation, is a mutation from the lower echelon to the higher level echelon. Finally, diagonal mutation. This mutation can be taken for functional into structural jobs and vice versa. The mutation or rotation system in local government indicates that the principle of the right man in the right job has not been implemented well. The reason is individual interest or nepotism often happens in the local government practices.

## 3. Performance Appraisal System

The performance appraisal of the public servants called as DP3 (*Daftar*

*Penilaian Pelaksanaan Pekerjaan*) (Rohdewohld, 1995, p. 105) is difficult to use because its' intangible characteristic in some of the elements. The principal elements to be measured are loyalty, work achievement, responsibility, fidelity, honesty, cooperation, initiative and leadership in which the criteria for each element consist of five grades: very good (91-100), good (76-90), average (61-75), below average (51-60) and fair (under 50) (The National Civil Service Agency website, 2007b). The elements such as loyalty, honesty, and fidelity have an intangible characteristic. For these elements, it is hard to set certain standards to determine the score to be given. As a result, subjectivity appears in the performance appraisal (Putranto, 2001:323).

The performance appraisal is confidential. The appraiser must be a person who already supervises the public servant at least for six months (The National Civil Service Agency website, 2007). The result of the evaluation will be given to the public servant and the evaluator's supervisor (Rohdewohld, 1995:105). The public servant can appeal if he/she objects to the result in fourteen day after the result accepted (The National Civil Service Agency website, 2007b). However, it is difficult to propose an appeal if the public servant still want to work because an appeal is seen as a rude act of challenging to supervisor.

To achieve the objectivity of performance appraisal system, this measurement should be judged not only from the supervisor of public servants but also from the colleagues in the same department/bureaus and from the subordinate level. Moreover, the elements of measurement should be broaden into tangible characteristics. Thus, it is beneficial to determine their measurement indicators or scores.

Good performance appraisal should more emphasized on tangible characteristics such as "employee's knowledge of his/her job duties, attitude toward his/her work, ability to work independently" (Camardella, 2003:105), employee's productivity, employee's initiatives or ideas because these characteristics are more easily to be measured and can show the real achievements done by the employees. For example, employee's knowledge of his/her job can be measured from how many tasks done by the employee without asking his/her supervisor or colleague and how long the employee accomplishes one task. Another example is for employee's initiatives or ideas, the measurement can be such as how frequent does the employee share his/her ideas, does the employee find a solution with his/her own thoughts when facing a problem, does the employee finish his/her tasks by following procedure or create a new way which is also legal. Given these characteristics, the public servants will be treated fairly because those characteristics will minimize subjectivity.



#### 4. Trainings and Developmental Opportunities

The government realises that to improve the skills and abilities of public servants, training and development should be done as the government knows that many public servants are high school graduates. Based on Government Regulation No.101/2000 on Education and Trainings for Public Servant, it is stated that trainings for civil servant can be divided into two types: pre-job training and on-job training. Pre-job trainings is a training as a requirement to be appointed as civil servant while on-job training is a training during staff is being the public servant. Pre-Job trainings is divided into pre-job training for rank I, rank II and rank III whereas on-job training is divided into leadership trainings, functional trainings and technical trainings.

Leadership training is trainings to improve staff's education, skill, attitude and behaviour in the field of apparatus leadership to achieve competence requirements for certain structural position. This leadership training is differentiated for every echelon. It means that in each echelon there is a different type of leadership training. For example there is leadership training IV for those who obtain echelon IV, leadership training III for echelon III, and so on.

Another on-job training, functional trainings, are trainings to improve competency of public servants who will occupy or on going sit in particular functional job position. The types of this functional trainings vary depend on institution for certain functional jobs. The last on-job training is technical trainings. Technical trainings in Yogyakarta Special Province, for example, based on Governor Regulation No. 24/2007 are differentiated into General Technical, Administration and Management training ; and Substantive Technical Trainings. The first is general training to improve general competency especially for administration and management skill that support certain institution while the second training aims to develop technical skills of particular job that may differ for every bureaus.

In the central level, the government has appointed The National Institute of Administration to arrange training for all public servants. Each ministry also has its own training, however, the training held by The National Institute of Administration is seen as more important especially when a public servant wants to be promoted in the future. As a result, the public servants who have higher education will obtain more training than those who have less education (Report A, 1997, as cited in Bennington and Habir, 2003:385). Structural and functional training are types of the training in the public sector (Yuwono, 2001:60). Rohdewohld (1995:108) explained that structural training is held for public servants' career development that are in a structural position. The functional training is held for the public servants in functional positions such as medical doctors, librarians and lecturers.

However, the substance of the training which is to increase professionalism and capabilities of the public servants in doing the tasks are disappearing. Training is more likely to be means for additional income, to be promoted, and "moonlighting" (Report A, 1997 as cited in Bennington and Habir, 2003:384-385). Therefore, the skills of the public servants do not improve and cause inefficiency and tardiness in servicing the public.

The training and development for the public sectors do not emphasis specific skills needed to be improved because most of the training is only about general skills and abilities needed by the public servants to do the tasks or to have promotion. Tilden and Kleiner (2005:50) explain that competency should underpin the training programs. By using competency-based training, the public servants who have a lack in skills will improve, thus, this also will allow less educated people to receive training. If the training and development programs in the public sector are designed to meet the need of the specific skills from the jobs, ineffective, tardiness and time consuming which are always found in the job practices of the public servants (Gie, 2003:5) will be overcome.

In some cases of local government, furthermore, much training is ineffective in boosting public servants' capability due to lack of good human resources management. Many public servants have sent to attain several trainings but they cannot implement what they got from those trainings because of many reasons, such as too old to follow particular trainings or uninteresting trainings.

Therefore, public servants' trainings should be planned well. To do so, the organization may choose the right person to follow particular trainings. Not all public servants have to attend technical trainings for example, but those who have higher capability or relatively young public servant are more nominated. Moreover, the organization may take post test after sending its public servants to take courses or trainings in order to measure education and skill that they have got during trainings or courses. This measurement will be a part of performance appraisal to give reward to the civil servants.

## **5. Remuneration System**

The income of the public servants is based on three components which are "basic salary, allowances and other salary supplements" (Rohdewohld, 1995:101-102). Basic salary for the public servants in Indonesia is based on a "Combination Scale System" which refers to "a combination of single scale system and double scale system". Under the combination scale system, some public servants will receive higher salary than those who are in the same rank or level (Tjiptoherijanto, 2006:5).

Allowances received by the public servants include "rice and family allowances, structural allowances, functional allowances and special allowances for the civil servants working in remote areas" (Rohdewohld, 1995:101; Yuwono, 2001:62). In addition, other salary supplements will be received when special or certain events take place such as *Idul Fitri* bonuses (the moslem holy day, but all public servants regardless their religion will have this bonuses), project bonuses, official travel, and health care (Rohdewohld, 1995:102).

However, the low rate of remuneration can not be seen as an exception to have less performance in doing tasks. The public servants have to be responsible in doing tasks with their best efforts. The low salary is the reality that they have to accept since they already know when they apply to become public servants.

Remuneration is one important aspect of human resource management that should be considered. Other elements, such as recruitment, promotion and mutation, performance appraisal and training and developmental opportunities are also vital in managing public servants. If those aspects were planned and managed well, there would be professional and competent public servants in Indonesia.

Nevertheless, without providing career path development, the staff in particular and public sector organization in general will find difficulties in placing the right person in the right job. Hence, this paper emphasis in altering career path planning as a vital tool for Indonesian public servant management.

#### **E. Guidance for Planning Career Path Planning : An Alternative**

After more than ten years since Law 43/1999 has been implemented, career path regulation for Indonesian public servants has not been formulated. This career path is crucial as a guidance for civil servant's career development and capacity. If career path regulation were available, public servant's promotion for structural position may be taken transparent and equal for every staff. Further, each individual of civil servants may determine his/her career path or plan for future career and also certain position for certain working period, for example ten years.

Moreover, Indonesian public servant's career, in fact, is mostly based on seniority and list of rank stratification. Several Government Regulations support this condition and do not accommodate performance appraisal system such as Government Regulation No. 15/ 1979 on List of Rank Stratification; Government Regulation No. 13/2002 on Public Servant Promotion in Structural Position; and Government Regulation No. 12/2002 on Public Servant Promotion of Position (Tri Putranto, 2009: 135).

In this paper, the writers propose that public servant career path can be based on three primary elements: performance appraisal, competency test and fit and proper test. Those three aspects are used to manage staff's career path since staff recruitment process until staff retired period. Through this model, career path is begun since public servant is recruited by employing job analysis and work load analysis. By doing so, identification of new employee's need can be taken to determine its competency requirements and its quantity.

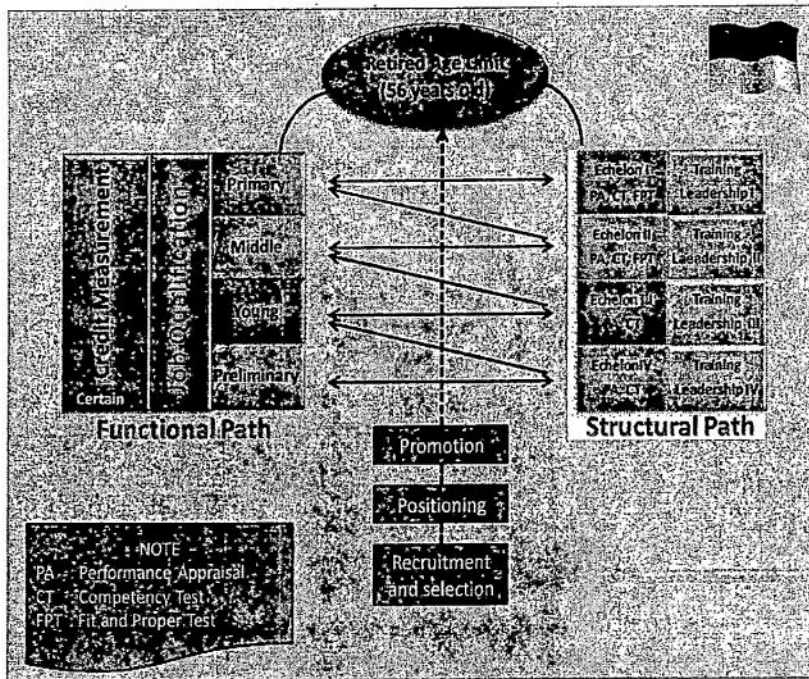
The potential candidates will be recruited and selected through several test phases, such as administrative, potential academic, psycho test and interview to measure attitude and performance. For certain job positions, health test and practical test may be taken to obtain competent staff. By conducting several type of tests, the local government would receive the best civil servant who have high competency and good morality.

Next, those new public servants have to attend pre-job trainings and on-job training to develop their capabilities and skills. To obtaining certain functional position, public servants have to complete technical trainings. Meanwhile, to achieving structural position, civil servant have to finish leadership training depend on each echelon. These leadership and technical trainings are aimed to prepare public servants who are capable to be put in particular job position.

During their occupancies in certain job position, either functional or structural position, public servants are regularly evaluated by conducting competency test and performance appraisal practices. If public servant has more competence in managerial and leadership competency, he/she may be placed in the structural position rather than functional position. Meanwhile, if civil servant has high performance in technical analysis, he or she can be put in the functional position. Hence, the result of competency test and performance appraisal can be guidance in deciding whether public servant can ne promoted into higher position or not.

Career development in structural position is also required to master technical or special competency, particularly for lower manager and middle level manager (echelon IV and III). In this level of echelon, staff has to conduct operational of technical jobs than leadership skills. Whereas for top level manager or echelon I and II, fit and proper test is put on emphasis since their responsibility is mainly concerned in decision making or policy making. Therefore, in planning career path several elements are important: performance, competency, education and development opportunities, job position, board of fit and proper test and transparency level.

Figure 2. Career Path Planning Model Based on Performance Measurements



From the above figure, it can be seen that in career development, there are three paths, structural path, functional path and diagonal path. Diagonal path is a promotion procedure or job replacement from structural into functional path and vice versa in the same level of job position. For example, young functional position may be moved or promoted to structural position especially in the level of echelon III with the requirement to finish leadership training III and to pass performance appraisal and competency test. In turn, public servants can obtain echelon II and I if they have finished Leadership Training I and II, have passed performance appraisal, competency test and fir and proper test.

Credit point measurement is a point of each activity and or accumulation of activities achieved by functional staff in order to managing their career. Measured activities are each duty implemented by functional staff that consists of primary tasks and secondary tasks; tasks for supporting primary duties. Primary task is public servants' responsibilities explained in job description while secondary task is social functions that support their primary role as public service delivers.

In maintaining primary tasks, a public servant has collect at lest 70

percent or 80 percent of credit point, meanwhile it is only 30 percent or 20 percent credit point in maximum for secondary tasks. This regulation aims to ensure that functional staff prioritizes primary duties than secondary duties.

Besides, credit point measurement, other important aspects of career path development is recruitment and selection system, placement, and promotion and mutation system. Recruitment and selection for public servant should represent merit system rather than nepotism and collusion. To do so, there should be transparency from the announcement until recruitment test. After recruiting staff, the next step to plan career development is placing the right person in the right job. New public servants are placed in their job position based on institution's need assessment. Then, they will obtain training, pre-job training and on-job trainings as well.

Regarding promotion system, promotion is a reward given for public servants who perform well in their jobs. By promotion system, public servant will achieve higher position with larger responsibility. In another aspect, those staff will also receive bigger financial salary. Promotion, usually called as vertical rotation, then should be based on achievement or merit system (Werther, 1996: 261).

In deciding whether staff is capable or not to be promoted, career path development is determined by performance measurement system. For this reason, there are three kinds of test conducted to promote public servant into higher position: performance appraisal (PA), competency test (CT) and fit and proper test (FPT).

Aspects of measurement for performance appraisal are discipline, working achievement; responsibility; working relationship; honesty; initiative and leadership.

Meanwhile competency test aims to measure staff competency, relevant or not for the certain job. Aspects of measuring competency cover integrity, leadership, planning and coordinating, relationship and flexibility. Lastly, fit and proper test includes aspects of intellectual quotient, personality and environmental acceptance.

In terms of job cluster, job grouping of public servants is beneficial to improve their education and skill in the similar job cluster that in turn may affect to increasing performance quality. Recently, functional job cluster has been regulated in Presidential Decision No. 87/1999 but for structural job has not regulated yet. Job cluster for top level managers (echelon I and II) are wider than for middle and lower managers. It means that for echelon I and II who play more roles in decision making process have to master several field of education and skills. Meanwhile for echelon III and IV, job cluster is more in closed system and rigid, meaning that mutation or promotion should be taken in the same or similar job group.



## **F. Conclusion and Recommendation**

Public servant in Indonesia, recently, has not been managed well. Even though there are several government regulations, the implementation of those policies are far from ideal. Many cases of corruption, collusion and nepotism often occur in recruitment process, promotion and even performance appraisal. Other problems in managing civil servants come from regulations, institutional and human resources problem. Many public servant regulations are old fashion. This means that these regulations cannot cope the newest condition. In addition, several regulations are in contradiction, for example law product is incompatible with it's implementation regulations. Even, career development regulation, a vital aspect in managing public servant, has not been formulated yet.

Regarding institutional hindrances, institutional responsibilities for managing and policy making are overlap. Consequently, management for public servant becomes a conflict for those institutions due to ineffective relationship. Moreover, the quality of Indonesian public servant is still low that contribute to lower quality of working performance.

To solve these problems, especially in formulating career path planning, several recommendations should be taken.

1. Career development should be based on performance measurement. To do so, performance appraisal has to be revised. The aspect of performance appraisal should be more tangible and should be based from three elements: the supervisor, colleagues and subordination. Three types of measurements can be taken into account: performance appraisal, competency test and fit and proper test.
2. Promotion to the higher level job position may not be taken regularly but it can be based on working achievement and merit system.
3. Salary earned can fulfil the public servants' average basic needs. Besides that, to enhance individual performance, incentives or bonuses that depend on the result of their jobs or their performance appraisal can be given.
4. Training and development are arranged more by each department because they know specific skills need to be developed. Before training is held, public servants need to be assessed in order to select people who really need to be trained. Public servants that already trained need to receive an advance training to improve their skills.

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