

Analysis of Personnel Patterns in the Regional Government of the East Java Province, Indonesia

Nurkholis¹, Soesilo Zauhar², MR. Khairul Muluk³ & Endah Setyowati⁴

Abstract

The existence of mono-loyalty in the simultaneous system of centralization and decentralization in Indonesia is used by the authorities to control the bureaucratic structure. Several problems occur in personnel management, however. The existence of mono-loyalty also has implications for regional employment patterns. The changes in staffing patterns are highlighted in the Regional Government of the East Java Province through the Staff Agency Bureau (BKD) of the East Java Province. The study's aim is to describe the staffing pattern of the Regional Government of the East Java Province and evaluate its effectiveness. This study follows a descriptive design with a qualitative approach, and observations, interviews, and documentation were conducted to feed into the data-analysis process. The results revealed a paradigm shift in organizing and conducting government bureaucracy, followed by changes in staffing patterns in local government. The regional government of East Java Province has adopted an integrated pattern, one that combines elements of centralization and decentralization. The use of this pattern follows the theory of effectiveness, but in its implementation, there is no risk management that guides the continuity of the pattern in achieving the stated organizational goals.

Keywords: *Local Government, Personnel Patterns, Effectiveness*

Introduction

A paradigm shift in organizing and administering government bureaucracy is currently in progress. Some researchers emphasize that this has changed the way that the government's bureaucratic institutions are regulated, from centralization to decentralization, from authoritarian to egalitarian and democratic, from state-based sovereignty to people-based sovereignty, from large organizational entities to lean organizations, from emphasizing independent policy development to directing and controlling it, and from being state-oriented to being more competency-oriented, and as well as paying more attention to the role of the market (Aveling et al., 1972; Ndiangui, 2020; Silalahi & Yuwono, 2018; Strunc, 2020; Woofter, 2019). This shift requires that the necessary resources must be repositioned and reformed, so they align with the demands of the times (Turner et al., 2009).

¹Dr. Candudate, Brawijaya University, Malang, Indonesia; Email: cholis.zaini@gmail.com

²Prof. Dr. Brawijaya University, Malang, Indonesia; Email: soesilozfia@ub.ac.id

³Dr. Brawijaya University, Malang, Indonesia; Email: mrkhairulmuluk@ub.ac.id

⁴Dr. Brawijaya University, Malang, Indonesia; Email: endah_s_fia@ub.ac.id

Decentralization represents a situation where the authority to regulate and manage government affairs is not solely restricted to central government—it also rests with local government both in the form of regional and functional units. The underlying principle is to allow state and local governments to regulate and manage certain affairs within their purview (O'Dwyer & Ziblatt, 2006; Sirajuddin & Haruni, 2016).

Decentralization in Indonesia is regulated through Law number 23 of 2014 about Regional Government. Authority and functions are therefore divided between the central government regional governments in the form of obligatory affairs. One competence of local government is managing its regional staff, so decentralization has also affected the staffing system in Indonesia. These changes in decentralization policy were also followed by changes in the state personnel system through Law number 8 of 1974 to Law number 43 of 1999 of the Republic of Indonesia. Based on the old decentralization and civil service policies, it seems that the regional civil service system that applies in practice is more akin to an integrated national and local personnel system. The obvious advantage of this approach is the extraordinary ability of government to post employees, even in the most remote locations, to provide services and carry out development (Ranis & Stewart, 1994; Muluk, 2009). However, weaknesses can still be seen in the management of civil servants, such as under- and over-staffing and local government experiencing situations where people's jobs do not match their qualifications, with there being a shortage of suitably qualified employees (Ouedraogo, 2003; Budiharso & Tarman, 2020).

Employment in Indonesia is regulated through Law Number 43 of 1999 about Personnel Principles (PP 96–101) of 2000, which concerns the appointment and training of employees, What is more, Presidential Decree Number 159/2000 about the Establishment of the BKD (PP Number 9) of 2003 guides the appointment and dismissal of civil servants. The Decree of Home Affair Minister (Kepmendagri) No. 6, 7, 8 of 2000, meanwhile, provides guidance for the investigation and training of civil servants, (PP Number 41 of 2007 for Regional Apparatus Organizations). The government's administration system is divided into two parts, namely civil servants and society. Civil servants have legal authority but the community does not (Tinker, 2013; Sondang, 2007). Based on the assigned authority, a relationship exists between state administrative law and employment law, and this is known as *openbaar dienstbetrekking* (public service relations) to the state (government) (Ciborra & Navarra, 2005; Muchsan, 1982). The *openbaar dienstbetrekking's*

relationship to employment law is a *subordinate* one, one between a superior and its subordinates (Hajar, 2015; Widowati, 2012).

The new policy of decentralizing to a regional civil service attempts to correct this issue by giving greater authority to local governments to manage their civil servants within the policy framework of the Unitary State of the Republic of Indonesia. This framework aims to separate the personnel systems of each local authority and encourage the development of regional autonomy. The central government therefore establishes norms, standards, and procedures for the appointment, transfer, and dismissal of staff and determines pensions, salaries, benefits, welfare, rights, and obligations, as well as clarifies the legal position for both regional and central civil servants. Regions then have the authority to transfer and dismiss staff and determine pensions, salaries, benefits, and employee welfare standards, as well as conduct education and training under regional regulations based on statutory regulations (Vel & Bedner, 2015; Muluk, 2008). The employment problems in Indonesia result from inconsistencies in the centralized and decentralized systems, so power is misused by the authorities to control the bureaucratic structure, namely through mono-loyalty (Aveling et al., 1972; O'Dwyer & Ziblatt, 2006). All officials, including employees at all levels, are obliged to favor of the interests of the authorities. This makes the centralized system of government stronger in an era of decentralization. This phenomenon of mono-loyalty impacts the arrangement of the staffing and the resources of the government apparatus (Carlarne, 2008). Employment problems can be identified in seven groups: large and unprofessional governmental and bureaucratic institutions, centralized work mechanisms, control of government bureaucracy being still carried out by the government for the government, and the patron–client relationship (KKN) (Gaus et al., 2017). Government bureaucracy acts as an obstacle to efforts to achieve meritocracy, and there is no sense of accountability, either institutionally or individually. Bureaucratic positions are often filled with a disregard for the required competencies, and the arrangement of resources therefore does not meet the needs of the bureaucratic institution (Solikhah & Budiharso, 2020). In addition, further problems arise, such as the lack of a competitive civil service apparatus in the face of globalization, poor service provision to the community, and unclear visions, missions, and objectives. Those problems occur throughout organizations, both at the ministerial level of central government and within regional governments in terms of their management policies (Aguilera & Cuervo-Cazurra, 2009; Hartini & Tedi, 2008).

Research Questions

In light of the above background, two research questions were developed to guide the research process, they are:

- 1) What staffing patterns are developed on the personnel management in the provincial office of East Java Province?
- 2) What is the effectiveness of staffing patterns on the personnel management in the provincial office of East Java Province?

Literature Review

Local Government and Regional Civil Service

Local government is considered a traditional institution with a modern conception. It manifests human activity in groups and reflects the spirit of freedom. Bell and Muluk (2003) state that local government, as a concept, can have three meanings: *First*, it refers to a local authority comprised of officials, such as councilors and mayors, who are appointed based on local elections. *Second*, it refers to governance carried out by local authorities, which relates more to its function. *Third*, it represents the system for an autonomous region (Bell, 2003; Muluk, 2009). The formation of an autonomous region is based on serving the needs and desires of the people living in that region of a country.

Local government clearly needs to engage in personnel management. Agencies responsible for managing personnel in modern local government can be classified into three broad categories: centralized, decentralized, and integrated, which is a combination of the first two (Israr & Islam, 2006; Muttalib & Khan, 2013). The centralized pattern assumes the existence of one or more state bodies for handling regional civil servants, regardless of any other decentralization to regional authorities, while the decentralized approach delegates this authority to the regional government. There may be also arrangements that combine some features of the centralized and decentralized pattern, because local authorities in different countries may not exactly fit with either of these patterns (Ciborra & Navarra, 2005).

Personnel management in modern local government, according to Turner et al. (2009), can be classified into three broad categories, namely:

1) The unified pattern

Ceylon was one of the earliest to have a unified pattern. Local civil service personnel boards operate based on regional government staffing law. The local government manages recruitment,

appointments, promotions, transfers, employment conditions, and other staffing issues, including staff discipline.

2) The decentralized pattern

This pattern has been adopted in countries such as the United States, the United Kingdom, and to a lesser extent, Japan, Brazil, Venezuela, and other developing countries. In this pattern, the most obvious characteristic is that local councils and mayors, rather than central government, govern regional personnel management. Councils determine their personnel and decide its composition, function, and relationship with other agencies. Alternatively, a council may appoint a committee charged with handling regional civil service management. The law on regional government itself can determine all of these arrangements (Chandra, 2005).

3) Integrated pattern

Sitting between the above two categories, another category combines characteristics from both of them. This pattern assigns central government a higher-level role in governing regional civil service management, such as by directly controlling the wages of local authority personnel (Moulder & O'Neill, 2009).

At least three main approaches can be discussed in the context of personnel, namely the managerial, political, and legal approaches. Each of these approaches emphasizes values, organizational structure, individual views, and intellectual orientations that differ from one another (Moulder & O'Neill, 2009). Administrators may play more the role of manager, policymaker, or the implementer of constitutional regulation depending on which approach is emphasized more. Silver et al. (2001) state three logical consequences for the personnel legislation approach. First, it relates to existing materials and functions in personnel management, from planning, recruitment, selection and placement, payroll administration, job performance appraisal, education and training, sanctions and discipline to dismissal. Second, the legal approach prescribes certain techniques for certain functions that are carried out within an organization, so as a logical consequence, it ignores the value dimension when deciding and implementing personnel policies. Third, various weaknesses in the current approach can also have serious consequences in terms of a lack of attention to the cumulative impact of using state civil service administration techniques, not least for the employees themselves.

Theory of Effectiveness

Effectiveness relates to achieving policy goals or targets. It is the relationship between actual results and some desired objectives that must be achieved. Operational activities are therefore said to be effective if they achieve the final policy goals and objectives, such as spending funds wisely (Mihaiu et al., 2010; Mardiasmo, 2002). It relies on people carrying out their tasks in accordance with the intended objectives, and it reflects the level of achievement and is sometimes associated with the notion of efficiency, although there are differences between these two concepts. Effectiveness emphasizes the end results, while efficiency focuses on how those results were obtained (Bartuševičienė & Šakalytė, 2013; Sondang, 2007).

Organizational effectiveness reflects an optimal balance where goals are achieved through the use of human labor. This indicator of effectiveness considers the range of consequences and outcomes for program outputs when achieving program objectives. The more that the resulting output satisfies the specified goals or objectives, the more effective the organizational unit is. Tangkilisan (2005) explains some indicators of effectiveness: (1) The achievement of targets, where the extent to which the targets set by the organization can be realized; (2) adaptability, where the success of an organization is judged based on how well it can adapt to changes both from inside and outside the organization; (3) job satisfaction, which is based on the level of comfort and motivation felt by all members of the organization, because this can help improve organizational performance; and (4) responsibility, where the organization carries out its mandate and solves any problems that arise through education. Thus, organizational effectiveness is dependent on the individual effectiveness of its members in how they carry out their respective duties in different positions within the organization.

Methods**Design**

This research follows a content analysis design (Hsieh & Shannon, 2005) with a qualitative approach (Patton, 2003). The examination of staffing patterns in the provincial government of East Java was based on Muttalib and Khan's (2013) theory of staffing patterns and Tangkilisan's (2005) theory of effectiveness. A qualitative approach was chosen because this is considered appropriate for providing a causal assessment of the range of views of the people involved, and it can follow the chronological flow of events for the problems that occur (Creswell, 2014). In addition, a

qualitative approach is capable of acting as an intermediary for obtaining unexpected findings. For shaping new theoretical frameworks, qualitative approaches can help to go beyond preconceived notions and initial frameworks (Silverman, 1998).

Data

Data of this study were corpus to which personnel patterns supervision in the provincial office of East Java, Indonesia were employed. The data consisted of the operational rules, the law, and practices made by the office during the last three years. Data were administered in terms of personnel report and staffing management. Three years annual reports on the personnel management in the office were selected as the sources of data. In addition, reports on the career development programs each office unit applied were also analyzed.

Data Collection Techniques

Data of this study were mainly annual reports on the personnel management and career development supervision. All data were obtained from the documents so that this study did not use any instruments to collect data. To select data that were categorized as staffing patterns and effectiveness of the patterns, the researchers identified the characteristics of the data into the absence of each category. Those that were not present were categorized as in effective and those that were absent were ineffective. Descriptions on the patterns and career development were relied upon the judgment of the reports.

Data Analysis Techniques

As of the corpus analysis, this study applied content analysis techniques to analyze the data relevant to the administration research (Patton, 2002; Mayring, 2000). Following Marring (2000), Hsieh & Shannon (2005) and Creswell (2014), the steps of analysis were done as follows. The first step, any data that cover numeric such as number of employees and rate percentage of attainment were converted as a narrative text. Secondly, the narrative data were identified their themes to determine the units of analysis as represented by the research questions. Thirdly, the researcher developed manual of coding the data completed with the example of the unit of analysis. Fourthly, the researchers put the coding into all unit analysis. Fifthly, the researchers checked the consistency of the coding system of all data and revised the coding that were not matched. Sixthly,

the researcher drew the final data based on the verified coed data (Patton, 2002; Mayring, 2000; Hsieh & Shannon, 2005; Cresswell, 2014).

Results and Discussion

Staffing Patterns in the Provincial Government of East Java

Every organization was initially centralized, and *la centralization* is the guiding principle in the organization. There must therefore be one main source of responsibility and commands. Centralization is the best instrument for coordinating activities and avoiding any overlap or fragmentation in administration (Ranis & Stewart, 1994; Vel & Bedner, 2015). In line with the findings of Prasojo, Maksum, and Kurniawan (2006), centralization plays a role in decision-making. If the power is concentrated in one place, an organization is centralized, with decisions usually being made by the central government. This theory indicates the importance of centralization and decentralization in an organization. The Regional Civil Service Agency (BKD) of the East Java Province is a government agency whose main task is to assist the provincial governor in conducting government affairs in the field of personnel, which is a regional competence. Authority was transferred from the central government to the regions through Law No. 23/2014 for Regional Government. There are both mandatory and optional standards that local governments must follow. The Regional Personnel Board of East Java Province is one of the agencies responsible for managing the civil service.

Previous analysis revealed that the BKD has data-management problems related to personnel, including large and unprofessional government bureaucratic institutions, centralized work mechanisms, government still exercising control of government bureaucracy, KKN relationship being an obstacle to achieving meritocracy, no sense of accountability at institutional or individual levels, positions being filled structurally rather than being based on the required competencies, and the allocation of resources not being suitable for the needs of bureaucratic institutions.

The BKD of East Java has the primary task of providing civil service in the region. However, a paradigm shift is currently ongoing for organizing and administering government bureaucracy. The shift is changing methods from a regulation by centralized government bureaucratic institutions to decentralization, from an authoritarian approach to an egalitarian and democratic one, from a state-based sovereignty to a people-based one, from large organizational forms to lean organizations, from emphasizing independent functions to just steering policies, and from being

oriented toward state power to being more competency-oriented, as well as paying more attention to the role of the market (Thoha, 2016). This change requires that the allocation of resources needs to be changed or reformed to align with the demands of the times.

The switch from centralization to decentralization in Indonesia has implications for the staffing pattern in local government. The BKD in East Java is an agency with the responsibility and authority for managing personnel in the East Java Province. Muthalib and Khan's (2013) theory states that the agencies assigned to handle personnel management in a modern regional government can be classified into three broad categories: centralized, decentralized, and integrated, which is partly decentralized, partly decentralized (Muttalib & Khan, 2013).

The Unified Pattern used in Ceylon is a form of personnel management that is based in law. Regional staffing as a whole is run by law and local government staffing commissions by taking into account recruitment, appointment, promotion, transfer, employment conditions, and other staffing issues, such as staff discipline. This is an example of a centralized staffing pattern. The central government sets standards that are followed by all the agencies at the local government level, so local governments actually have limited authority in staffing matters. The decentralized pattern, in contrast, means that local councils and their elected officials, rather than central government, regulate regional personnel management and establish personnel bodies, thus determining their composition, function, and their relationships with other agencies. Alternatively, the council may elect a committee charged with handling regional civil service management. The law for regional government itself can also determine all of these arrangements. In such cases, the regions have the authority to regulate their own staffing patterns.

The integrated pattern combines the above two approaches. This pattern gives the central government a high-level role in governing regional civil service management and directly setting the wages of local authority personnel. The regulation of laws and the resistance between centralized and decentralized authorities in Indonesia have made the BKD of East Java Province adhere to an integrated pattern for managing staffing. The BKD of East Java Province has the role of regulating personnel management in its region, and it can directly control recruitment, appointments, promotions, transfers, employment conditions, employee discipline, and employee wages. The role of the central government, meanwhile, is to set minimum staffing standards and determine the need for positions to fill. Local governments have the authority to move, raise, and dismiss employees through regulations that are followed in all provinces. Thus, it can be concluded

that the employment pattern in the province of East Java is an integrated pattern. This happens because there is centralization and decentralization in Indonesia, such as in following centrally established regulations.

The Effectiveness of Staffing Patterns in the Province of East Java

Organizational effectiveness represents an optimal balance or approach for achieving goals, capabilities, and the use of human labor. Sumaryadi (2005) states that an organization can be said to be effective if it can fully achieve its predetermined goals. Effectiveness is generally regarded as the level that operational objectives are achieved. In other words, it is how well the work is done and the extent to which the organization produces the expected output. If a job is done properly as planned, it can be called effective without regard to the use of time, energy, and other resources. The staffing pattern in the BKD of East Java Province must pay close attention to the level of effectiveness. This pattern, when juxtaposed with the theory of effectiveness indicators described by Tangkilisan (2005), can be seen as follows:

Achievement of targets

The achievement of targets is defined as the extent to which targets can be set by the organization and properly realized. This can be summarized as the extent to which organizational outcomes satisfy predetermined goals. The integrated pattern for managing personnel in the BKD of the East Java Province has been measured in terms of meeting targets. This can be seen in the fulfillment of human resources with the competencies to meet the needs of the BKD. This can be done through careful planning, which is the process of carefully considering and determining what will be done in the future to achieve some stated goals. The employee-planning process involves predicting the number of employees that will be needed in future, predicting the types of personnel that will be required, estimating the number of employees who will be promoted, and estimating the degree of funding needed to meet employee needs. In addition to achieving these targets, the BKD of the East Java Province conducted an analysis using an integrated electronic ASN management application, which made it easier to find out the level of target achievement from the regional staffing pattern in the East Java Province.

Adaptability

The integrated pattern is a combination of the centralized and decentralized patterns. The BKD of the East Java Province is the agency that manages regional personnel according to directions from the central government, but it must also adapt well to the systems and patterns that govern it. The approach of the BKD of the East Java Province is to accommodate challenges from internal and external factors in order to improve the quality of the services it provides. This shows the BKD of the East Java Province is making efforts to achieve conformity with the existing implemented patterns.

Job satisfaction

Changing the staffing pattern to an integrated one has had implications for the region's ability to develop their employees. The BKD of the East Java Province has authority over the recruitment, development, promotion, and transfer of staff. This has been achieved to meet the job satisfaction of employees and also act as a benchmark for the performance of employees. Performance measurement can be done within the given regulations, and it may be accompanied by rewards and punishments, so the better the performance, the greater that staff are rewarded. However, the greater the severity of any violation committed, the greater the punishment staff receive. Hence, the staffing pattern can provide motivation for improving organizational performance.

Responsibility

The implication of the integrated staffing pattern in the BKD of the East Java Province for the management of personnel must be accompanied by the organization's ability to operate well. It must be capable of fulfilling its mandate according to the provisions that were made previously and be able to deal with any problems that occur and resolve them properly. This pattern it seems can be run as planned and achieve the goals that were set.

Our findings imply that government employment rely much on the regulations and rules for the job analysis review manifested in the decentralization model that allows autonomy of provincial application is used. The innovation and creativity of job analysis and career supervision in the autonomy regulation may be emphasized to strengthening the capacity building of the employees through modern and professional improvements.

Conclusion

To sum up, the implementation of a decentralized pattern in the BKD of the East Java Province for managing personnel follows the system developed and adopted by Indonesia. This manifests as a system with elements of centralization and decentralization, and this fits in with the integrated pattern. Centralization can be seen in the form of authority that is reserved exclusively for the central government, while decentralization can be seen in the form of the regions setting regulations for regional employment, one that accommodates their regional needs. The integrated pattern therefore gives central government the authority to regulate regional civil service management by directly controlling the salaries of local authority personnel. However, the local government has the authority to conduct given affairs and develop regulations to meet its staffing needs. The integrated pattern, when viewed from the effectiveness indicators discussed earlier, shows that this pattern satisfies the effectiveness indicators of Tangkilisan (2005). This can be seen in the BKD's ability to adjust its staffing patterns to suit existing indicators of effectiveness. In its implementation, however, there are no rules related to risk management. This will affect the ability and readiness of the organization to manage unforeseen impacts. There should be an element of *risk aversion* or an obligation to maintain the continuous provision of its primary services at an acceptable standard. There should also be accountability, so the management of personnel in the BKD of the East Java Province can operate well, starting from planning, management, and development through to achieving goals.

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