

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
ORGANIZATION (ICONPO)
Challenge to Develop a New Public Organization Management in
Era of Democratization

January, 21-22, 2011
Yogyakarta, Indonesia

ISBN : 979-1707-99-5

Published : 300 copies

Published by
Department of Government Affairs and Administration
Faculty of Social and Political Science
Universitas Muhammadiyah Yogyakarta
Jl. Lingkar Barat, Tamantirto, Kasihan, Bantul
Daerah Istimewa Yogyakarta 55000

Phone : +62 274 387 656 Faximile : +62 274 387 646

E-mail : ilmupemerintahan@umy.ac.id

Website : <http://www.pemerintahan.umy.ac.id>

Publication and Editor Team
Dyah Mutiarin, Utami Dewi, Eko Priyo Purnomo
Cover Design :
Kamaruddin Yusuf and Ahmad Sobari

Copyright By Department of Government Affairs and
Administration

Printed @ Yogyakarta, Indonesia
2011

ACKNOWLEDGEMENTS

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

3
2
1
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

ess
Ali
ral
of
olic
in
ey
in
ey
ng
ost
e-
he

ip
of
iat
on
ue
ly.
se
cy
es
ry
er
s:

ea
t,
et
re
t-
y
r-
y
y
g
s'
o
n.
it
s
d
e

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
Eko Priyo Purnomo, SIP, M.Res.
Utami Dewi, SIP, MPP

CONTENTS

ACKNOWLEDGEMENTS ~ iii

PREFACE ~ v

KEYNOTE SPEECH : Sunhyuk Kim (Professor, Department of Public Administration, Korea University)

Globalization and Policy Change: The Case of Korea ~ 3

THEME: ENVIRONMENTAL CHANGES AND COLLABORATION IN PUBLIC ORGANIZATION.

The Implementation of Social and Environmental Responsibilities's Regulation by PT Karya Tangan Indah Bali

Ni Putu Tirka Widanti ~ 27

The Sustainability Of Jakarta As The Capital City

Hartuti Purnaweni ~ 41

Democratization and Environmental Politics of Natural Resources Management at Local level

Edi Santosa ~ 55

Governing the Disaster-prone Community

Laila Cholid ~ 67

Conflicts In Environmental Policy-Making In Korea: The Case Of Gyeong Mountain Golf Course

Su-jin, Yu ~ 83

Impacts of Decentralization on Environmental Management in Thailand

Soparatama Jarusombat ~ 107

THEME : NEED ASSESSMENT OF PUBLIC ISSUES IN PUBLIC ORGANIZATION

Leading to Improvement? The Politics of ISO 9001:2000 Transfer to Local Service Delivery

Wawan Sobari ~ 121

Democracy and Growth Revisited : An empirical study using fsQC

Dong-Hyun Choi ~ 155

Government Antismoking Campaign: Quixotic Dream Or Confident Expectation?

Subiyanto ~ 177

An Empirical Study of the Autonomy of Thai (Autonomous) Public Organizations

Amporn Tamronglak ~ 195

The Strategy For Improving Public Services Delivery In Indonesia

Suranto and Awang Anwaruddin ~ 213

THEME : TRANSFORMATIVE LEADERSHIP

Potential Users and Critical Success Factors of e-Government Services: the Case of Indonesia

Ali Rokhman ~ 231

Bureaucracy Culture and Leadership in Indonesian E-Administration

Implementation: Based on Perspective of Knowing and Learning Organization

Ayuning Budiati and Rudiati Komara ~ 245

THEME : CURRENT MANAGEMENT INFORMATION SYSTEM IN ELECTRONIC ERA
Internet Regulatory Policy in Korea: Its Origins, Impact, and Changes
Gyuseong Park ~ 259

THEME : DESIGN OF STRUCTURE ORGANIZATION IN DEMOCRATIC ERA
Competition for jurisdiction over food industry in Korea
Sungeun Park~ 277

THEME : PLANNING AND DECISION MAKING
Making Strategic Works In Local Government: Challenge And Problems, A Case
Study Of Strategic Plan Implementation In Yogyakarta Special Province
Achmad Nurmandi and Eko Priyo Purnomo ~ 295

**THEME : CULTURE AND ETHICS OF PUBLIC ORGANIZATION IN DEMOCRATIC
ERA;**
Transformation Of Public Organization Culture In Indonesian Democratic Era
Arundina Pratiwi ~ 327
Anticorruption Agencies and Reform: The Case of the KPK in Indonesia
Jin-Wook Choi ~ 337
Robust Ondoafi Powers in Central Urban Communities (*Studies Authority Ondoafi
in Jayapura Papua*)
Bonefasius Bao ~351
Balance Theory
Inu Kencana Syafie ~ 367

THEME : PERFORMANCE MEASUREMENTT
How Effective is the Indonesian External Public Sector Auditing Reports Before
and After the Audit Reform for Enhancing the Performance of Public
Administration?
Septiana Dwiputrianti ~ 381
Decentralization, Accountability, And Local Government Performance In Indonesia
Sujarwoto and Tri Yumarni ~ 409
Analysis Of Democratic Public Service Network (Case Study in Urban
Transportation Service in Makassar City, South Sulawesi Province, Indonesia)
Alwi ~ 437

THEME : COMMUNICATION PRACTICES IN PUBLIC ORGANIZATION
An Analysis Of The Effect Of Press Freedom On Corruption : Evidence Through A
Cross-Sectional Data Analysis
Songhee Yoo ~ 453
Organizational Communication In Licensing Office Of Yogyakarta City To Achieve
Service Performance
Yeni Rosilawati, Krisna Mulawarman and Dian Kusumadewi ~ 469

THEME : HUMAN RESOURCES MANAGEMENT.
Improving Indonesia Civil Servants Performance Through Job Analysis
Dyah Mutiarin ~ 483
Career Path Planning for Indonesian Public Servant
Utami Dewi and Atik Septi Winarsih ~ 499

IMPROVING INDONESIA CIVIL SERVANTS PERFORMANCE THROUGH JOB ANALYSIS

Dyah Mutiarin¹⁾

Abstract

The red tape phenomenon in Indonesia civil servants performance 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. This is an important factor in supporting capacity and accountability of civil servants as well as state apparatus. 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.

Keywords: human resources, public organization, job analysis

I. Background

As one form of public organization, which has the legitimacy to perform various public affairs, civil servants in bureaucracy is procecuted to do public sector management well. But this is not an easy thing. Criticism

¹⁾ Department of Government Affairs and Administration Universitas Muhammadiyah Yogyakarta

on red tape bureaucracy such as poor quality of services, slowness of procedures, inefficiency, program implementation's failure, and so forth mostly addressed to the civil servants poor performance. Fenomena yang terjadi ini sangat ironis dengan apa yang seharusnya dilakukan dan dicapai oleh birokrasi publik. This red tape bureaucracy phenomenon is very ironic with what should be done and achieved by the public bureaucracy.

Another problem is that the business process that is in the bureaucracy has not yet more efficient and accountable. Thompson (2005) states public officials should be held responsible. From some indicators, such assessments have justification. Indeed, Indonesia has increased from year to year in the assessment of *government effectiveness* conducted by the World Bank, which is based on these indicators received a score of -0.43 Indonesia in 2004, -0.37 in 2006, and -0.29 in 2008. However, the value was still too low, and is still lagging when compared with the progress made by neighboring countries. In this case, the effectiveness of government in Indonesia is still below the effectiveness of government of Malaysia and Thailand. This condition reflects the persistence of problems in governance such as bureaucratic quality, public services, and competence of government officials. The various problems mentioned above, show how complex the problems faced by today's government bureaucracy both from the institutional aspects, management and apparatus resources. Given the magnitude of the problem of bureaucracy in doing public service, it is necessary to the grand strategy of bureaucratic reform. Although various policies have been carried out and any progress has been achieved, capacity and accountability of bureaucratic performance are still many complaints.

Meanwhile public bureaucracy's capacity in implementing public sector management is very limited, ranging from the resources, technology, structure and culture. On the other hand the rapid environmental changes and fierce (*upheaval and turbulent environment*), directly and indirectly will influence the existence of an organization. Thus, while there was a shift of fundamental and practical of bureaucracy management. The problems mentioned above arise, among others, are caused by ineffective institutional arrangements of government agencies. As a result, overlapping authority, and the less obvious formulation of "task and authority" thereby inhibiting the government tasks.

II. Conceptual Discourse: Bureaucracy as Public Organizations

Discourse on public organization still remains much debated by experts to date. Many dimensions are interesting to be investigated from the existence of public organizations, such as performance, service quality, management, interventions and strategies that have been made. Public

Organization according Denhart (1984: 12) can be categorized as an organization that:

1. *Viewed as a part of the governmental process.*
2. *Viewed as much the same as private organizations.*
3. *...is a professional field ... that draws on various theoretical perspective to produce practical impact*

Thus what is called as a public organization is part of government process, has some similarities with private organizations, perform their job professionally. Furthermore Easton (1965: 50) stated "*public organizations are said to affect the development and implementation of public policy in Various Ways and consequently to affect the authoritative allocation of values in society.*" From this opinion shows that public organizations are expected to be able to launch the development and implement public policies in various ways and have the authority to allocate public organization's values to society. The values in public organizations such as equity, equality, justice, responsibility, and so on. In carrying out these values the management capabilities done by public organizations become crucial.

Upheaval and turbulence environment today is characterized by the rapid movement of renewal and global changes by one country against another country. This is mentioned by Miftah Thoha (1998; 1) as the global changes that will be a *way of life*. Public bureaucracy is not a form of organization that will not be affected by target changes that occur and of any intervention effect. Furthermore Thoha Miftah said that currently there is a change of the nature of bureaucracy or management that is influenced by in rapid and devastating changes the field of economic, social, economic and political.

In the context of public organizations need specific forms of reform. The most important is the professionalization of the bureaucracy in which each apparatus is expected more to perform their work in accordance with the *skills and knowledge* possessed, and evaluated regularly about their skill with the needs of the organization and the environment. And the second equally important form is decentralized policy which gives more room for subordinates to perform their duties more freely in accordance with the principles of its profession. Some public organizations seem to have done some sort of breakthrough, which means that public organizations can actually change or adjust self.

Public bureaucracy as a system that is facing global competition, the bureaucracy is expected to dramatically and radically must be willing to reform with attention to the saving of cost structure, improve the quality of

public services, and improve the quality of apparatus sources through *reengineering initiatives, downsizing, streamlining, and rightsizing*, thus achieved public bureaucratic system that is able to compete.

Some of the concept in general to improve the quality of bureaucracy has ever proposed by theorists such as Weber's bureaucracy in the late 19th century. Then came the New Public Management from Ewan Ferlie et al, with the following models:

1. *The Efficiency Drive*, this model emphasizes the value-efficiency as a primary goal.
2. *Down Sizing and Decentralization*, this model shifts the emphasis efficiency value innovation in the organization in touch with humanism, hierarchical management to contract management, leadership style made by *management by influence*.
3. *In Search of Excellence*. The model is more emphasis on the importance of organizational culture and continuous changes around the culture of the organization.
4. *Public Service Orientation*. The model gives priority to quality of service. Service quality can be assumed only by recognizing the vision and mission of the bureaucracy. (Samodra Wibowo & Yuyun Purbokusumo, JKAP, 1998)

The next concept is from Osborne and Gaebler, known as *Reinventing Government* with a summary as follows:

1. Government that a more catalytic function as facilitators, not anymore as a single executor.
2. Government who could see their own weaknesses and kindness of others and then attempt to reform a more comprehensive and productive.
3. The government of a society that aims to empower communities rather than to regulate it.
4. Competitive government that is able to increase the competitive spirit of public service.
5. The government is more driven by a clear mission, not just a bureaucracy that bases implementation guidelines and technical guidance.
6. The government effect -oriented rather than prioritizing the influence of power only.
7. The Government is encouraging the emergence of entrepreneurship, rather than just emphasizing the routine.
8. The government that gave priority to the existence of democracy and decentralization than stressed on the role hierarchy.
9. Governments are more stressed how important adhocracy, ie work in teams rather than emphasizing the role of sectoral employment.
10. Governments are more flexible and reduce stiffness binding rules

rather than emphasizing the traditional mechanistic hierarchy. (Miftah Thoha, 1995). (Miftah Thoha, 1995).

The another concept is Banishing Bureaucracy of Osborne and Plastrik (David Osborne and Peter Plastrik, 1997) that to provide service bureaucracy-oriented quality must implement five strategies to change the DNA (the nature of genetically) from the Government known as *the Five C's: Government Changing the DNA* as follows:

	The Five C's	
Lever	Strategy	Approaches
Purpose	Core Strategy	Clarity of Purpose Clarity of Role Clarity of Direction
Incentives	Consequences Strategy	Managed Competition Enterprise Management Performance Management
Accountability	Customer Strategy	Customer Choice Competitive Choice Customer Quality Assurance
Power	Control Strategy	Organizational Empowerment Employee Empowerment Community Empowerment
Culture	Culture Strategy	Breaking Habits Touching Hearts Winning Minds

Thus, the management of all levels of public bureaucracy need to do a rethinking of organizational and operational approaches that they would do. Public bureaucracy need to do *rethinking the way of life*, to manifest itself as a bureaucratic organization with quality, responsive to change, able to adapt to the environment and have a commitment as public servants.

Bureaucratic paradigm shift in doing public service, the fore with the paradigm established by the Reinventing Government Osborne and Gaebler emphasized on the importance of the principles of entrepreneurship in the bureaucracy. Furthermore Plastrik Osborne stated the banishing concept of bureaucracy that suggests the importance of core competence in the public bureaucracy. This is in line with that put forward Denhart's view that the main public service for the community as a customer served by the bureaucracy.

Nyhan, Ronald C (2008) states that the trust-based model is an important alternative when public organizations are concerned with customer responsiveness and more dependent on information than on structure. The model recommends a transition from organizational theories founded on ensuring control by managers over workers to a new paradigm based on cooperative working relationships among all employees. Pollitt (1988:86), asserts that its primary purpose is not just to please the recipients of public services, but to empower them.

Maria and Sanches (2008) states service servant have to be accountable to the people as voters in democratic country. Meanwhile, to measure the service performance of public organizations, a number of criteria trying to be developed by the various parties. Levine for example, proposes three concepts of performance measurement of public bureaucracy (Levine, 1990:188) is the responsiveness, responsibility, and public accountability.

III. Indonesia Civil Servants : A General Overview

The core of the implementing organization is the human, not on systems and procedures. Humans as the initiative taker, innovator, motivator, and executor of all components of the organization to achieve common goals.

Drucker states: *"organizations are human enterprises and the highest purpose is to make the strengths of the people effective and Their weakness irrelevant."* That organization is an attempt by man and the main goal is to make human effectiveness in organizations increasingly higher and minimize the weaknesses deficiencies that are unnecessary. Thus clear that the attemp is depend on people who want to learn about new knowledge and new skills.

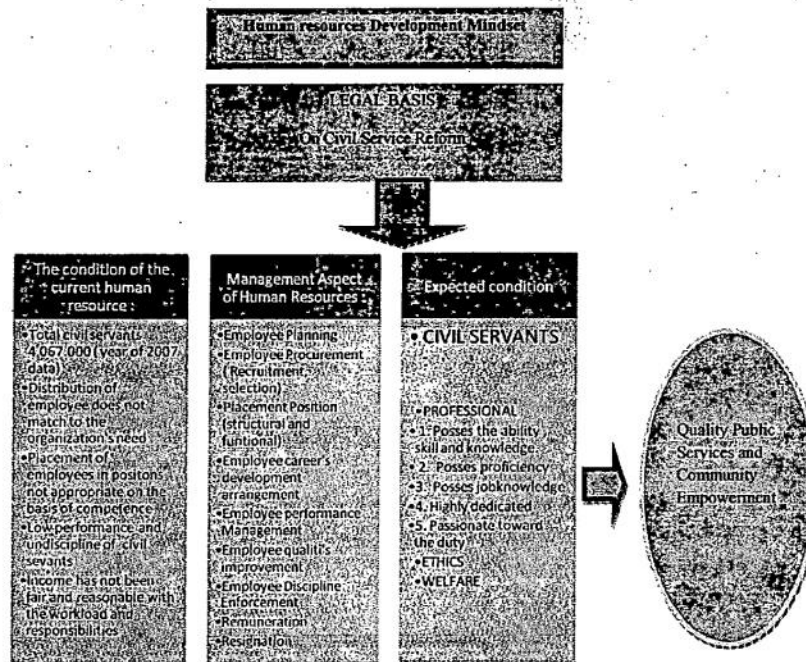
Fukuyama highlight of reforms in bureaucratic organizations as follows: *"A major challenge for countries undergoing rapid change is the establishment of an effective and socially Responsible bureaucracy or, in the other words, an efficient and innovative civil servant. Government bureaucracy or act as Civil Servants Important an agency in the daily and routine government activities. Accountability, transparency and public participation are Some of Important means for influencing the behavior of bureaucrats or, even, controlling bureaucrats. Many developing states considered as weak mainly because of the inability to control bureaucrats and oblige them to enforce the will of state (Fukuyama, 2004)"*.

Next Fukuyama also stresses that the public bureaucracy need to implement the merit system modernly in the sense of covering the recruitment, training, promotion, and discipline. This paradigm shift responded in the government's main agenda in the reform of the bureaucratic apparatus is excellent service to the community. Bureaucracy

also must place the role first rather than authority.

Bureaucracy is a form and order that contains the structure and culture. Structure forth the composition of an order, and the culture contains values, systems, and custom made by the principals that reflect the behavior of its human resources. Therefore, institutional bureaucracy reforms include reform of the composition of the a government bureaucracy, and reform values, governance systems and procedures of behavior from the human resources (Thoha, 2002).

Model of Human Resources Development for Civil Servants



Prijono (2006) states the career system of government employees has to be managed clearly and openly so every person could perceive their future career. Furthermore, employees have to understand the requirement that he or she has to have if he or she is willing to be promoted to higher position. The open and transparent career system will reduce the subjective judgment in promotion process. Another aspect needs to be considered in order to established the clean and efficient government employee is a supervision process. Reinforcement including promotion and transfer have to be notified as a reward for reliable work.

Increased professionalism of civil servants can not be separated from the regulatory / Regulations relating to the management of civil servants:

Manajemen PNS di Indonesia dikelola oleh: Management of civil servants in Indonesia are managed by:

1. Ministry of Administrative Reform / Kementerian Pendayagunaan Aparatur Negara/MENPAN
2. State Personnel Agency /Badan Kepegawaian Negara/ BKN
3. Institute of Public Administration / Lembaga Administrasi Negara/ LAN
4. Local Level Personnel Agency / Badan Kepegawaian daerah/BKD

Applicable civil servants management in Indonesia according to Law No. 8 of 1974 include: recruitment, promotion and mobilization, Remuneration, Education and Training, Employee Welfare, Employee Discipline, and Pensions. Furthermore, this law were replaced by Law No. 43 of 1999 that regulate : Recruitment, Promotion and Mobilization, Eselonization, Remuneration, Education and Training, Employee Welfare, Discipline, and Pensions.

Data on the Indonesian civil service based on classification and age can be seen as follows:

Tabel : Indonesian civil service based on Rank and age - May 2010

Age	Rank I	Rank II	Rank III	Rank IV	Total
18-20	4	1.631			1.635
21-25	2.252	95.070	35.159	15	132.496
26-30	11.436	271.715	174.711	59	457.921
31-35	18.424	283.170	243.370	292	545.256
36-40	26.459	251.302	314.272	9.896	601.929
41-45	30.114	274.443	479.574	82.469	866.600
46-50	23.469	141.519	503.982	293.284	962.254
51-55	10.206	96.293	347.058	285.863	739.420
56-60	3.081	42.623	137.691	193.424	376.819
61-65	-	289	8.935	37.908	47.132
65+			33	977	1.010
Total	125.445	1.458.055	2.244.785	904.187	4.732.472

Source: State Personnel Agency, 2010

Data on the Indonesian civil servants, based on Rank/Grade and Sex can be viewed as follows:

Table: Indonesian civil servants, based on Rank/Grade and Sex - May 2010

Rank/Grade	Male	Percentages	Females	Percentages	Ranks
I/a	32.729	28,57	2.400	22,02	35.129
I/b	3.199	2,79	296	2,72	3.495
I/c	59.916	52,31	6.579	60,36	66.495
I/d	18.701	16,33	1.625	14,91	20.326
Total Rank I	114.545	100,00	10.900	100,00	125.445
II/a	398.479	50,26	247.070	37,15	645.549
II/b	135.352	17,07	153.268	23,04	288.620
II/c	159.871	20,16	187.272	28,15	347.143
II/d	99.203	12,51	77.540	11,66	176.743
Total Rank II	792.905	100,00	665.150	100,00	1.458.055
III/a	383.403	32,20	388.533	36,86	771.936
III/b	303.153	25,46	244.095	23,16	547.248
III/c	217.113	18,23	173.205	16,43	390.318
III/d	286.976	24,10	248.307	23,56	535.283
Total Rank III	1.190.645	100,00	1.054.140	100,00	2.244.785
IV/a	391.596	84,76	412.459	93,27	804.055
IV/b	53.035	11,48	25.903	5,86	78.938
IV/c	12.564	2,72	2.911	0,66	15.475
IV/d	3.577	0,77	730	0,17	4.307
IV/e	1.216	0,26	196	0,04	1.412
Total Rank IV	461.988	100,00	442.199	100,00	904.187
Jumlah	2.560.083		2.172.389		4.732.472

Source: State Personnel Agency, 2010

Some civil servants management issues:

Stage	Issues
Recruitment, Promotion and Mobilization, Eselonization,	Not to implement the merit system Employee further pursued structural position
Education and Training	Less suitable to plan career development.
Pension	Not ready. Extension of retirement. Post-power syndrome.

Data processed from various sources ,2010

From the table above shows that in the management of civil servants in general are still found in the transparency of recruitment is less open, still many intervention from the center, colored promotional closeness with the builder official, low salaries, training that is not in line with career development, and unready problem when retirement arrives (Thoha, 2005).

On the other hand, the management of civil servants are regulated by Law No. 43 of 1999, that civil servants if they do not occupy a structural position, must be appointed in a functional position, regardless of whether there are benefits on the job title allowances or not. Tidak dikenal lagi adanya kenaikan pangkat, tapi kenaikan jabatan. There are no more title promotion, but position promotion. However periodic salary increases in accordance with the level positions is still operated. (Syuhadhak, 2001). In government organizations fostering human resources are formally made possible through structural and functional positions. In accordance with Regulation 100 of 2000, the structural position is a position that shows the tasks, responsibilities, authorities and the right of a civil servants in order to lead a state organization. Strictly structural position is a position that clearly exist in the organizational structure for civil servants who have the dominant potential to lead.

While the notion of functional positions of civil servants according to the regulation. 16 of 1994 is a position which shows the duties, responsibilities, authorities and the right of civil servants within an organization in carrying out their duties based on expertise and / or specific skills and be independent. It can be said firmly that the functional position is a position that does not appear in organizational structure but its function is required for civil organizations which have assessed the potential of professionals. Functional Position is divided into specific functional positions, and general functional position.

Here is a picture of the structural allowance and functional allowance.
Structural Position Allowance

No.	Echelon	Allowances per month (IDR)
	Ia	4.500.000
2.	Ib	3.500.000
3.	IIa	2.500.000
4.	IIb	1.500.000
5.	IIIa	600.000
6.	IIIb	450.000
7.	IVa	240.000
8.	IVb	210.000
9.	Va	150.000
10.	Vb	120.000

Source: SE-67/A/2000

Note: Position Echelon Va and Vb in accordance Government Regulation No 100 of 2000 has begun to be removed.

Functional Benefits for Lecturer

Ladder	Golru	Allowances per month (IDR)
Assistant Expert	IIIa-IIIb	270.000
Lecturer	IIIc-IIIId	502.000
Head Lectureship	IVa-IVc	645.000
Professor	IVd-IVe	900.000

Source: Presidential Decree No. 103 of 2000

Functional Benefits for Medical Doctor

Ladder	Rank	Allowances per month (IDR)
First Expert	IIIa-IIIb	240.000
Young Expert	IIIc-IIIId	500.000
Associate Expert	IVa-IVc	750.000
Main Expert	IVd-IVe	1.000.000

Source: Presidential Decree No. 5 of 2004

Functional Benefits for Government Senior Lecturer

Ladder	Rank	Allowances per month (IDR)
First Expert	IIIa-IIIb	240.000
Young Expert	IIIc-IIIId	600.000
Associate Expert	IVa-IVc	871.000
Main Expert	IVd-IVe	1.118.000

Source: Presidential Decree No. 5 of 2004

Considering the data shows above, it is important to improvement fair salary systems and pension system, based on performance to improve the welfare of employees and encourage motivation, the spirit of achievement; and integrity of employees. Untuk menunjang pelaksanaan sistem merit dalam manajemen kepegawaian, akan dilanjutkan upaya pengembangan sistem informasi manajemen kepegawaian nasional untuk menghasilkan data kepegawaian yang lengkap, cepat, dan akurat. To support the implementation of the merit system in civil service management;

the government need to develop national human resources management information system to produce a complete employment data, fast, and accurate. In addition, it is also important to use center competency assessment (*assessment center*) to support the career development system of competency-based civil servants. Various forms of education and training will continue to be developed and perfected, which adjusted to the development challenges of governance and management bureaucracy.

4. Job Analysis as a Tool to Improve Civil Servants Quality

Improving the quality of the State Apparatus resources is directed to realize the professional human resources, neutral, and prosperous. This is an important factor in supporting capacity and accountability of government agency performance. Therefore, in order to achieve the quality of human resource, the government need to continue to improve the application of merit system in the administration of personnel management. In this regard, most of the civil service regulation are prepared to enhance the management of civil service personnel. Some of the regulations will also be enhanced to ensure:

- (a) the determination of employee needs an objective formation,
- (b) recruitment system that is open, competitive, and based on relevant competencies with organizational needs,
- (c) promotion and transfer system that is open and competitive, and competency-based,
- (d) employee performance appraisal system more objective and performance-based,
- (e) formulation of policies concerning competence standards of office to support the promotion and transfer system based on competence, and
- (f) competency-based training system which is in harmony with the system of promotion and healthy mutation.

The future of structure bureaucratic organizations tend to be slender but rich in function. To this end 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.

Ministry of Home Affairs Decree No. 4 of 2005 On job Analysis is the regulation that set up for Job Analysis. Job Analysis interpreted as a process to obtain and record facts or information on a certain position, this information includes the duties, obligations and responsibilities. Job analysis is also meant as an activity to learn, collect and record any information or facts relating to each position in a systematic and orderly. In general it can

be concluded that job analysis is the process of gathering facts, data, description of work, process, present in the form of job description that systematically arranged, accurately and clearly.

Position in relation to job analysis:

1. Elements (the smallest component of the job)
2. Task (a set of elements of the job)
3. The position (a set of tasks performed by an employee)
4. Work (set of duties and responsibilities that are charged to an employee).

Job analysis is conceptually contains two things:

1. *Job Description*
Elaboration of the duties and authority of a job position for optimal incumbent in carrying out its work. Analysis carried out by means of a simple method and applicable.
2. *Job Specification*
Translation of Hard and Soft competency requirements that must be owned by a position of employment to support the implementation of the duties and authority given.

The information in job analysis about:

- A. Identity Position
- B. Working Results / Facts job
- C. Working Materials/ Data jobs
- D. Work Tools/ Description of work
- E. Work Execution/ Notes
- F. Relations Position
- G. Implementation Conditions
- H. Conditions for Conducting

Job Analysis is a management tool that is to present and receive position Information. Thus the Job Analysis will only be done if management requires information office. Position information is very much the kinds and numbers and can be deep or widespread so that the implementation of job analysis will require a lot of time, cost and effort. The information office is not entirely used for each of the interests of management programs, so that only information relevant with the users only will be covered. Instead of each program or management purposes require only certain position information. Thus, the implementation of the analysis of positions depending on the program need them.

Job analysis to produce information that is presented in the form of office and the model, namely:

- 1) Position List is a list of positions that result in the formulation of the Job Analysis process.
- 2) Position Description The scope of information on job positions listed by the office. Kinds of information contained in the position..
- 3) Position Specification. Position is information presented certain programs. Thus, the kinds of information specified by the program office concerned. Examples: Position Specification for program placement, training, assessment Occupation and occupational safety and health improvement.
- 4) Group Position. Positions in an organizational unit or agency is usually a large number made up of several different types and properties. To facilitate the understanding and experience and use in certain programs such positions can be grouped.

Besides work, the analysis of the position can give additional result in the form:

- a. Data incumbent that could include employee identity, qualifications, job description and experience.
- b. Resources Practice Information.
- c. Indications of shortages or excess employees in certain positions.
- d. Structure position.
- e. State Civil Service qualification requirements associated with the position.

The implementation of job analysis and workload analysis is directed at the simplification of government bureaucracy to develop an organization that is proportional, transparent, short hierarchy and decentralization of authority.

The preparation and organization structuring the area by taking into account the principle of efficiency and effectiveness, requires a careful calculation and consideration for each organizational unit that is designed not to burden the region and in accordance with local needs.

To implement staff development it is based on the results of the preparation of job analysis with the following steps:

1. Conducting the selection of personnel to meet the needs of the existing workforce;
2. Conducting the identification ability, skill, potential personnels who have been there with the leading gauge of employee appraisal system, so that it can be seen:
 - ◆ How far do personnels in accordance with the requirements set;
 - ◆ How far is the placement officer in accordance with the relevant abilities and skills
 - ◆ How far personnels can be developed in accordance with its potential.

What needs to be considered in filling officials, among others, is the formation of available positions, job titles, and terms of appointment and dismissal. In accordance with prevailing regulations, civil servants who are qualified and entitled to be appointed in the rank of a particular position. The promotion held by the regular promotion system and promotion options

Appointment of civil servants in both structural and functional positions need to consider:

1. Professionalism, competency-based management skills, job performance and level of rank.
2. The need for a career civil servant archetype.
3. It should be applied the fit and proper test.
4. It should be applied job competency.
5. Repair reward system
6. Map drawn position through job analysis

The implementation of Ministry of Home Affairs Decree No. 4 of 2005 On job Analysis helps the ability of government agency to place the right man on the right place. It describe identify the tasks, authority, and job description. It helps organization in realizing the organization's mission and goals of public organizations. The best practices from the implementation of Ministry of Home Affairs Decree No. 4 of 2005 On job Analysis is in accordance with the principles of organization such as staffing, personnel career development and staff performance measurement.

IV. Conclusion

In order to improve quality, such as: skills, knowledge, expertise and character of employees is done through education and training. Education and training provided to employees must comply with the requirements needed, thus improving the quality of employees will be completely fulfilled. Job analysis is required in the development employee who in essence is an effort to meet the needs of labor qualitatively in accordance with the requirements of the job which is determined by considering the interests of individual employees to develop their potential as high as optimal as possible to reach a career-high in the organization.

To realize good governance, the Government needs to improve the quality of professionalism state apparatus for competitive advantage and uphold the ethics of the bureaucracy in providing appropriate services appropriate with the level of satisfaction and desires of the community or more commonly known as given excellent service.

Bibliography

- Chrisnadi, Bambang, 2001, Career Position Perspective in Local Autonomy, Worksheet Vol 1 No. 04 of 2001, Centre of Civil Servant Research and Development, State Personnel Agency.
- Drucker, P. 1999. Management Challenges for the 21st Century. New York: HarperBusiness.
- Fukuyama, Francis, (2004), State-Building: Governance and World Order in the 21st Century. Cornell University Press. , Ithaca, N.Y.
- Levine, et al. 1990. Public Administration : Challenges, Choices, and Consequences. Scott, Foresman/Little Brown Higher Education. Illinois.
- Ministerial of Home Affairs Decree No. 4 of 2005 On Job Analysis.
- Osborne, David & Peter Plastrik, *Banishing Bureaucracy: The Five Strategies for Reinventing Government*, Addison -Wesley Publishing Company, Inc. , 1997.
- Nyhan, Ronald C, 2000, Changing The Paradigm Trust and Its Role in Public Sector Organizations, *The American Review of Public Administration* 2000; 30; 87.
- Syuhadak, Muhammad, 2001, Profession of Civil servants through Job Position Standard, Worksheet Volume 1 No. 6 of 2001, Centre of Civil Servant Research and Development , State Personnel Agency.
- Thoha, Miftah, 2005, *Civil Servants Management*, Prenada Media, Jakarta.
- Wibowo, Samodra, & Yuyun Purbokusumo, 1998, *Improving Quality of Public Service*, JKAP, Volume 2, No.2, November.
- Maraval, Jose ? Mar? ?a and Ignacio Sa ?nchez-Cuenca (Eds), 2008, *Controlling Governments Voters, Institutions, And Accountability*, Cambridge University Press Cambridge, New York, Melbourne, Madrid, Cape Town, Singapore, São Paulo.
- Tjiptoherijanto, Prijono , 2006, *Civil Service Reform In Indonesia*, EROPA'S Conference, Hanoi, Vietnam, October 9 - 14, 2005.
- Thompson, Dennis A, 2005, *Restoring Responsibility, Ethics in Government, Business, and Healthcare*, United States of America by Cambridge University Press, New York.