

Bureaucratic Reform in the Effort of Realizing Professional Civil Servant (A Study on Structural Promotion and Job Transfer of Civil Servant in Local Government of Banjarmasin City)

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Abstract

The research has objectives in describe, analyze, and interpret the phenomena related to bureaucratic reform in effort to realizing professional civil servant. Based on relevance of problem construction by chosen perspective theory, the research was employing qualitative method. By this approach, researcher focussed the interest on the bureaucracy reform in the effort to realize professional civil servant viewed from promotion and transfer of jobs aspects on structural position in Government of Banjarmasin Municipality.

The results of the results concluded that implementation of bureaucracy reform in promotion and transfer of jobs on structural position which oriented on civil servants professionalism, already changed, but still limited and tends to resemble closed system. The supporting factors in bureaucracy reform in promotion and transfer of jobs in structural position were the issuance of implementation of bureaucracy reform policy by Government of Banjarmasin Municipality, implementing assessment, training experience and the assessment of employer track records. Meanwhile the hampering factors were existence of success team, patron-client relationship, relationship between bureaucracy and members of House of Representatives, and familiar relationship. The effects of bureaucracy reform in promotion and transfer of job in structural position to the efforts in realizing professional civil servant were the employee doesn't has an equal opportunity, the effect to the organizations, and on the mechanism to recruits competent employees.

Keywords: Bureaucracy reforms, promotion and transfer, civil servant professionalism.

1. Introduction

Based on local newspaper Banjarmasin Post, it was reported that deciding of promotion and mutation of jobs, likely base on emotional relationship and personal willing of Major of Banjarmasin, especially for position of Head of Office/Agency/Board or level on those position, and gives little considerations on competency of civil servant and assigning of officer could be said flighty and obscene. Then the involvement of political parties in giving recommendation on cabinet reshuffle will do by Major of Banjarmasin. Partai Bintang Reformasi (PBR) (The Star Party-Reformation) which endorses elected Major and Vice Major gave a review on criteria of feasible officer to be chosen as head of Office/Agency/Board in Echelon II. Also, there were some approaches by a number of officers to the PBR's executive including the members of Legislative Board (House of Representative of Banjarmasin Municipality) to be recommended to the Major.

This phenomena was very interesting to be explored for how the implementation of bureaucracy reform, what factors were supporting and hampering and effect of bureaucracy reform in promotion and transfer of job in effort to realize professional civil servant and how is the model of implementation of bureaucracy reform in promotions and transfer of structural position which oriented on professional civil servant.

2. Literature Review

2.1. Administration Reforms

View on administration reforms give stress on demanding changes of "outcomes of administrative reform" with the centre of interest on improvement of administrative function as a tool. Changes demand is one of form of public administration reforms in order to be in line with people dynamics (Riggs, 1977), the public interest and demand (Zauhar, 2007), market demand (Turner & Hume, 1997), and demand of contextual ecologist

environment which always grows. There are a view which consider political aspect as instrument for social justice and economical growth and also some concentrate their attention on the process or focus on process (Turner & Hulme, 1997). Dror (1971) stated that administration reform is a planned change on the main aspect of administration. The efforts according to Khan (1991) require main changes on bureaucracy system of a country which expected to change the existing one and establish practices in behaviour and structure. Underlining all those definitions, Zhijian, De Guzman, and Reforma (1992) stated some points on administrative reforms as follows: *“First, administrative reform is used synonymously with change. Second, administrative reform bears a close affinity with innovation. Third, administrative reform to succeed, one needs systemic and wide ranging changes and such changes must be brought about in a deliberate and planned manner. The most common assumption underlying administrative reform is that it is important to cope with the rapid changes taking place in the administrative environment”*

Boyd (2009:156) stated: *“Administrative reform smoldered more than it blazed. The next big push for administrative reform came during 1960s as the war on poverty raged and expansion of government services peaked to a then all-time high. Administrative reform of this era focused on consolidating program or services, instituting, programmed-based budgeting and improving efficiency and effectiveness”*

Administration reform could be done by both micro and macro approach in administration reforms, strong and weak of political leadership and correct time in reform, could be depicted in Hahn Been Lee (1970) as quoted by Zauhar (2007) in figure 1 below:

		Timeframes	
		Advantageous	Not-advantageous
Leadership	Advantageous	Comprehensive	Incremental
	Not-advantageous	Incremental	X

Figure 1: *Matrix of optimum reform strategy*
 Source: Hahn Been Lee (1970).

2.2. Bureaucracy Reforms

Bureaucracy reform according to Michael Dugget is a process which done continuously to redesign of bureaucracy, which in the scope of government and political parties so that efficient and effective from law and political view. The other opinion from Mark Schacter stated: *“Public sector reform is about strengthening the way that the public sector is managed. The public sector may over extended-attempting to do too much with few resources. It may be poorly organized; its decision making process may be irrational; staff may be mis-managed; accountability may be weak; public program may be poorly designed and public services poorly delivered. Public sector reform the attempt to fix these problems.* (Rewansyah, 2010)

In Dwiyanto (2011) stated that bureaucracy reform can not be simplify to become the matter of remuneration and performance measurement only. The remuneration improvement should be placed as supporting instrument in basic reform process in public bureaucracy. Remunerasi can not step aside or superseded the real reform agenda. But, when bureaucracy reform tend to accentuate improvement in remuneration and not followed by basic changes in other aspects, such as restructurization of organization, bureaucracy culture changes, and measurement of performance changes then bureaucracy reform will loss it meaning. When it was happening then the government already hijacks bureaucracy reform concepts by covering their action by improving remuneration of apparatus with the term of bureaucracy reform.

2.3. The Supporting and Hampering Factors in Bureaucracy Reforms

Bureaucracy reforms could be successful when supported by the several factors such as (a) salary and incentive based on performance, and (b) remuneration to employee (Dwiyanto (2011). In the other side, there were some factors hindering of establishing bureaucracy reforms. The main hindering factor was related to paternalistic culture as inherent culture in community and government bureaucracy. The constraints consisted of political, bureaucracy, and socio-cultural constraint. In political constraint, it related to Indonesian social-politics, which is not stable in infrastructure or suprastructure. Groves (1967) showed the low support from political leader and government to bureaucracy reformation. In bureaucracy system constraint, it related to system, procedure, and habit which embedded and formed in bureaucracy, is not easy to be changed. Strong resistances, especially in elite bureaucracy which get advantages from existing system make them want to retain it. Social cultural

constraint related to bureaucracy and which covering of bureaucracy which influences the bureaucracy reform process.

2.4. Impact of Bureaucracy Reform

In implementation, bureaucracy reforms from one side could have positive effect and from the other side could have negative one. According to grand design of national bureaucracy, if it can be implemented successfully then the bureaucracy reform can give positive effect, such as: (a) decreasing and at the end disappearing of misuse of public authority by the officer in the related institution; (b) make the state has *most-improved bureaucracy*; (c) increase the service quality to the people; (d) increase the quality of formulation and implementation of policy/program of institution; (e) increase efficiency (cost and time) in implementing on all aspects of organization; (f) make Indonesian bureaucracy become anticipative, proactive, and effective in facing globalization and dynamics of changes on strategic environments. Negative impact may occur and it's related to the failure of the grand design when it fails to be implemented. This makes incapability of bureaucracy in facing complexity which goes exponentially in 21st century, antipati, traumatic, decreasing of people support to the government, and the threat of failure in achieving (good governance), even obstruct the success of national development.

2.5. Structural Position

In general, the position of Civil Servant of Republic of Indonesia consists of structural position and functional position. Structural position is a position which clearly stated in organizational structure which stated in Keputusan Presiden (Presidential Decision) or Keputusan Menteri (Minister Decision)/related Head of Institution by the written agreement from MENPAN, which consisted of 10 level, from Echelon Vb to the Echelon Ia. Meanwhile, functional position is a position even though is not clearly stated in organizational structure but viewed from its function, the position need to be established and make the organization to execute their main task, such as lecturer, judge, researcher, etc.

Special for structural position, according to Peraturan Pemerintah (Government Regulation) Number 13 of Year 2002 on Installment of Civil Servant in Structural Position, it stated that structural position is a position which shows the task, responsibility, authority, and the right of a Civil Servant in heading of one State Organizational Unit. Structural position classified by position classification system named echeloning. Each echelon has their own rank level, in which the lowest to the highest one.

2.6. Staff promotion

Manullang (2011) explained that promotion means give higher position, in which accept bigger authority and responsibility from the previous one. The same thing also stated by Ardana, et.al. (2012) that promotion is a process of changing from one job to other in hierarchy of higher authority and responsibility than the ones previously given to the staff. Giving of promotion to one of the staff means the staff given higher position in organizational structure of business venture or public organization which generally based on capability. From the way of assessment of capability, it's rare that the process is done by one person only. One of the reasons is to avoid or reduce the effect of halo. It is not the matter on the way of assessment of to be employed, but the assessor need to know about the usefulness of assessment of capability, how to execute and how to interpret the result in capability assessment test. Furthermore, promotion is not always followed by increase of salary, but in general by having bigger authority and responsibility then the bigger the rewards in money they get.

2.7. Transfer of Staff Position

The definition of transfer of position (Arifin, 1989) could be stated as transfer of clerical task, transfer of task, rotation (changes) of staff and etc. In more complete definition, Manullang (2011) stated that the transfer covering of all changes of staff position in more general in term. According to Toha (2005) that the basic of consideration in transferring of position are work experience in certain job, organizational needs, knowledges and skills and special reason (such as follows the husband). Meanwhile, the transfer should be done every 2 (two) years in minimum and 5 (five) year in maximum, which implemented based on the suggestion from the head of work unit. The authoritative parties in deciding of staff transfer generally is the one which deciding the performance assessment, promotion and training.

Transfer of staff from one position to other with same salary is not causing the problem. Also, the rotation of position in which staff is transferred from one position to other in order to increase knowledge and experience by keeping their salary to be the same. Rotation of position become one of the way to educate staff, in which the staff which in the training has their salary increased.

3. Research Methods

The research employed qualitative approach. Data collections were executed by observation, interviews and document tracer. Data research validity was tested by 4 (four) criteria which are: credibility, dependability, confirmability, and transferability. The data analysis follows Interactive Data Analysis model from Miles and Huberman (1984). Data analysis was consisted of 3 (three) components, which are: data reduction, data presentation and drawing conclusion.

4. Result of the Research and Discussion

4.1. Implementation of Promotion and Transfer of Structural Position

In executing the task and business in management of staffing and as element of implementation of staff mentoring of Banjarmasin Municipality, which was held by Badan Kepegawaian Daerah (Regional Staffing Board), Pendidikan dan Pelatihan (Education and Training) of Banjarmasin Municipality. It was done based on Peraturan Daerah (Perda) Regional Regulation Number 15 of Year 2008 on the Organizational Structure of Regional Staffing Board, Education and Training of Banjarmasin Municipality.

The numbers of Civil Servant in Banjarmasin Municipality as many as 7.810 peoples consisted of Civil Servant Level I of 27 peoples, Level II of 1.466 peoples, Level III 3.146 peoples and level IV of 3.171 peoples. And the number of Civil Servant held the Echelon positions as many as 989 peoples, consisted of Echelon IA of 1 person, Echelon IB of 31 peoples, Echelon IIA of 48 people, Echelon IIB of 97 peoples, Echelon IIIA of 474 peoples, Echelon IIIB of 294 peoples and Echelon IVA of 44 peoples, and the rest didn't hold any Echelon (BPS, 2013). By the promotion and transfer of jobs in year 2012 in which the promoted ones were 243 peoples and transferred one were 232 peoples, and in year 2013 there were 106 peoples promoted and 113 transferred, and in 2014 (until May 2014) the promoted ones were 81 peoples and 116 were transferred).

The assessment process which has been done by BKD Diklat to the employee to be promoted and transferred, besides based on the employee's willing both personally or thru Head of SKPD which proposed to BKD Diklat, also based on assessment come from the results of inventarization by BKD Diklat on the staff eligible to be promoted or transferred on structural position. From the three sources then it will be assessed to have 3 candidates on every position which will be filled thru promotion or transfer. The staff nominee which to be promoted or transferred for echelon structural position by BKD Diklat was considered by their competency based on their formal and non-formal education background. The nominee's non formal education refers to education and training they ever had after the staff installed as Civil Servant with the background of certain technical education and functional as required by structural position which will be held.

In this issue, there are changes or reformation on bureaucracy, in which in promotion and transfer of position already implement assessment to the staff before and after they hold structural position. The assessment is part of professionalism assessment of civil servant viewed from competency, performance and work achievement. It's very different to the previous in which the assessment from BKD Diklat only based on experience on previous position held, education and training experienced before and track records of staff nominated to be promoted and transferred in structural position.

All of results of assessment by BKD Diklat to staff nominated to be promoted and transferred to structural position, in the next step will be assessed by Baperjakat (Badan Pertimbangan Jabatan dan Kepangkatan) (Position and Rank Consideration Board) on feasibility of the staff to be promoted or transferred on structural position. From several aspects which became assessment from BKD Diklat on feasibility of the staff to be promoted still don't give guarantee the promotion and transfers always in accordance with planned one BKD Diklat Banjarmasin Municipality.

Promotion on structural position of Echelon II of Banjarmasin Municipality, to position of Sekretaris Daerah (Sekda) (Regional Secretary), the installment always executed after written consultation with Governor and Pejabat Pembina Kepegawaian Daerah Kabupaten/Kota (Officer of Mentoring of Regional Staffing of Regency/Municipality) asking approval from Leader of House of Representatives of Regency/Municipality in this case is Municipality of Banjarmasin and the officially consulted to Government until it is installed definitely by Governor. The promotion and transfer of structural position of Echelon IIB (level of Head of Institution/Board/Offices), generally the installment process is not necessarily has official approval from House of Representative, except for Secretary of House of Representative which need approval from Leader of House of Representative of Banjarmasin's Municipality. It will be done after endorsement from Baperjakat to Major by nominating at least 3 (three) civil servant which has qualification, either by promotion or transferring, and then written consults to Governor and finally 1 (one) civil servant installed by the Governor to hold position in

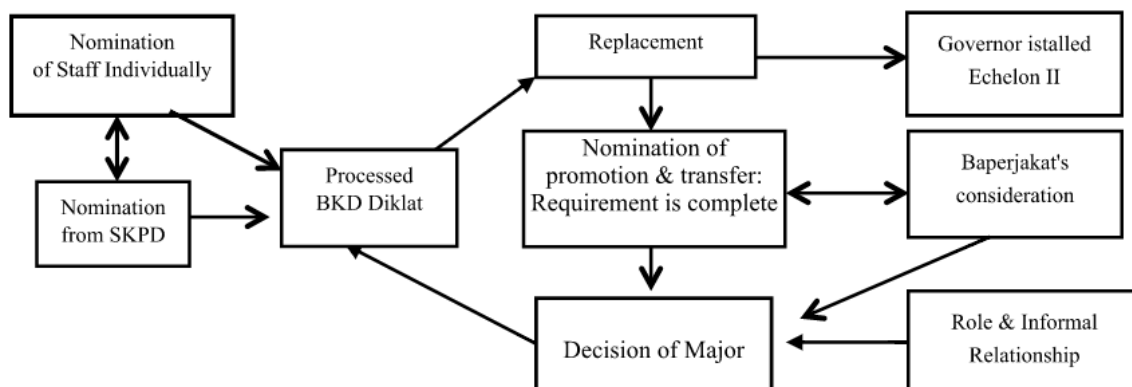
Echelen IIb. In exception is Secretary of House of Representative which need approval from Leader of House of Representative, and then consulted in writing to Governor as for other Echelon IIa position.

There are also changes or reform in the role of Head of SKPD in which Head of SKPD which nominated their staff to be promoted and transfered in their organization is involved in Baperjakat to give the consideration on the feasibility of the staff to be promoted or transfered both into or leave from organization under their lead. This is so different than before in which the Head of SKPD is not involved in promotion or transfer of structural position in the scope of Baperjakat.

Process of promotion of staff in structural position for Echelon IIb and under is nominated based on the decision from Baperjakat, and not necessarily means of 3 (three) nominees for each structural position nominated to Pejabat Pembina Kepegawaian (Officer of Mentoring of Staff), i.e. Major, automatically to be promoted or transfered as recommended by Baperjakat. In reality, the most influential one is the Major in deciding who fill the position. This is in accordance with Government Regulation Number 63 of Year 2009 on Authority to Install, Transfer and Dismiss Civil Servant. Baperjakat has been work maximally in preparing and assessing several name of Civil Servant which meet the qualification to be promoted. But the final decision always becomes the authority of Major as Officer of Mentoring of Staff for Banjarmasin Municipality and has big authority in deciding whoever to be promoted and transfered in structural position.

Eventhough in the level of Officer of Mentoring of Staff already implements changes or reform but it is very limited, in which the role and authority of Major as Officer of Mentoring of Staff Banjarmasin Municipality has a big authority in deciding promotion and transfer of structural position, so that from all the staff recommended according to by Baperjakat's criteria can not be all promoted or transfered, the other is promoted or transfered by interest of Major.

From all proses of promotion and transfering of structural position in Banjarmasin Municipality's, it can be drawn emphirical mechanism of promotion and transfer of civil servant for structural position and the model (*Existing Model*) of Bureaucracy Reform in Effort to Realize Professional Civil Servant in Promotion and Transferring of Strucutral Position in Government of Banjarmasin Municipality in simple picure are as follows.



Picture 2: Emphirical mechanism of promotion and transfer of structural position

Baperjakat give decision on feasibility of staff promoted or tranfered by chosing 3 (three) nominee for each position as consideration for Major in taking decision. For Echelon II and below, the Major gives approval by selecting 1 (one) of them to be decided as holder of the position. BKD Diklat then proceeds the Major's decision into Decision Letter which approved and signed by Major. Special for civil servant of Echelon II, further needs to be consulted in writing with Governor and also the approval for the civil servant to be promoted or transfered in structural position.

Major has big authority in deciding which civil servant feasibel to be promoted or transfered in structural position, and also act as political figure which gives attention to surrounding environment. Likely there are two options of policy which may be chosen by Major, whether comprehensively accept al consideration given by Baperjakat or only accept part of it or incrementally in order to accommodate his/her political interest and the informal relationship with certain parties. The dilemma could be shown in Figure 1 above by presenting "*matrix of optimum reform strategy*" (Lee,1970),

If analyze the two options of policy which may be taken by the Major as described above, according to the matrix, the policy taken by Major was oriented on "second box" choice because in his leadership there are social politics situation which give advantages but not followed by good leadership in managing the staffing issue in Government of Banjarmasin Municipality.

Her/his leadership always cooperate with peoples which have role in supporting her/his policy whether in formal or informal relationship, so that in implementing promotion and transferring of structural position is not fully take the policy from consideration of Baperjakat, but also considering the aspects which may maintain the stability of powers by parties which has role and informal relationship with her/him so that the option fall into category of incremental oriented one.

This was happened also in staffing system of Banjarmasin Municipality staffing, especially on the promotion and transferring on structural position and tend to be closed in nature. In implementing of it, it only involves of Head SKPD, BKD, Diklat, Baperjakat and Major, especially promotion and transfer of Echelon IV and III. But in Echelon II, it was Governor, Major, Baperjakat, and Leader of House of Representatives. The implementation of closed system at the end will not give optimum efforts in realizing of professional civil servants in holding the structural position by promotion and transfer.

4.2. Supporting and hampering factors in bureaucracy reforms in promotion and transfer of structural position

The supporting factors are as follows:

1. Policy of implementing bureaucracy reform

The commitment to implement bureaucracy reforms is a golden opportunity for Government of Banjarmasin Municipality in improving promotion and transferring system towards better changes. The commitment is supporting the review by Dwiyanto (2011) which give stress on opportunity of bureaucracy reform should be used optimally by the government to do fundamental changes toward bureaucracy. One of them is how bureaucracy reforms should become a needs by interest holder whether they are in the public bureaucracy or outside. But, the changes can not be done revolutionary because the government cannot accept the consequence and changes in its bureaucracy. The government was always in doubt to implement fundamental bureaucracy reform. The political will of the government to implement bureaucracy reforms should be pushed and supported so that the reforms could be effectively touch the basic of government bureaucracy. Eventough there are bureaucracy reforms pilot project (Peraturan Walikota (Major Regulation) Number 30 of Year 2013 on Road Map on Bureaucracy Reform of Government of Banjarmasin Municipality in Year 2013-2015), likely there are no clear target to improve promotion and transfer system on structural position which oriented on professional Civil Servant.

2. Implementation of Assessment

Starting from the objective of the assessment (BKN, 2014) which the product very useful to organization and staff is an instrument fit to assess civil servant competency. The importance of assessment is supporting the idea of Dwiyanto (2011) in which the competency measurement to hold certain position and promotion system which are open, competitive, and based on competency will give incentive to bureaucracy apparatus to develop themselves to be in line with aspiration or career plan.

In this thing, Banjarmasin Municipality as champion/pilot project of bureaucracy reform, especially in realizing of professionalism of civil servant in promotion and transfer in structural position, the support by assessment is not optimally implemented. This was caused by: (1) In the stage of assessment of Officer of Mentoring of Staffing / Major is not quite give attention to the results of assessment in promoting and transferring it staff. This was caused by the assessment still considering others interest which personal in nature. (2) The result of the assessment is only one of the parts of whole assessment of professionalism of civil staff. The other assessment are education and training already had, and also the integrity, loyalty, morality, performance, discipline and work experience.

3. Experience on education and training

According to Caiden (1998), Ashari (2010) explained that professionalism can be seen from 4 (four) indicators, in which: expertise, judgment, standard, and commitment. One of them can be assessed from the experience of education and training. As guidance in assessment of apparatus professionalism which can be promoted and transferred in structural position in government of Banjarmasin Municipality are as follows: (1) result of the assessment; (2) experience of training before; and (3) assessment on the staff's track records. If the three requirements already fulfilled, then the civil servant could be categorized as professional civil servant, and judged to meet the requirement to be promoted and transferred in structural position. The concept of professionalism is a

special, only as a requirement in promotion and transfer in structural position. So that the indicator for professional civil servants beside viewed from assessment result and education and training already had before also to the track record of the staff.

4. Assessment on track record of civil servant

The results of the research is only stresses on the importance of civil servant track records in integrity, loyalty, morality, work discipline, and work experience on the civil servants which promoted and transfereed in structural position. Dwiyanto (2011) which viewed government institution from public trust as the thrust from the public to the public officer. Public which dislike the decision of certain public officer or is not comfortable with personality of certain public officer has a tendency to lost trust the public officer. The decrease in trust from public to certain public officer can influence the public perception on institution in which the officer work or associated.

The hampering factors in bureaucracy reform in promotion and transfers of structural position are as follows:

1. Success team

The success team is the parties had involved as individual or group in trying and winning Major and Vice-Major of Banjarmasin Municipality in Major's election for the period 2010-2015. They were: (1) Peoples leaders and religion leader (cleric in Moslem Society), the leader of religion organization, businessman, leader of other organization which has mass, etc.; (2) the one with civil servant status; and (3) member of society which help during proses of election. After the nominee of Major and Vice-Major they support win the election, then they intensify the communication with the Major, specially. The roles they played is involving themselves in planning the promotion and transfer of position in Government of Banjarmasin municipality. This especially the role played by leader of society and civil servant which give their support and helping to wing the election.

2. Patron-client relationship

The implementation of management of staff in promotion and transfer is likely also influenced by patron-client relationship. This refers to the private relationship between leader and their staff. This behaviour makes the relationship between the superior to the staff paternalistically. The relationship of patron-client has the advantageously mutualistic both from the superior and the staff. From the superior is giving the opportunity to the staff to be promoted and transferred eventough they are not feasible to be promoted and transferred. In contrast, from the staff given opportunity to be promoted and transferred to the structural position always required to have loyalty and their duty to the superior (Major) either in official matter or non-official one. In the relationship of non-official bussiness, such as helping and solving the relationship the issues related to personal one not related to official issues. When the loyalty and duty from the inferior is not considering the personal interest of superior then sometimes they are transferred to SKP which is not give many advantages to them. Meanwhile, in certain position of Echelon II, sometimes they may be transferred to be Advisor Staf of Major which doesn't have authority as Head of SKPD, and also can be transferred as Head of SKPD considered as non-strategic one.

3. Relationship between bureaucracy and the member of House of Representative in personal

Involved or not of the member of House of Representative in personal is not mean the House officially involved but always done by personal which has interest in promotion and transfer. The efforts done by member of the House of Representative in fulfilling the willing of interested civil servants to be promoted or transferred to the structural position which is strategic enough and could be done by intervene prosedurally such as contacting BKD, Diklat, and Baperjakat. But, if not given opportunity by in effect procedur, then the member of House of Representative directly asking for approval from Major so that the staff endorsed can be promoted and transferred to strategic position. When the approval from Major already given, then BKD, Diklat and Baperjakat and other competent parties in management of staff need to fllow the policy from the Major.

4. Familiar relationship

The definition of familiar relationship is the one with background personal and very close. In this research has been found of family relationship, frienship and leader of the society, and regional click (primordialism) which can be concluded as familiar relationship. From the relationship, also can influence the promotion and transfer of civil servant on structural position, so that it was actually doesn't meet the requirement to be promoted and transferred on strategic position, but because of those relationship with the Mjaor, they can be promoted and transferred without any assessment of profionalisme for civil servants. The familiar relationship whether from the family, friend, and regional click (primordialisme), can be hampering factors because the promotion and

transfers is not supported by managerial skill and professionalisme as Head of SKPD. Also, the promotion can be considered as short cut and doesn't follow the regulatory procedure.

4.3. Effect of bureaucracy reforms in promotion and transfer on structural position to realize professional civil servant

The effect of bureaucracy reforms in promotion and transfers to realize professional apparatus in structural position can be seen from:

1. Opportunity in getting opportunity in promotion of structural position

Inequal opportunity to the staff which fulfills the requirement to be promoted has negative impact to bureaucracy reform in effort to realize professional apparatus by promotion and transfer on structural position. If uncertainty happened in which qualified staff as professional civil servant not given opportunity in promotion and transfer then the process can be considered as non transparent one (closed system).

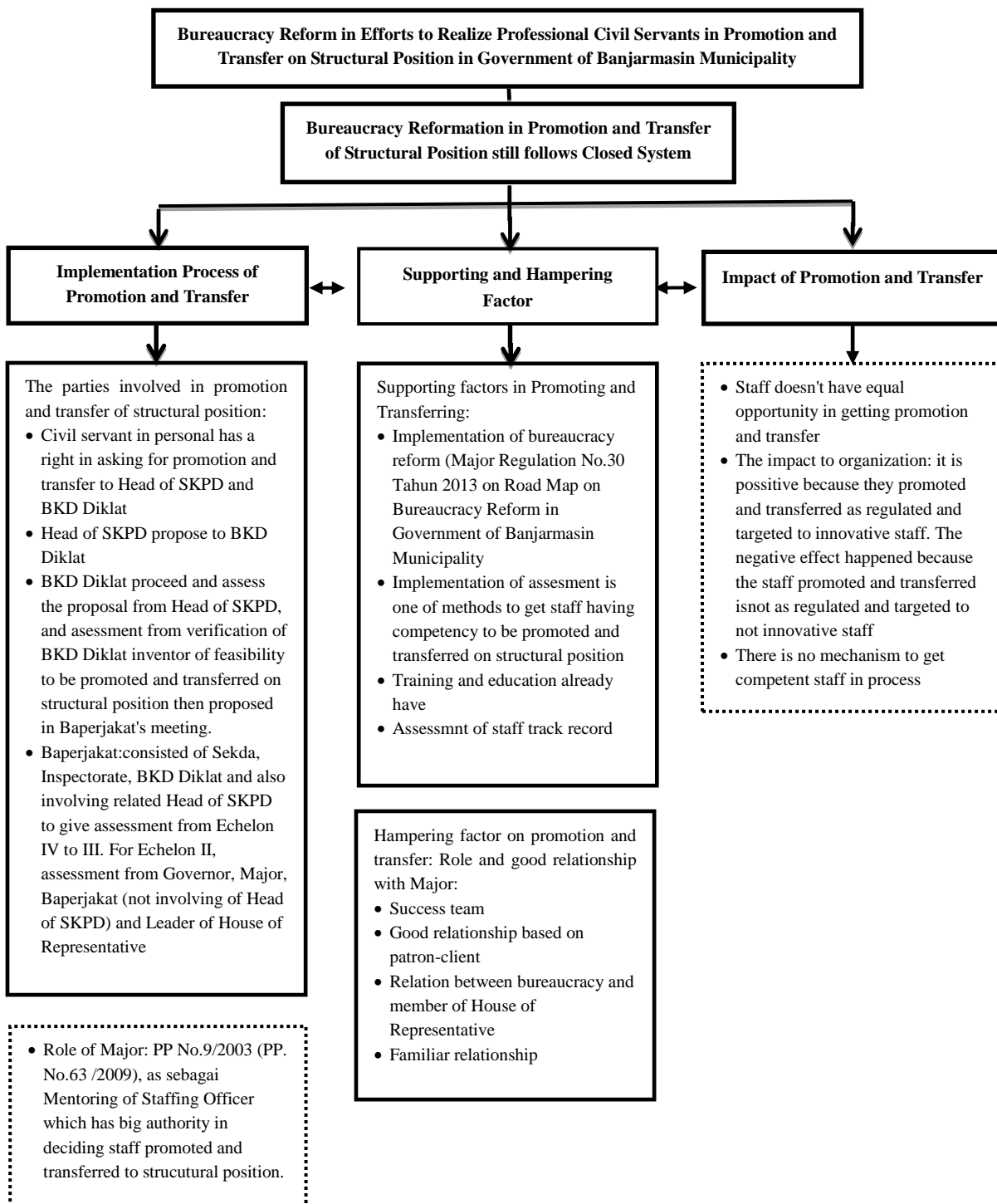
2. Impact to organizations

When promotion and transfer of structural position is not consistently implemented according to the regulation, it will has negative impact to the organization, such as tendency to show the private interest than the organization one or per regulation, tendency to break the ethics may happened in executing the task, create conflict in organization, not innovative and rutinity base activity, there are no break thru in realizing efficient and effective public service. Meanwhile, when implemented consistently as regulated, then will give positive to organization, such as behaviour orientation toward organization and regulation, has ethics in executing the task, creating strong cohesiveness in managing organization, innovative in executing the taask and there are break thru in realizing effective and effiiient public service.

3. Mechanism to get competen civil servant

In promotion and transfer of structural position, Government of Banjarmasin Municipality doesn't have sturtured mechanism to get competent civil servant or professional ones. The mechanism of assessment which usually followed consists of: (1) by assessment; (2) assessment from related SKPD, BKD Diklat and Baperjakat; (3) Major's approval to nominee to be promoted and transferred. Besides, the role they played in informal relationship with Major (whether comes from inside or outside of Government of Banjarmasin Municipality) which has influence to Major in getting decision on the staff to be promoted and transfereed on structural position. The mechanism is a log one and the process become overlapping between authotitative institution which face to many interest sourced from the informal role and relations with Major.

From the fact and efforts as described above, it can beseen the comparison by model of bureaucracy reform in efforts to realize professional civil servant in promotion and transfer in structural position in Government of Banjarmasin Municipality as depicted in Figure 3 below.



Gambar 3: Empirical Model (*Existing Model*)

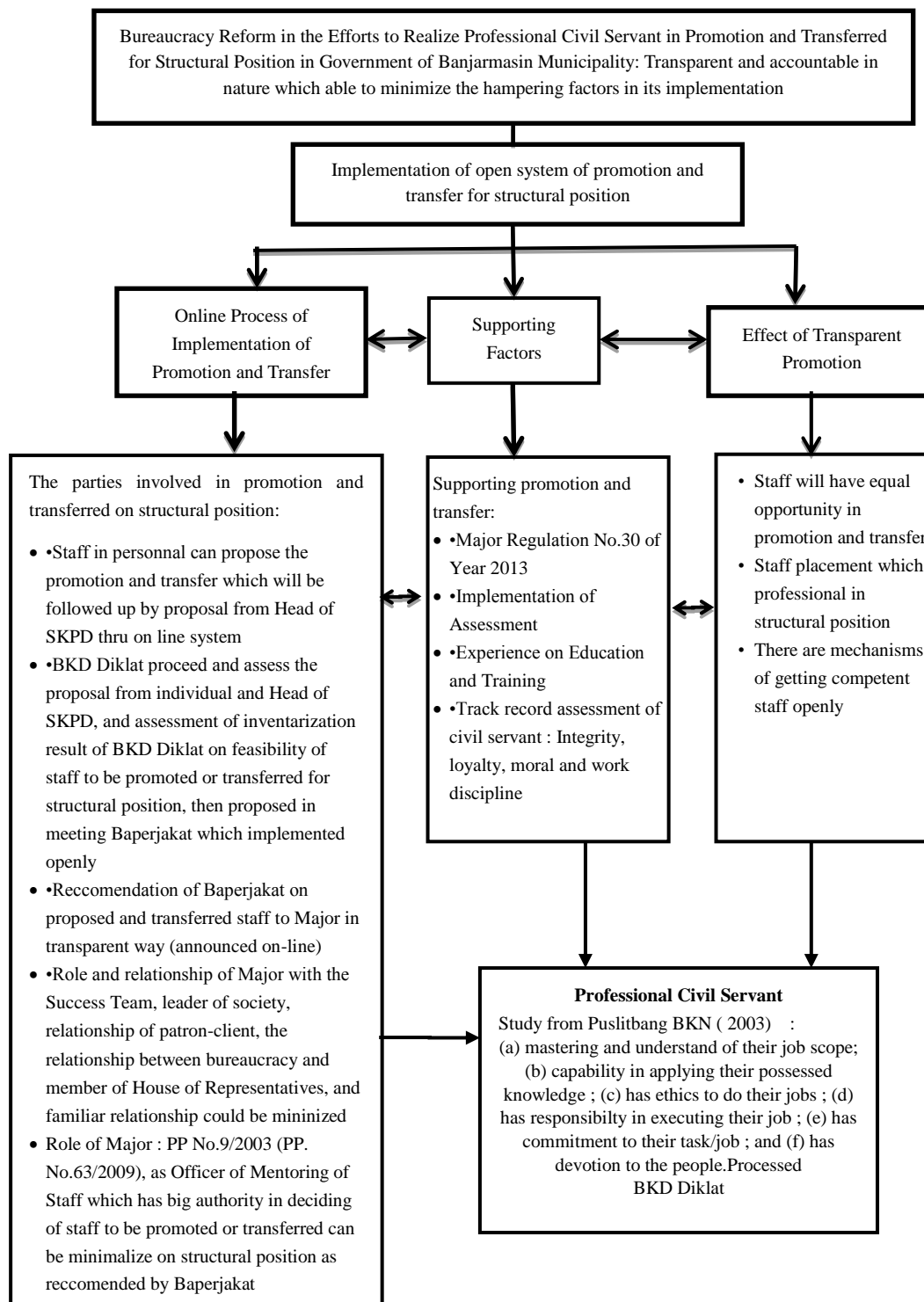


Figure 4 Solution Model for Bureaucracy Reform

Note: Puslitbang BKN : Centre fo Research and Development of National Civil Service Agency

To strengthen the solution model, it is require having a model of mechanism so that it runs effectively and efficiently. It is a break through effort in the frame of promotion and transfer of strucural position in Government

of Banjarmasin Municipality. The researcher described the proposed model of promotion and transfer on structural position by partnership model.

Apart from all of the strength, weakness and potent of problem, the policy of position auction is one of the alternative pattern in building "Partnership Model" in implementing of promotion and transfer of structural position by "open system" which has objective to make promotion nad transfer can be done trnsaprently and just. Simply, partnership model which need to be build asre as follows:

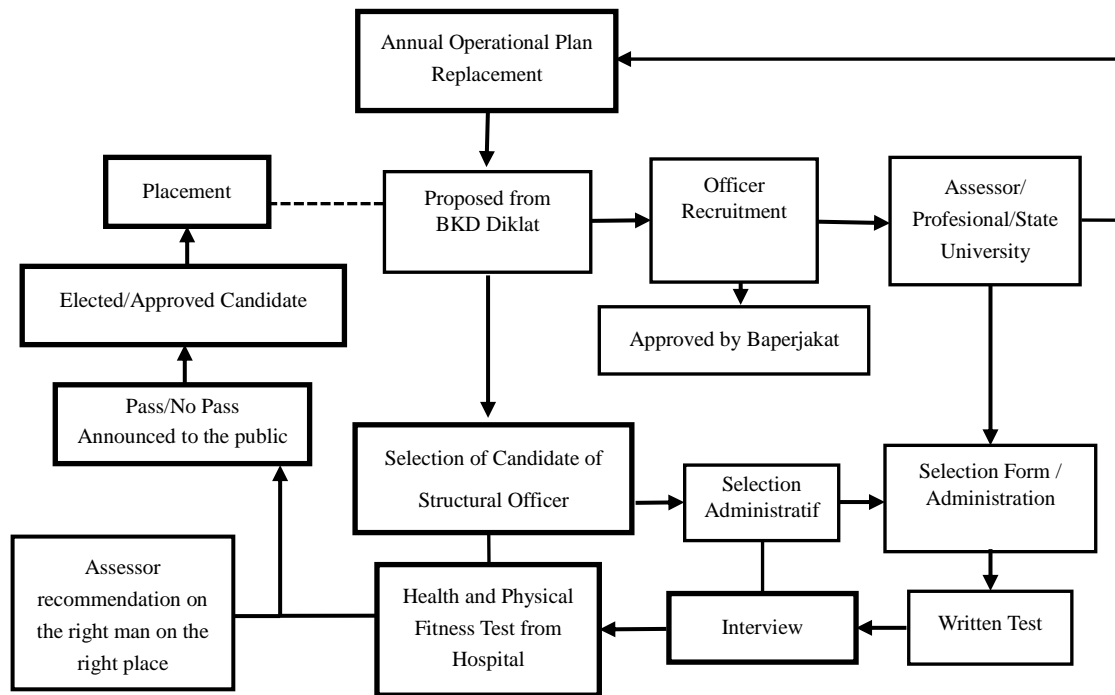


Figure 5: Partnership Model of Implemetation Mechanism of Promotion and Transfer of Structural Position

5. Conclusion

Implementation of bureaucracy reform in promotion and transfer of structural position still have closed way and influenced by supporting factor such as assessment policy, education and training experience and assessment of civil servant track record and the hampering factors such as the occurrence of success team, patron-client relationship, bureaucracy and member of House of Representatives reationship, and familiar relationship. This has effects to unequal opportunity in promotion and transfer of structural position, the effect to organization both negatively or possitively, and there is no identification of competent staff mechanism so that incompetent staff was happened to be promoted and tranferred.

Therefore, it need to have online system and open for the parties involved in implementation of promotion and transfer in Government of Banjarmasin Municipality. The government should have the strong commitment in supporting and realizing of bureaucracy reformation, open recruitment and controlled to identify the nominee of structural officer of Government of Banjarmasin Municipality, by partnership model, and should be done by accessor team as independent team in assessing the feasibility of staff to be promoted and transferred on structural position, so that the result give responsibility to staff community and public openly.

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