

A BANCHMARKING OF BUREAUCRATIC PRACTITIONER PROMOTION TOWARD JAPAN AND INDONESIA

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Abstract: Historically, the concept of Indonesia government system is influenced by the Japanese, especially during the Japanese government control in Indonesia. This research investigated the models of political and bureaucratic relations both of in Japan and Indonesia that were developed in the theory of politics and public administration. The research result aims to be a comparison in scrutinizing the concept of political and bureaucratic relations that occurred especially in the process of promotion system of bureaucratic practitioner both of in Japan and Indonesia. The researchers used qualitative approach by applying an investigated method. The researchers investigated two different locations in Japan and Indonesia. They were Southeast Sulawesi in Indonesia and Tzukuba, Ibaraki in Japan. It was found that the two countries have imposed a system of promotion based on connectivity but they are different practically. Japan put promotion system of bureaucratic practitioner based on the background of university, while Indonesia put it based on the political background of the candidate.

Keywords: Banchmarking; bureaucratic practitioner promotion; bureaucratic practitioner; political practitioner.

INTRODUCTION

After the reformation of all sectors took place in 1998, it is demanded that every matter including bureaucracy be reformed. It is so since Indonesian citizens ask for well-structured government within the framework of Good and Clean Government. Bureaucratic reformation is one of reformation agendas to be implemented all over Indonesia. It has been managed since the fall of the New Order regime. Bureaucratic Reformation is expected to be one element that can drive Indonesia to a better, more dignified state. It is supposed to make Indonesia free of corruption, collusion, and nepotism which will affect the establishment of national goal that is an impartial, prosperous, and thriving society (Mustopadijaja, 2003).

Before implementing bureaucratic reformation, it is recommended that Indonesia considers the means taken by other nations that have been successful in maintaining their employment management and/or their occupational management reformation. One of the countries worth considering is Japan. It cannot be denied that our democratic system is the legacy of Japan during its colonisation. Any changes of constitution are made to keep up with globalisation.

Another fact that makes Japan worth considering is that Japanese politicians are strategic in developing their economy issue. In a long-term period, Japanese politicians can stand as the main pillar in developing and maintain national economy issue in order to make Japan a modern nation while still holding on tight to its strong cultural norm (Sanusi, 2011).

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Another author said, “Administrative reform is not only desirable, it is absolutely imperative” (Toshiwo Doko, 1981). Japan, a developed country, has been recorded to begin its administrative reformation formally in the late 1970s or early 1980an. Although it has been considered a developed country, Japan never chases to manage administrative reformation as one part of bureaucratic reformation. It can be said that its administrative reformation always becomes the main politic agenda and it always aims the same goal that is “to meet the requirement of the new age and to break the collusive relationship between politicians, bureaucrats, and business (Nakano, 1998, dalam Prasojo 2008)”.

On the other words, the core intention of the implementation of administrative reformation of Japan is to eliminate any forms of collusion amongst governments, politicians, and business/private sectors through a series of strict, yet accountable systems and regulations. Besides, the implementation of administrative reformation is also maintained by high commitment and consistency of the stakeholders in administering the government. Thus, it is inevitable that many politicians resign or get fired down the line since they cannot uphold their commitment.

Among the issues regulated in occupational management, the researcher considers that bureaucratic promotion is one of bureaucratic activities that have the tendency to expose the officials or the candidates to corruption, collusion, and nepotism. Consequently, the researcher was interested in reviewing the differences of bureaucratic promotion in Japan and Indonesia. This research was addressed to reflect the direction of reformation of policy on bureaucratic promotion in Indonesia by immersing the promotion system of Japan.

LITERARTURE REVIEW

Governmental Bureaucracy

Governmental bureaucracy is usually termed “*officialdom*” or the kingdom of bureaucrats (Christine, 2003); a kingdom which kings are the officials of an organization or a government. Within this kingdom, ones have a clear and definite jurisdiction. Those officials could be in an official, juridical area. In this juridical area, ones have official duties that elucidate their authoritative frontier. They work in hierarchical pattern as the manifestation of the degree of authority. They are paid according to their fields of expertise and competencies. Furthermore, communication process is managed based on written documents or “*the files*”.

In this paper, the researchers used one definition of bureaucracy that is most pertinent with Indonesia. According to Weber, the ideal types of rational bureaucracy can be organized by following these steps (Weber, 1946):

1. Personally, politicians are liberated yet constrained by their positions when managing their duties or individual interests. Politicians are not allowed

to manipulate their positions for the sake of their own or family's interest and needs.

2. The positions are organized in hierarchical structure ranking the highest to the lowest positions and in hierarchical structure organized aside. The consequence is there will be superior and inferior positions. Besides, some people will have greater power than others.
3. In those hierarchical structures, the duties and functions of each position are specifically different.
4. Every official has occupational agreement that has to be maintained. The elaboration of duty of each official becomes the authority and responsibility that must be managed aligned with the agreement.
5. Officials are elected based on their professional qualities. Ideally, the election is managed by conducting competitive test.
6. Officials receive payment including the right to draw pension based on the last hierarchical position they hold. Officials are allowed to resign from their jobs and positions, and their contract can be terminated due to particular issues.
7. Clear structure of carrier development including promotion is managed based on seniority and merit lined up with objective considerations.
8. Officials are not allowed to use their positions and institutional resources for their own interests as well as for their families'.
9. Officials are under control and supervision of particular system which is run systematically (Weber, 1978 and Albrow, 1970)

In certain situation, those ideals cannot all be implemented by particular government.

Japanese Governmental Bureaucracy

The top leading countries in the world are USA, England, and Japan. As super-power country, USA is highly respected by other countries. However, like many politicians who are widely applauded, their existences threaten the lives of the leaders.

As a democratic nation, Japan is categorized "abnormal" because its political affairs are seldom exposed and noticed by public. Meanwhile, in other democratic countries, critical public affairs are constantly discussed by almost all media. A policy is created though a very long process. Consulting and negotiating processes amongst governmental agents and related stakeholders are time-consuming. In several cases, political dialogue which failed consensus-developing process exposed to public can ignite debate and public demonstration leading to anarchical and violent acts. For that reason, public demonstration and anarchical acts are rarely witnessed since its political processes are hardly ever exposed.

A policy is created within the context of bureaucratic authority. Before a proposal of a policy is presented to Diet, basic draft of policy has been once compromised through negotiation process with related ministries, influential parties, Diet members, and others' interests beyond government holding an access to the policy.

Bureaucratic power of Japan is relatively strong so that it is widely said that Japanese politicians are more influential than those in a dictatorial system are. This power is perceived in a situation in which there is frailty within parties and legislative institutions. The alteration within ministerial level helps politicians develop organizational power. It is also proposed that Japanese bureaucracy can uphold its neutrality despite cabinet reshuffle so that the bureaucracy can support political stability and do not set off political collision.

Bureaucratic power of Japan is a product of political style and tradition that have been performed at length. Essentially, bureaucracy as an institution is not affected by the impacts of World War II and American occupancy era. Historical records have shown that direct intervention of America in bureaucracy was insignificant. Interestingly, there are national governmental politicians that regional government can "borrow" in order to manage experience transfer and maintain the relation between these two governmental levels.

Indonesian Governmental Bureaucracy

According to Jackson (1978), Indonesian bureaucracy is *bureaucratic polity*; a bureaucracy model in which a nation is considered as the accumulation of power that casts away the role of society in political and governmental affairs. Others suggested that Indonesia bureaucracy is the bureaucracy of Parkinson and Orwel. This is proposed by Hans Dieter Evers. Parkinson Bureaucracy refers to uncontrolled growth of members and structural development within a bureaucracy. Orwel bureaucracy refers to a bureaucratic pattern which a governmental power expansion process is meant to be the control of economic, political, and social activities by manipulating the regulations. Based on the aforementioned models, it can be said that bureaucracy that develops in Indonesia is an intricate and inefficient bureaucracy that members are growing exponentially.

Patrimonial bureaucracy has been developed. This bureaucracy is based on the relation of patron client that every work done by the subordinates should be aligned with the chiefs' concerns. It makes the subordinates depend greatly on their chiefs. Patronage culture creates the sense of inferiority for the subordinates towards their heads.

In the era of new order, bureaucracy was characterized by some precursors; for instance, a civil employee who was the member of political party but Golkar Party was terminated from his or her bureaucratic positions. Besides, any people

or communities that did not support Golkar Party were discriminated within bureaucracy. An area that did not support this party must have been a very secluded because the government prioritized other areas that supported Golkar Party. Bureaucracy alignment towards a particular party, i.e. Golkar Party, lessened the professionalism of the bureaucracy per se. Throughout the era of new order, there was a policy called zero economic growth (a this theory proposes that the economy of a nation does not have to grow since uncontrollable economic growth will bring about detrimental effects on social welfare of the nation). Zero economic growth policy increased the number of politicians and bureaucrats. It made the bureaucracy inefficient due to the uneven numbers between the employees and tasks.

Bureaucratic Positions

In the science of management, executive are the manager of an organization. Manager or position is divided into several kinds based on its authoritative level, authority, and liability owned by each position and obliged to the managers or executives. Stoner, Freeman, and Gilbert (1996) classified the position based on the liability assigned to the executives of the organization; the classifications are described as follows:

1. First Line (or first level) managers (Executives/managers of the first frontier) is any executives/manager who is responsible for the works of his/her operational employees only and does not any other subsequent manager or executive;
2. Middle Manager holds any responsibilities to the senior manager. This manager supervises several first-frontier managers.
3. Top Managers is responsible for the overall activities of an organization he/she is in charge of. They adjust operational regulations and guidance of organizational interaction with the environment.

Those executives have the required abilities and competences to managing the chores in an organization and/or operational unit of an organization. The required abilities are described as follows:

1. Tecnical skill is an ability to utilize technical procedures and particular field of knowledge;
2. Human skill is an ability to cooperate, comprehend, and motivate others as individual or a group;
3. Conceptual Skill is an ability to organize every significance and organizational activities.

In accordance with the concept of bureaucratic organization, particularly the ideal concept proposed by Weber in his ideal types, position in bureaucracy requires an individual who has hierarchical authority and by this authority, it can adjust any

regulations within its operational units or organization. Thoha (2005;154) stated that bureaucratic executives are those who are professionally trained and have their own power as the permanent officials. These executives have particularly extended occupational history.

Furthermore, bureaucratic position is occupational position run by a bureaucratic executives who are assigned for their occupational history and expertise in their appointed workload. Bureaucratic position does not hold particular term of service, but the position is maintained based on the relevance of the organization. The executives can undergo promotion and transfer within bureaucratic position by considering the mechanism adjusted in the regulations of each nation.

In Indonesia, bureaucratic position is defined as a position which bares tasks, liabilities, authorities, and rights of a civil in leading a state organization. The position is organized in the form of echelons or hierarchical position bearing the level of responsibilities, authorities, and right. Position is the rank of a civil servants which bearing the main duty, functions, authorities, and responsibilities which have to be managed within the position.

However, in Malaysia, bureaucratic position shares the same definition as in Indonesia. Nevertheless, in Malaysia, the term of position explains the organization, not the personal rank of a civil servant. For instance, in Indonesia, immigration position is defined as the office of immigration which is led by a head executive of immigration, while in Malasia, immigration position is led by an executive named "*Pengerusi*", and/or the head executive.

Bureaucratic Management

In accordance with the public bureaucratic management in regional government, United Nations (1966:7-8) is referred. It describes three systems of processing the human resource (bureaucracy) of the regional government: (1) separate personnel system for each local authority; (2) unified local government personal system; (3) integrated national and local personnel system. The systems are described as follows:

“The local government personnel system in the countries is defined as follows in order to facilitate comparative analysis. (a) The first type, a “separate personnel system for each local authority” is one in which each local authority has power to appoint and dismiss its own personnel, and personnel is not transferable to any other jurisdiction by central body... (b) The second type is a “unified local government personnel system”, in which all or certain categories of personnel of local authorities form a single career service for the entire country which is distinct from the national civil service. Appointments, promotions, transfer, and dismissal of personnel in this service are usually administered by an agency at the national level...

(c) The third type is an “integrated national and local personnel system”, in which the personnel of the national or state government and that of local authorities form parts of the same service, transfers being possible not only between local authorities, but also between local authorities and national or state government...”

Generally, this categorization emphasizes that, in the first system, every employee of regional government from one unit of regional government cannot transfer to the other units, even to the unit of national government. In the second system, every employee of regional government can be transferred to become unit employee within the other regional government, but he/she is not allowed to be transferred to become the employee of central government. In the third system, there is a possibility for regional government employee’s transfer to become the employee of other regional government and, even, to become the employee of central government.

Occupational Promotion

Promotion is defined as the process of assigning civil servant to a higher rank or broader authority and responsibility within a bureaucratic institution. In the process of managing the human resources, the process of occupational promotion must be preceded by identifying the specification of a position which is going to be charged by an employee.

Specification of position is defined as a list of humane demands of a position that are education, ability, personality, etc (Desler, 1997). In contrast, within the management of bureaucracy, particularly the public sector, occupational promotion refers to the concept of merit system. Merit system is a recruitment model in which the candidates are pronounced succeed the selection process purely based on the working achievement, competences, expertise, abilities, and experiences of theirs.

This issue is meant to maintain that the recruitment be administered fairly and managed not based on spoil system which recruits the executives based on primordial relationship and subjective interests of those who determine the authority. This system emphasizes the professionalism and expertise as well as experience of a civil servant, hence a an employee who satisfies the required competences and objective requirement are eligible to be assigned to fill a certain position (Thoha, 2005). Moreover, Thoha highlighted that merit system is usually used to elect an individual for a carrier position in bureaucracy, such as secretary general, director general, deputy, director, bureau, division, etc.

Regarding its relation with any attempts in realizing bureaucratic carrier, the implementation is adjusted based on merit sistem as proposed by Weber in his ideal concept and it is expected that bureaucracy management should be handled by independent institutions (autonomy) ruled by political executives. If the institution

managing bureaucracy does not its own autonomy, it will be difficult to construct neutral bureaucracy within the government. There are several provisions required to ensure effective implementation of merit system; they are described by Simamora (Arif Daryanto, 2007) as follows:

1. Adjusting high operational standards for low expectation will materialize without anyone noticing. The pinnacle of an achievement is barely obtained from mediocre expectation.
2. Developing accurate system of performance evaluation focusing on the criteria emphasizing the results and the nature of performance.
3. Kinerja yang tidak efektif harus dikelola secara konstruktif. Instructing the assessor the mechanism of performance evaluation and the art of providing feedback to the co-workers.
4. Considering the imbursement and the performance by referring to semi-annual performance evaluation in order to accepting or rejecting the improvement of merit system.

Utilizing a particular improvement range of broad merit system by organizing more considerable payment enhancement. Neutrality of bureaucracy demands the pattern of merit system be implemented within the management of employment. Evaluation towards the performance of a bureaucrat can be well-administered if neutral bureaucracy management is implemented. Furthermore, neutral bureaucracy management will run well only within an autonomous institution managing bureaucracy.

In accordance with public bureaucracy management in regional government, three systems of human resources management are proposed by United Nations (1966:7-8); they are: (1) separate personnel system for each local authority; (2) unified local government personal system; (3) integrated national and local personnel system. These are specified in the report of *United Nations* (1966) and written as follows:

“The local government personnel system in the countries is defined as follows in order to facilitate comparative analysis. (a) The first type, a “separate personnel system for each local authority” is one in which each local authority has power to appoint and dismiss its own personnel, and personnel is not transferable to any other jurisdiction by central body.... (b) The second type is a “unified local government personnel system”, in which all or certain categories of personnel of local authorities form a single career service for the entire country which is distinct from the national civil service. Appointments, promotions, transfer, and dismissal of personnel in this service are usually administered by an agency at the national level... (c) The third type is an “integrated national and local personnel system”,

in which the personnel of the national or state government and that of local authorities form parts of the same service, transfers being possible not only between local authorities, but also between local authorities and national or state government...”

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METHODOLOGY

Types of Data and Data Collection Techniques

This research utilized descriptive qualitative research method by collecting primary data in the form of direct data obtained from the firs persons standing as the actors or ex-actors within the process of implementing governmental system in Sabah State and Sulawesi Tenggara Province. Primary data retrieved from the informants are in the form of in-depth interview results. Whereas, the secondary data are in the form of law documents, experts’ and researchers’ opinions, review and records of printed mass media, etc.

Scope

The scope of this research is the bureaucracy recruitment in Sulawesi Tenggara Province and Sabah State as the benchmark.

Research Informants

Besides using secondary data in the forms of written regulations from both research objects, results of previous studies, scientific journals, magazines and newspapers as well as other books of references related to the research, researcher attained further information from several individuals who are competent in the field related to the research.

Technique Analysis

Technique or approach used in comparing the aspects highlighted in this research is systematic approach. According to Martadisastra (1987), systematic approach in comparative study of administration sees administration as a system to be compared. Since the objects compared are nation to nation, the approach system will be greater.

Furthermore, the analysis of the compared objects was managed using inductive and deductive methods.

RESULT AND DISCUSSION

Civil Employee as Bureaucrat in Japan

Judicially, civil employment issue in Japan is regulated by two laws, i.e. one law is related to national employee and the other is related to state employee in regional area. According to those laws, state employees are those who work for the nation and are compensated by the nation. They work as public servants. State employees are divided into two groups: national state employees (kokka koumuin) and regional state employees (chico koumuin).

Central public servants are employees who work within central government and whose works are related to central issues like diplomacy, national defence, etc. Central public servants are classified into two characters; i.e. 1) extraordinary central public servants including Ministers, Vice Ministers, Ambassadors, Consulates, Judges, Members of Parliament (law makers), armed force (military), and executives of any legal public agencies (incorporated administrative agencies; 2) regular central public servants including any employees working at governmental offices and central institutions, the employees of tax office, palace and prison guards, and the employees who works in various legal public agencies. The detailed illustration regarding Japanese public servants is provided in Figure 1.

Category		Examples	
Public Employees (3,5 million)	National Public Employees (640,000)	Special Service National Public Employees (300,000)	Minister, Vice Minister, Ambassador, Consul (500)
			Courts (26,000)
			Diet (4,000)
			Self Defense Forces (270,000)
			Executive of Specified Incorporated Administrative Agencies (40)
		Regular Service National Public Employees (300,000)	General Office Workers (157,000)
			Tax Office Workers (54,000)
			Pegawai pada Specified incorporated administrative agencies (58,000)*
			Imperial guards, Prison guard (48,000)
			Local Public Employees (2.86 million)

Figure 1: Japanese Public Servants Profile

The total number of regional public servants is quite high since police officers and teachers are regarded as regional employees. As it has already stated, the foundations regulating Japanese public servants are National Civil Service Law and Regional Civil Service Law. However, there are several laws that are related to civil service management such as National Public Service Ethics Law (ethics),

National Public Employee Compensation Law (accident compensation), Law Concerning Remuneration of Regular Service Personnel (remuneration), National Public Employee Retirement Allowance Law (retirement allowance), etc. Those regulations are manifestations of National Civil Service Law.

Many regulations are formulated to manage regional civil service system. Essentially, civil service management is the responsibility of ministries and institutions, however, standardized guidelines in the forms of basic policies on civil service are required to maintain the consistency and stability of the government. For that logic, a special institution is founded; this institution handles civil service management. It is called National Personnel Authority (NPA). NPA is a neutral institution although it is a part of Cabinet Office responsible for handling national civil service management. Furthermore, NPA should be able to create policy that ensures employees' comfort, including the aspect of remuneration. NPA consists of three commissioners elected by Diet. They come from bureaucratic world, university, and NPA administrator. Their tenures last for five years and they can be re-elected for one following period of service only. Those three commissioners have different tenures. In short, the employment mechanism of commissioners begins by the proposal submission of Lower House. Then, the commissioner candidates will approve the proposal and submit it to Senate. If Senate does not approve the candidates, the process will be redone all over again. If the candidates are approved by Senate, the Prime Minister will inaugurate them as the commissioners.

There are three main objectives of NPA. Firstly, this institution is founded to maintain neutrality and impartiality of civil service management. Public servants are the key elements that prop the success of public service and development, thus they are obliged to be professional and neutral. To establish this objective, NPA holds public servant recruitment, determines the standards of recruitment and termination, conducts training for the public servants, and other activities; these activities are managed to maintain political neutrality and impartial treatment towards all public servants. Secondly, NPA manages compensation function towards any restrictions on the rights of employees.

Organizational rights of Japanese public servants are strictly restricted that it should be balanced by providing reasonable compensation and working incentives through more competitive remuneration system than those of private sectors. Thirdly, NPA stands as a specialized organization handling national civil service issue. Therefore, NPA carries out many studies and review on the employment system in and outside Japan as well as develops administrative policies on employment which are aligned with contemporary development. Figure 2 describes the structure of NPA of Japan.

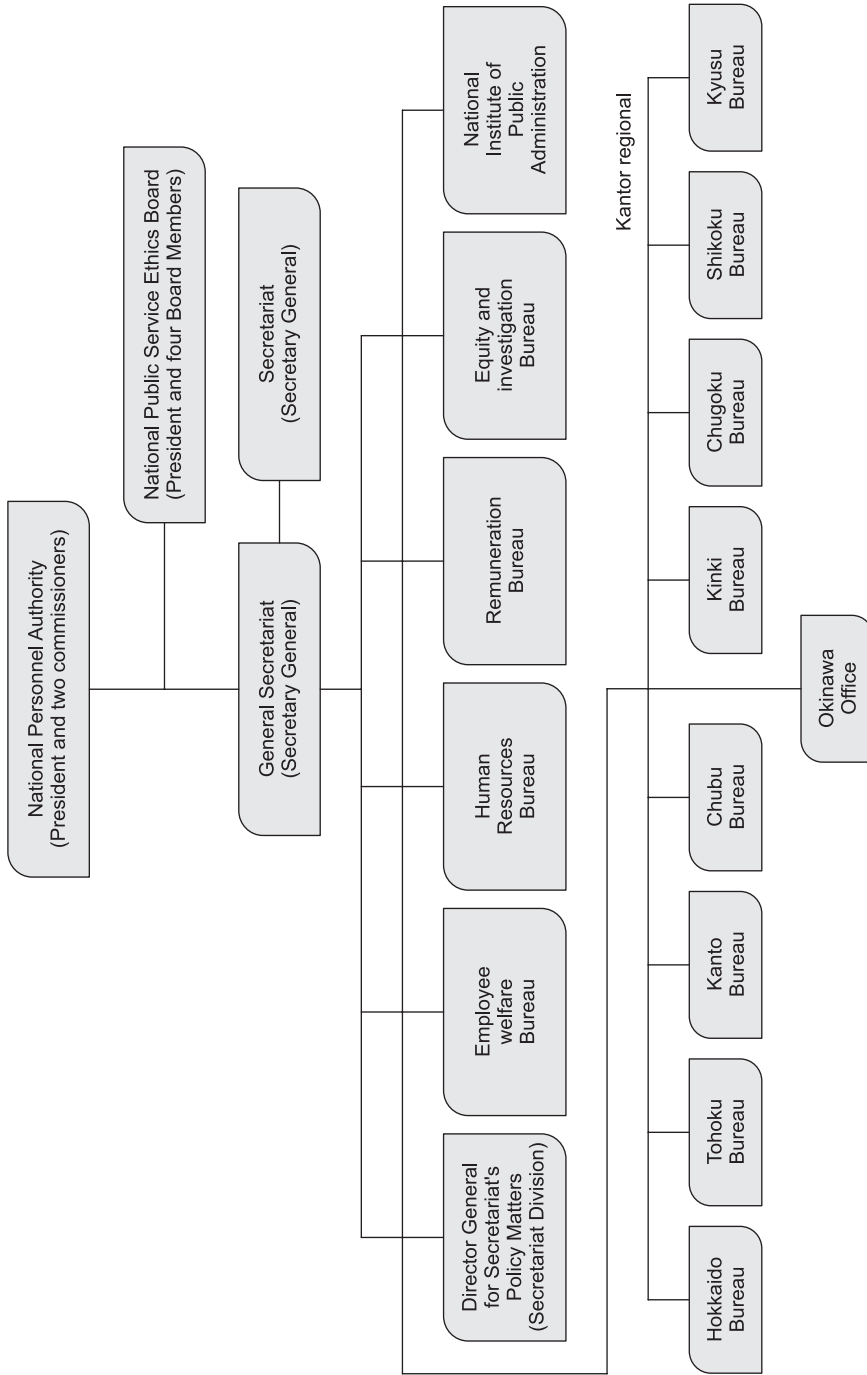


Figure 2: The Structure of NPA of Japan

Based on that organizational structure, NPA has several representative offices located in regional areas. Within Japanese employment system, any issues related to public servants regulated in Regional Civil Service Law require the establishment of regional NPA which can perform as functional as central NPA.

Management of Employment in Japan

Employment management covers many issues; i.e. the recruitment system, placement and promotion, capacity development through education and training, remuneration system, ethics and disciplinary enforcement, performance management, and life planning and retirement. Employee training system is an integration of sub-systems covering the systems of recruitment, tenure, and pension. Figure 3 explains the linear process of employee training system in Japan.

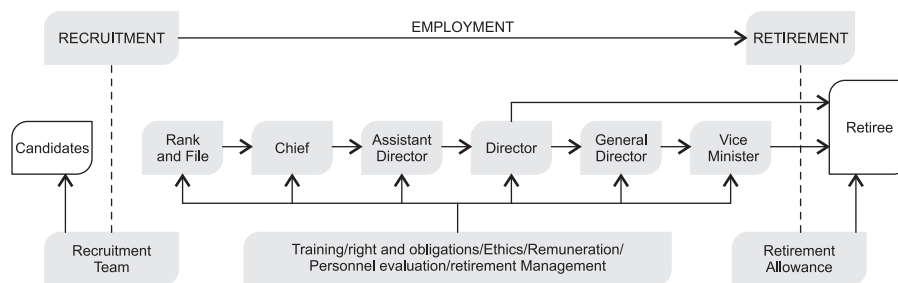


Figure 3: The Linear Process of Employee Training System in Japan

In this paper, the author focuses on the discussion of an issue that arises once the candidates of civil servants are approved by NPA and re-assessed by the institutions who offers the positions. By the same logic, it can be inferred that NPA plays a role as talent poll, providing employees that are needed by governmental institutions. Then, for the issue of promotion, NPA has regulated a standard for personnel appraisal system.

Since 2009, NPA has issued a standard for personnel appraisal system emphasizing two major aspects: capability and performance. Capacity refers to employees' capability in dealing with particular tasks to meet the adjusted targets. For instance, a director assistant should master several competences like planning and operating, making decision, presenting and coordinating, counselling the subordinates, and acquitting herself.

Those capacities will be evaluated annually. Meanwhile, performance is a parameter used to measure the extent to which an employee is able to manage the tasks before her competences are evaluated. Performance assessment is conducted once in a half year. To ensure the degree of effectiveness of this individual performance assessment, NPA has issued various regulations which can be used as guidelines, including:

1. A guideline for the implementation of assessment towards ministry and institution;
2. A guideline for coping with commentary and complaint addressed to the employees which are related to the process and the results of performance assessment;
3. Training development managed based on the results of performance evaluation.

Placement process allows an employee to be transferred vertically and horizontally. Vertical transfer is a process of transferring employee from central government to regional government and vice versa. Horizontal transfer takes place within one ministry or institution to others, including a transfer of functional position like lecturer. Furthermore, NPA conducts an intensive evaluation towards senior employees recruited from channel II and III who have performed supreme performance to be promoted earlier. These employees are given the right to occupy particular positions that are provided for employees recruited from channel I. Besides promotion, NPA handles the issues of demotion and dismissal.

There are four reasons that cause an employee to be relegated and dismissed; they are bad performance, physical and mental disorders, lack of qualification, and negligence of duty (moral and ethics issues). Any cases related to bad performance will be overcome by providing intensive training and supervision, while any cases related to violations that devastate nation and organization will be overcome through dismissal. Most cases recorded by NPA are correlated to low performance. Corruption and other devastating moral issue are the least recorded problems in NPA.

Legal Framework of Bureaucracy Management in Indonesia

Managements of bureaucracy and employment in Indonesia are not clearly discussed in Constitutions of 1945. Employment issues regulated in any law are the products of central politicians and these issues can be withdrawn by the politicians. Due to the properties of Law, many articles should be elaborated in the forms of governmental regulations which publications depend on the compliance and policy of the government. In addition, many institutions control bureaucracy including the Ministry of State Apparatus Empowerment, State Employment Agency, State Administration Body, and Regional Employment Agency. These institutions hold their own authorities related to employment and theirs might not always be synchronized.

Since the Law of Regional Government mentioned that the head of a region is the supervisor of civil service employment, regional politicians happen to be more liberated in organizing bureaucracy for the sake of their own political interests.

Promotion of Bureaucracy position in Sulawesi Tenggara

In Indonesia, the recruitment of the bureaucracy (civil servant) in a certain position known by the term “promotion”. Appointment of civil servants in the normative structural position held by echelon (hierarchical positions level) that are based on the requirements as follows¹:

1. Holding a status of Civil Servants.
2. Occupying the rank one level below the base rank (rank specified)
3. Holding the qualifications and levels of education were determined.
4. All elements of performance appraisal at least worth well in the last two years, (DP-3/list of assessment work)
5. Having a job competency required.
6. Being physically and mentally healthy.

In order to be promoted into a position of structural or increase (the promotion of) the structural position of the bureaucracy, the civil servants should have a value of Performance Appraisal Work List (DP3) are well worth the minimal.

Appointment of the actual position has been set in the Constitution of Employment No: 43 of 1999 on the State Personnel. According to the rules and regulations as described in the previous chapter, the appointment of civil servants in a structural position based on Ranks, experience, education, and the organization’s needs. But in its development, the appointment of civil servants in the structural position is more dominant political interests of the ruling political officials (governor). For example in the event of suspension of Sulawesi Tenggara Province Governor Alimazi, and position held by Deputy Governor as Acting Governor Drs. Yusran Silondae.

Silondae hold the changing bureaucratic positions structure of some echelon II and III parked after Governor Ali Mazi reactivated as governor, hence all echelons that raised by the deputy governor returned even inactivated. But the more spectacular mutation carried by the Governor Ali Mazi in the end of his reign hold more than 200 mutations of echelon II and III and echelon IV including two office principles had been inactivated (Kendari Pos, January 10, 2008). Mutations which were carried out by Ali Mazi, SH. raises a lot of pros and cons in the community, including the Regent of Muna Ridwan Bae who is also active as the chairman of Golkar Party on DPD II in Muna, where Ali Mazi as Chairman of DPD Golkar Sulawesi Tenggara Province. Ridwan concerned about the presence of three members of staff of the local government raised Muna structural positions in the Province with improper staffing mechanisms. In addition mutation steps were impressed as revenge also criticized by Ridwan as a wrong step. Here is Ridwan’s statement:

“... For me the inauguration of these three people were invalid because until now they were civil servants of Muna regency, frankly I am disappointed

over this incident, because it was the provincial government to let the rules of employment in neglect. Baperjakat, BKD does not seem to do their job properly in this case. They even sworn the employees of other areas as well, this is really weird as the cadre of Golkar I am concerned with Ali Mazi, he should concern with his end tenure and making a good impression in Sulawesi Tenggara Province. Not even perform mutation that seemed revenge like this.” (Kendari Post, 14 January 2008)

After Ali Mazi was replaced by Governor Nur Alam, SE who inaugurated on February 18, 2008, one week later that on February 25, 2008, immediately held a mutation, and all echelons II replaced. Here is Kendari news post dated February 26, 2008:

“Clean Sweep. That’s the proper word to describe the cabinet reshuffle carried Sulawesi Tenggara Province Governor Nur Alam, SE, yesterday. Not just change some but Nur Alam perform a complete overhaul. As a result, the entire echelon II era Governor Ali Mazi as many as 85 echelons was inactivated based on Governor Official Statement No. 89/2008.”

After mutation in echelon II level, led by the governor on average next echelon III and IV are in each department and agency heads his service was transferred by each Governor’s Decree. Kendari Pos proclamation dated March 4, 2009 revealed:

“A week after the cabinet Ali Mazi in echelon II wiped, yesterday’s turn echelon III and IV who feel the bitterness of being inactivated... because the number of sworn officers so that they are directly inducted by each head agencies”.

Structural reforms in the positions held by the elected Governor Nur Alam, SE. Raises a lot of pros and cons in the community, so that Parliament Sulawesi Tenggara Province helped hold the hearing at the Regional Secretary as *Baperjakat* chairman, citing reports of Kendari Post dated January 23, 2009, as follows:

“Allegations of many officers which appointed by Nur Alam without the right mechanisms and attention to rank seems true. There is some echelon II whose rank is lower than the official underneath. For simple example, Chairman Official is only diversified IV/b, while the vice chairman is IV/c. Head of Fisheries, Head of P and K, as well as the Head of Health and Assistant II, who held the rank of IV / b while the chairman of bureau rank IV / c. Picture of inequality that is yesterday revealed in hearings held by Baperjakat Sulawesi Tenggara Province Provincial Parliament”

According to my informant H.A.Zaenal Abidin:

“Mutations which were carried out by less attention to the mechanism of staffing, but rather based on the remuneration that some employees who

sacrificed including the assistant whose chairman of the bureau have higher ranks so as not to cause problems, especially in the signing of the DP-3, the employee who has the higher ranks is transferred to another place”.

Sulawesi Tenggara Province Governor himself on several occasions, including during the official inauguration speech II first dated 25-2-2009, states:

“Officials substitution in the organization of its normal course, the position is a mandate which is carried out with devotion limited term of office”.

The statement is a little confusing if it means that political office devoted by limited tenure, but in bureaucratic positions as career positions, no office time or period considered shook otherwise by law. But all bureaucratic positions, especially in structural positions are positions that are career and prioritize professionalism, experience, rank, and education hierarchy. More clearly governor’s misunderstanding at the time expressed his view that the appointment of officials is the authority of the governor, but he is not using the authority of one hundred percent, but only ten percent. Governor following statement:

“So even though the authority was on governor, but I will not use that authority. I only use 10 per cent, 90 per cent I leave on Baperjakat. If Baperjakat says his party, of its work, dedication and competence do not match, including the credibility was not possible, and so we give our step aside and replace the others”. (Kendari Post, December 31, 2009)

The questions raised are worthy of that ten percent that meant any positions and to whom? Through this statement is very clear when the governor does not understand the mechanism of bureaucratic positions that are a function career. While the authority is not call prerogative as the right of the president elects ministers.

Discourse proposed by the Governor is a guideline used by officers at the level of the region to join in erroneous interpretations expressed about the position of head of the region as the staff development areas. The latest case occurred in the post-election of Kolaka Regent in Kolaka 2008-2013 period, after holding as many as 235 officials structural mutation, then the employees were transferred to hold protests was treated unfairly. Responses Assistant III Kolaka District Government, regarding the issue of mutation as follows:

“Related mutation, Assistant II and III reveals, it is the prerogative of the regent who would be appointed, while their staff as merely providing input and policy makers is regent ... Regent has the prerogative to lift the same officials with the Governor and the President. This applies in all regions.” (Media Sultra October 7, 2009).

Understanding of bureaucratic officials who already sit on the Baperjakat team so that the authority of the regents lift bureaucratic officials are prerogative equal rights with the president and the governor even though the president does not have

the prerogative to lift the structural official bureaucracy except by a mechanism regulated by law. Prerogative is only for the president in choosing his ministers.

Up to 2009 the problems of former officials who are not based in the absence of this clear position still surfaced in newspapers (Kendari Post and Kendari Express February 2009), but until the end of the study there is no clear policy for the fate of the inactivating bureaucratic officials. Some of them were appointed as certain staffs of heads of agencies that previously are their staff. Obviously the policy violates the bureaucracy and undermines the spirit of the former bureaucratic officials who mistreated.

In general, the Governors policy is contrary to the rules and regulations of Constitution of Article 4 (1). PP No: 100 Year 2000. About structural positions Appointment of civil servants in governing the dismissal of an official's career bureaucracy. However, the minister and BKN have no direct authority to intervene on the governor's policy in view of the management and development of civil servants in the area that cultivated by the head of the region in this case the governor or regent /mayor.

These my three sources Mr. Zainal Abidin, Hamsudin Sanusi and Hamirudin agreed that recruitment in bureaucratic positions after regional autonomy is implemented "unfocused". Hamirudin pointed to himself:

"When he is at sides as the head of cultural affairs in the Education and Cultural in district year 1999, he could not receive benefits of echelon IV/a as yet follow the general intermediate administration training. But still according to Hamirudin anyone currently favored by political officials without education level can be raised and receive benefits although there are other employees who have had a higher rank and have followed the training hierarchy".

Hamsudin Sanusi and Zainal Abidin assess:

"Recruitment which is held with a model as nowadays prone to produce not weight official bureaucracy but the importance is only the happiness of the leader. As a result, personnel management becomes unfocused and services to the public will be not qualified".

This situation is clearly not in line with the theories of the bureaucracy as an administrative technical working group in accordance with the rank structure, seniority, experience and mastery of the technical work carried out. By itself a professional bureaucracy and principles will be far short of expectations.

CONCLUSION

Based on data analysis it can be conclude that both Japan and Indonesia have imposed a system of promotion based on connectivity but they are different

practically. Japan put promotion system of bureaucratic practitioner based on the background of university, while Indonesia put it based on the political background of the candidate.

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