

**THE PROMOTION OF STRUCTURAL POSITION: A PARADOX OF  
CENTRALIZATION/DECENTRALIZATION OF PUBLIC PERSONNEL  
MANAGEMENT IN INDONESIA**

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**ABSTRACT**

*When the policy of local autonomy has been implemented in Indonesia, there are many of government affairs that are delegated to the local, one of them is the local personnel management. Its implication, regent/mayor have been positioned as the Local Civil Service Advisor Officials. At that time, the personnel management problems emerge such as promotion of structural position that tend to become the politic arena than human resource development. This research aims to find out the implementation of the promotion of structural position in the local autonomy era in Indonesia. This research uses the qualitative approach by using the technique of functional benchmarking by involving 2(two) research locations that are Regency of Cilacap and City of Surakarta in Province of Central Java. Result of research shows that the implementation of the promotion of structural position in the local autonomy era has the characteristic of centralistic, politic, nepotism, and spoil. It is caused because all the personnel management position in the hand of regent/mayor as the Local Civil Service Advisor Officials, the criteria that has been used only administrative, and occurs the role ignorance of the Independence Assessment Team by Local Civil Service Advisor Officials. In the era of local autonomy that stresses the implementation decentralization of government affairs with the purpose to increase the democratization and prosperity of society, but in fact happens the strong centralization in the local level in the employee management. It is a paradox of centralization and decentralization of personnel management in the era of local autonomy.*

**Keywords:** *Promotion of Structural Position, Centralization, Decentralization*

## 1. INTRODUCTION

The transformation of government system in Indonesia from centralization to decentralization have consequence in its decentralization of government affairs of regency/city, especially personnel affair including the function of position promotion. Local personnel affairs then became the responsibility of the regent/mayor that is actually a political official, therefore he is positioned as the Local Civil Service Advisor Officials. Here is the problem of local personnel management started to emerge, because all the management function of local personnel are centralized in one point that is in the hand of regent/mayor. Promotion of structural positions for example, although there has the Independence Assessment Team, but the last decision still in the hand of the regent/mayor.

The problem become crucial because the politic intervention in promoting the structural position cannot be avoided. Promotion of structural position that is supposed to be the media of human resource development has turned into the politic area. Instead of competence, the promotion tend to calculate political service, not realistic, being closed and full of nepotism. This condition causes the career development of civil servant in Indonesia which involves 4.5 million people with become uncertain.

Based on the problem background above, the problem that is tested through this research is how the promotion implementation of structural position in Indonesia in the era of local autonomy?

## 2. LITERATURE REVIEW

Chronologically, the system of public personnel according to Henry (2004) consisted of 7 (seven) types. First, the guardian period, the public personnel monopolized by characterized functionary (majesty) and competence. Second, the spoil period, the public personnel are monopolized by functionaries who comes from the party and colored with the money politic. Third, the reform period, public personnel is separated from the politic intervention by establishing the commission of public personnel. Fourth, the scientific management period, public personnel is dominated by the scientific management, structure of public personnel is established with certain way to become efficient. Fifth, the administrative management period, the public personnel becomes part of the function of general managerial like planning, organizing, reporting and et cetera. Administrative employee has function to increase the management effectiveness. Sixth, the professional career period, career development of employee is directed to the profession so the public personnel dominated by professionals like lawyer, scientist, and et cetera. Seventh, the professional public administration period, the public personnel does not stresses to the position but tend to become more individual career development and this period, the public personnel still being colored by professional.

Klinger and Nalbandian (1985), identifies the core function of public personnel management and its duties for each function. There are four core functions: (1) to procure employees; (2) to allocate employees; (3) to develop; and (4) sanction function. There are 4 (four) value that affects the public personnel management that are: (1) the right of the individual, where this value is defined to protect the individual from inconsistency and arrogant of government decision; (2) administrative efficiency; (3) political responsiveness; and (4) social equity.

Related to the local personnel structure, Mintzberg (1993) described 5 (five) structures: (1) the operating core, they are the technical implementers; (2) the strategic apex, is top manager; (3) the middle line, is the managers as the connector between the strategic apex and with the operating core; (4) the techno structure, are the analysts; and (5) the support staff, they are the people in the staff unit and gives the support service indirectly to the organization.

## 3. RESEARCH METHODOLOGY

This research uses the qualitative approach by using technique of functional benchmarking and involving 2 (two) location of research that are Regency of Cilacap and City of Surakarta Province of Central Java. Design of research is *grounded theory* (Strauss & Corbin, 1990). Focus of research is the implementation of structural position promotion in the local of Indonesia in era of autonomy. Data is collected by using technique of in depth interview, non-participant observation, and documentation. Data is analyzed by using paradigm technique of grounded theory (Strauss & Corbin, 1990) and its legality is tested by using technique of checking from Lincoln & Guba (1985) that is consisted from credibility, transferability, dependability, and conformability.

#### 4. RESULT OF RESEARCH AND DISCUSSION

The implementation of the promotion of structural position in this research describes through the system model that consists of input, process, and output as following:

##### 1. *Input*

Based on Act of Number 43 in 1999 about the Transformation of Act of Number 8 in 1974 about the Core of Civil Servant and regulation of related legislation, input of the promotion implementation of structural position is the result of job analysis, job competence standards, result of competence test, and result of employee performance appraisal. Input that has been founded in Regency of Cilacap it is just result of job analysis, it only contains job description, not completed with the job specification and position map that is wished by legislation regulation. The limitation of the result of job analysis is caused because the government of the Regency of Cilacap thinks that job analysis is not the important input because there has been input of administrative such as title, age, and work period. It needs to be stressed here that input of administrative in reality cannot produce the competent structural functionary, so it cannot fulfill this core value of civil service management that is efficient administrative as explained by Klingner and Nalbandian (1985). Incompetent functionary is the functionary who spends much money and not being capable in running his core duty. Beside that, input of administrative also gives the opportunity to the Local Civil Service Advisor Officials to deploy certain civil servant that has the good performance in his succession process. Input of administrative adds the centralization opportunity to take promotion decision of structural position by the Local Civil Service Advisor Officials.

Input that has been founded in City of Surakarta, beside the result of job analysis, it is the prerequisite of position to appointment of position in the structural position and result of competence test. It means the input that is owned by city Government of Surakarta is complete and more based on competence. City Government of Surakarta has not competence standard of position, but because cooperate with the assessment center of Province Government of Central Java, so they can do test of competence. It means, the input that is owned by city Government of Surakarta is more concerned to the efficiency and social justice (Klingner and Nalbandian, 1985) and more controlled so its centralization is lower.

##### 2. *Process*

Promotion process of structural position is started from the **planning**. Planning normatively is started with the formation inventory of structural position and continued with determining of formation by the Local Personnel Board. Whether in Regency of Cilacap or City of Surakarta have been founded 2 (two) types of planning that are routine planning and incidental planning. Routine planning is formation determining of structural position that is conducted in every April and October because pension, placement, died, and to be able to run his duty. Incidental planning is the formation determining of structural position because the transformation of Organization Structure and Work Procedure. Routine planning runs according to the regulation of legislation, but there is the difference between Regency of Cilacap and with City of Surakarta that is in the formation specification that has been determined. Formation specification in City of Surakarta is more complete and more based on the competence, and in Regency of Cilacap is just has administrative characteristic. These differences are caused because the input that is owned by both regional government are different. Incidental planning is different with routine planning because the Local Civil Service Advisor Officials in this type planning conducts the intervention by determining the formation with reason in order to support the achievement of vision and mission. In here, this happens the centralization and strong politic intervention in planning the structural position promotion in the regional as in the system of spoils government that is colored with the politic connection (Henry, 2004).

**Recruitment** the second stage in the process of promotion implementation of structural position. Recruitment normatively is the activity to inform the information about the structural position formation by the Local Personnel Board to leader in this case is echelon II, echelon III, and echelon IV in every Work Department of Local Official. Based on the information above, the leaders in hierarchy system proposes the candidate who fulfills prerequisites to fill the formation. The finding of this research shows the recruitment to formation from the routine planning it is run normatively, and for formation from the incidental planning is conducted by the Local Civil Service Advisor Officials. It means in this stages happens the centralization and nepotism and even money politics. Decentralization hopefully will produce the development of democracy, but in fact this encourages the regional authoritarian. Refers to the concept of deliberative democracy (Hubermas, 1996) that the taking process of public decision (involves the proposal of the candidate of

structural position) must be started previously with the wild discourse. Public decision that relates with the civil servant management that is colored with the politic affiliation it becomes the unfair process because it just concerns the individual rights (Klingner and Nalbandian, 1985). The need of reciprocal or symbiosis mutualism according to Hadna (2010: 150), it has become the career position in the regional bureaucracy as the area of politic transaction between the politician and with the career functionary in regional. This transaction is getting stronger with the higher of position of structural position that will be filled. If connected with the theory of organization structure from Mintzberg (1993:9-19), if this transaction becomes more politics when reaches the position of strategic apex.

**Selection** is third stage in doing the promotion of structural position, started from meeting of the Independence Assessment Team to give ranking from 3 (three) candidate that are proposed. The result of selection of the Independence Assessment Team is determined in the Decision Letters of the Independence Assessment Team and this decision is given to the Local Civil Service Advisor Officials as the consideration in deciding of appropriate candidate, his chooses and decides one of candidate. Selection activity needs input resource such as certain criteria that is used as foundation to appraise the candidate of structural functionary who is more appropriate as explained in (Hasibuan, 1994:94; Dessler, 1993:189; Go and Kleiner, 2001:21), in order to make the goal of position promotion and implementation principle of position promotion such as justice, trust, and formation can be achieved, so promotion of position must be conducted with the clear criteria, it means, criteria is the foundation to select the candidate of functionary and success determinant of the promotion of position itself.

Finding of research shows that the criteria that is used it has the administrative characteristic especially in Regency of Cilacap, so manipulation in the selection is possible to happen because the criteria of administrative actually is not valid and unreliable. The other finding in the process of selection is the participation of the Local Civil Service Advisor Officials in the selection of candidate of structural position. Normatively, it is supposed to the Local Civil Service Advisor Officials only select 3 (three) candidates who have been punished by the Independence Assessment Team, but what has been found in Regency of Cilacap, the Local Civil Service Advisor Officials conducts the selection through the selection that is conducted by the Independence Assessment Team, even the selection has been conducted since in the recruitment stage. It has conducted the selection, because the proposal of the Local Civil Service Advisor Officials only 1 (one) people, it is not 3 (three) people like in the regulation procedure of legislation. Automatically, although it is a proposal but because only 1 (one) people, similarly it has conducted the selection. Furthermore when the Local Civil Service Advisor Officials proposes the proposal like this, the Independence Assessment Team cannot brave to do the intervention. Finally, the Independence Assessment Team only determine in a fictive consideration. It shows a centralization in selection.

The last promotion process of structural position is **the decision of appointment**. In the decision stage, it is marked with the establishment of Decision Letter of Regent/Mayor as the Local Civil Service Advisor Officials to appoint civil servant in the position of certain structural. This stage is signed with the inauguration and taking oath of structural functionary. The funding of research whether in Regency of Cilacap or City of Surakarta, there has the arrogance in implementing management of public civil servant in appointing the structural position. A Civil Servant is appointed in what structural position, they know when they have been informed with the Decision Letter of Regent/Mayor in the inauguration ceremony.

Bernardine and Russel (1985) stated that in developing the organization career, the civil servant had to arrange the career planning and the institution implemented the career management. It means that the structural position that will be hold by civil servant is the part from the career planning, it means this civil servant must know previously. Because in fact, only civil servant itself who knows precisely of their competence with their position competence. It means, although one side of position promotion is the reward that has been given by organization to employee because their good job, but if the placement it becomes confidential, so according to Klingner and Nalbandian (1985) this is the forms of arrogance. Meanwhile, according to Hubermans (1996), the arrogance is the characteristic from the authoritarian decision (centralistic).

The big authority of the Local Civil Service Advisor Officials without any balancing with the proportional controlling it has the potentiality to emerge the job deviation or corruption such as the misuse of authority in promoting the structural position. This condition bases on the corruption theory that is developed by Klitgaard (1988:200), that monopoly of power and discretion of official without the appropriate

controlling from the controlling apparatus (minus accountability) it will cause the courage to do the misuse of authority and corruption.

### 3. *Output*

Output process of the promotion of position according to concept of merit system is the implementation the right man on the right job. Promotion of structural position is supposed to produce the appropriate structural position that is the competence functionary and good performance. The finding of research shows that there are many of the functionaries with inappropriate qualification with their position.

The criteria of effective appraisal and objective process, it will produce the appropriate position. The process which has the politic characteristic will not produce the appropriate functionary. As explained by Robert La Folette in Burbank et al., (2010:79), that system of merit was the process of promotion and deployed the civil servant that based on their ability in doing job, it did not base on their politic connection.

If connected with the decentralization purposes to increase the local democracy, so in contrary what happens in the promotion process of structural position especially and career development generally. Centralistic, nepotism, and injustice will color the promotion process of structural position in the era of regional autonomy.

### 4. *Role of The Independence Assessment Team*

Mechanism that has been determined by the legislation regulation to reduce monopoly from the Local Civil Service Advisor Officials by establishing the Independence Assessment Team. The core duty of the Independence Assessment Team is to give the consideration to the Local Civil Service Advisor Officials in appointment, transferring, and firing from the structural of echelon II to below. Beside that core duty as explained above, the Independence Assessment Team has duty to give the consideration to the authorized functionary in giving the appointment of higher title for them who has the structural position, it shows the excellent work performance, find the new invention that useful for state government and consideration of pension age of civil servant that place the structural position of echelon II. Head Decision of Local Personnel Board Number 13 in 2002, explained that the appointment in structural position of echelon II to below in Regency/City, it had been determined by the Local Civil Service Advisor Officials after getting the consideration from the Independence Assessment Team.

Whether in Regency of Cilacap or City of Surakarta, it happens the ignorance of the Independence Assessment Team role by the Local Civil Service Advisor Officials. This ignorance role happens when the Local Civil Service Advisor Officials has the proposal of the structural candidate and single candidate, so at that time the Independence Assessment Team is not given opportunity to do the selection role. Because the single candidate, automatically the selection process happens in similar time with the recruitment process and it simultaneously is conducted by the Local Civil Service Advisor Officials. The Independence Assessment Team is only as "rubber stamp" to legalize the proposal and selection of the Local Civil Service Advisor Official through the Decision Letter of the Independence Assessment Team about the Appointment Consideration of Civil Servant in Structural Position.

Ignorance of role and work process of the Independence Assessment Team by the Local Civil Service Advisor Officials it is encouraged by politic motivation. The action of suggestion and selection of candidate that is conducted by the Local Civil Service Advisor Officials it is supported with the political promises that given when the candidate process of Regent/Mayor. The proposal or selection of the Local Civil Service Advisor Officials is based on its appraisal that civil servant can help to strengthen its authority. When happens the ignorance of role and work process of the Independence Assessment Team by the Local Civil Service Advisor Officials, the Independence Assessment Team is in the weak position, furthermore the Independence Assessment Team is the institution that has been established by the Local Civil Service Advisor Officials.

The finding of research is accordance with the result of research Cao (2001), that the implementation of promotion is not consistent with the legislation regulation. It happens because moral, pattern of thought and "excellent ability" of leader, because of that if want to achieve the good governance in promoting of position, so third factors must be concerned. In the Act Number 5 in 2014 about the State Civil Apparatus, it is stated through the principal of the State Civil Apparatus as the profession that are from: (1) basic value; (2) ethic code and behavior code; (3) commitment, integrity, and responsibility in public service; (4) competence that is needed that based on their duty; (5) academic qualification; (6) protection guarantee of law in doing duty; and (7) professionalism of position.

Philosophically the establishment of the Independence Assessment Team is to give the balance (check and balance) monopoly potentiality of the Local Civil Service Advisor Officials. The existence of the Independence Assessment Team actually has very big benefit in order to enforce the justice and objectivity of the management practice of civil servant in Indonesia. The ignorance of role of the Independence Assessment Team by the Local Civil Service Advisor Officials so it happens the betrayal to the enforcement of justice and practice objectivity of civil servant management especially in the promotion of structural position. If want to the achievement of career development which is opened, objective and fair as explained by *merit system*, so the strengthen of the Independence Assessment Team need to be conducted. Although the Independence Assessment Team is stated with the Decision of Regional Leader (regent/mayor), but role of process of the Independence Assessment Team must be strong and normative. The role and process of normative job cannot be ignored by the Local Civil Service Advisor Officials. There must be the separation, no any intervention of the Local Civil Service Advisor Officials to the role and process of the Independence Assessment Team work.

It is difference with the mechanism that is stated through the Act Number 5 in 2014, where the relationship between the selection committee with the Local Civil Service Advisor Officials in placing the high leader position does not has the indirect characteristic, but must through the authorized decision previously. As explained in legislation above, the deploying of high leader position, firstly it is conducted by the Local Civil Service Advisor Officials which previously establishes the selection committee. Subsequently the selection committee chooses 3 (three) candidates of high leader position who have been chosen and subsequently informed to the Local Civil Service Advisor Officials through the authorized functionary. The last, the Local Civil Service Advisor Officials chooses 1 (one) from 3 (three) name of candidates to be determined and inaugurated as the high leader functionary. Because the relationship between the selection committee with the Local Civil Service Advisor Officials indirectly (through the authorized functionary), so the possibility of politic intervention of the Local Civil Service Advisor Official to the selection committee is smaller than with the position of the Independence Assessment Team which its relationship is indirectly.

The reduction of this intervention just can be conducted if the public control or public participation can be implemented. The presence of public participation, work process of the Independence Assessment Team will be more objective and opened. Promotion system of structural position will not become the closed system that eases the Local Civil Service Advisor Officials to interfere, beside to become the system that is opened and objective as wished by merit system.

The principal of merit system from Act of Pendleton that is relevant with the role and work process of the Independence Assessment Team in this research as following: (1) recruitment, selection, and development bases on the merit after doing the fair and opened competition; (2) treatment to the employee and applicants fair and similar; (3) keep the high integrity standard, behavior, and participate to the public interest; (4) keep or separate the employee must be based on the work performance; and (5) protect the employee from the wrong politic effect. Principal of merit system from Leveriza (in Sulardi, 2010:529) that is relevant as following: (1) development of organization structure to conduct the civil servant program such as responsibility from all employee who participate in the defined program clearly; (2) planning of good and trusted recruitment and withdrawal of good candidate through the equipment of recruitment technique that is interesting and definite; selection system which makes sure the qualified candidate that can be accepted and deploys them in the most appropriate job; (4) promotion planning that is based merit principal with the purpose to implement the career system which the good employee is brought into service and based on their work performance to place them into highest position; and (5) complete program to keep moral and discipline of employee in the higher level.

## 5. CONCLUSION AND SUGGESTION

One of the businesses that is delegated by central government to the regency government in the era of local autonomy is the business of regional civil servant. Its consequence, regent/mayor which in fact is politic functionary they are placed as the Local Civil Service Advisor Officials. After that it will emerge the structural promotion that is colored with the politic phenomenon so promotion is not rational. It is strengthened with the input for the process of the promotion of structural position which has administrative characteristic, so it will gives the opportunity to the Local Civil Service Advisor Officials to place certain civil servant that considered has good work in its succession process. Input of administrative adds the

centralization opportunity to take the decision of the promotion of structural position by the Local Civil Service Advisor Officials.

When in the promotion process of structural position, it is seen in incidental planning of the Local Civil Service Advisor Officials in doing the intervention to determine the formation with the reason in order to support the achievement of vision and mission. Here happens the centralization and strong politic intervention in planning promotion of structural position in regional. Recruitment for the formation from routine planning run normatively, but for the formation from incidental planning the proposal is conducted by the Local Civil Service Advisor Officials. It means in this stage happens the centralization and nepotism and even money politic. In the stage of selection, especially from the incidental planning happen ignorance role of the Independence Assessment Team, where the Independence Assessment Team is not given the changes to do the selection. The Independence Assessment Team just as the "rubber stamp" to legalize the proposal and selection of the Local Civil Service Advisor Officials through the Decision Letter of the Independence Assessment Team about the Consideration of Inauguration of Civil Servant in the Structural Position. In the placing stage, a civil servant will be placed in the structural position where it has the confidential characteristic. It is the form of arrogance and this arrogance is the characteristic of authoritarian decision (centralistic). The impact from the closed process, the politic, politic affiliation, nepotism, so it is found many of incompetence functionary.

In the era of local autonomy which stresses the implementation decentralization for the government business with the purpose to increase the democracy and public prosperity, but in fact happens the strong centralization in the local level in the civil servant management. It is the paradox of centralization and decentralization that happens in the civil servant management in era of local autonomy.

Bases on the explanation above, it is suggested to review again the effort to place the regent/mayor as the Local Civil Service Advisor Officials. The Local Civil Service Advisor Officials can be placed by highest career functionary which it is not classified as the group of political appointee, so politic cooptation in the public civil servant management from Klingner and Nalbandian by adding the value of public participation. The value of public participation is hopefully it can stress the value of nepotism and spoil, so the merit system can be achieved.

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