

In the Employee Career Development Job Promotion (Comparative Study Between Keerom and Jayapura regency in Papua)

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Abstract- The purpose of this study was to describe the characteristics of the ideal type of bureaucratic professionalization of Max Weber and the empowerment of indigenous Papuans in the promotion as mandated by the Special Autonomy for Papua. This study used a qualitative approach with a case study that uses data collection procedures through in-depth interviews (depth interview). The research data includes primary data and secondary data. The primary data obtained through participatory observation and interviews, while the secondary data obtained through searches of documentation. Data analysis techniques used are through data reduction procedures, data presentation, and making conclusions. The results showed that the characteristics of the ideal type of bureaucratic professionalism Max Weber which emphasizes consideration of rank, education level, Phasing training PIM, and competence have been implemented in Keerom but still less in accordance with applicable regulations. In some cases recruitment and promotion are still found irregularities committed by the Regent as officials of Trustees of staffing where in the promotion process are the transactional politics or political apparatus in which the remuneration of civil servants have been involved in practical political activity and even political money. Advisory Board positions and rank as the institution brewing official candidates to be promoted in office less functioned as it should. While the Jayapura District, the results showed that the characteristics of the ideal type of bureaucratic professionalization Max Weber which emphasizes consideration of rank, level of education, Phasing training PIM, and competence of officials have been implemented. Regent before promoting and establishing a civil servant in the office of first of the official candidates are processed through a mechanism in order to obtain official Baperjakat (body positions and career considerations) professional. For the empowerment of indigenous Papuans in the promotion as mandated Special Autonomy has been implemented in both districts, but District Jayapura in the empowerment of indigenous Papuans is much better and the maximum.

Index Terms- professionalization, career development, promotion, Papua Special Autonomy

I. INTRODUCTION

Human resource management in a professional manner expected of employees can work productively and high

performance. Professionally managing employee administration should begin human resource planning, human resource development and the evaluation and supervision of human resources. The concept of human resource management is optimally exploit the potential to increase productivity, followed by the creation of a quality working relationship with pleasant conditions, full of tolerance and mutual building. In the full use of human resources it contained a structured coaching understanding and improving the quality of employees.

Civil Servants often called bureaucrats, actually is a public servant is obliged to provide the best public service to the community as a customer. Indeed the President has been mandated to build Indonesia into a bureaucracy bureaucratic culture that is transparent, accountable, clean and responsible and can be a public servant and became an exemplary society. Bureaucracy must implement good governance and clean (clean and good governance).

In Law No. 5 of 2014 On State Civil Reform at the beginning of "weighing" that the implementation of the civilian state apparatus management is not based on a comparison between competence and qualifications required by the office of the competence and qualifications of candidates for recruitment, appointment, placement and promotion of the positions in line with good governance. The implications of such conditions has led to poor performance of the bureaucracy of civil servants in the public service, even resulting in service users have to pay the cost of the expensive (high cost economy). Poor picture of the bureaucracy (the performance of civil servants is low) due to the lack or even incompetent partly structural officials in the government.

Conditions of human resources for Civil Servants can be described a) There completion of the Civil Service planning a comprehensive, integrated and performance-based .; b) Procurement of Civil Servants has not been based on the real needs; c) Placement of the Civil Service is not based on job competency; d) Development of employees is not based on the pattern of career coaching; e) The system performance yet objektif assessor; f) The increase in rank and position not based on performance and competence; g) Education and Training of Civil Servants has not been optimal in increasing competence. (A.Azis Sanapiaah, <http://images.deovera1979.multiply.com>)

The importance of development in addition to the Civil Service is mandated by law, is also based on the number of perception that the quality of the bureaucracy / Civil Servants in Indonesia is very low, corrupt, unprofessional, low performance, and others are in essence assessing a bad image Employee Civil

Affairs. The low performance of bureaucracy can be seen in the Report of the World Competitiveness Yearbook 1999, that the bureaucracy of public services in Indonesia were in the group of countries that have the lowest competitiveness index among the 100 most competitive country in the world (Dwiyanto, 2002: 52)[1]. Poor public services due to lack of competence, lack of motivation, lack of law enforcement, unclear job descriptions, as well as the placement of the wrong people, while according Andrianov Chaniago considers that the public service is very long, complicated, and very expensive (Kompas, 15 February 2007).

Another problem associated with the development of the Civil Service areas are Civil Servants with a lower rank and even still far below the stipulated requirements of the lowest rank for a certain structural position in fact raised in the post. Besides the tendency is giving priority Civil Servant "sons of the soil" excessive both in career development programs as well as in priority recruitment of officials. In other words, the provisions of legislation in the field of personnel such as neutrality aspects of the Civil Service as an element of a public servant, professionalism aspects of the Civil Service through the appointment process in office in accordance with the competence, work performance, and levels specified rank and other objective requirements are implemented selective and open with regardless of sex, ethnicity, religion, race, or class in practice its implementation is still often overlooked.

In this regard, the phenomenon of bureaucratic reform in the promotion has not been run professionally. According Prasojo (2009)[2] are not professional promotion because it is done is not based on performance, but rather based on proximity, denying the principle of merit. Loyalty and proximity to someone tops that promotion on the basis of a close relationship with colleagues and political friends. This behavior is evidenced from several studies that have been carried out by others that there is the influence of other factors in the promotion. Eka Suaib (2004) in his dissertation in Kendari city that ethnic, racial, political factors and the influence of local son has a greater chance of promotion. Research Yakob (2007) in Southeast Sulawesi, where the role of political parties, and ethnicity is crucial in the promotion of structural positions. Research Thoha (2008)[3] more visible promotion of the leadership authority. Competence and formal education used as a standard consideration for structural positions. Mutations are always impressive irrational and tend deny merit system (Thoha, 2009).

II. RESEARCH METHODS

This study used a qualitative approach case study conducted in Keerom and Jayapura regency in Papua province. In addition, this study uses comparative approach to the variables studied. The focus of research on promotion refers to the theory of "professionalization of bureaucracy" Max Weber and developed / modified. For context Regency / City and Province in the province of Papua and West Papua in addition to the applicable Shrimp Law staffing nationally in promotions also apply special autonomy law in Papua. Because the focus of this study include: (1) Promotion Professionalism Position covers the following aspects: a) the rank, the focus of research on aspects of rank may be one consideration. Because it is based on an assumption that

the higher rank can be considered to have sufficient and adequate experience to be promoted in the office; b) formal college education (Diploma, S1, S2, S3), including the suitability of the field / department of education, followed by the scope of the positions to be occupied by a civil servant. Indicators of higher education alone does not guarantee success if it is not followed by an official with the education sector conformity with the position; c) education and Phasing training PIM . Phasing types of education and training is intended for civil servants who would have been promoted or structural positions / echelon, consisting of PIM I, PIM II, PIM III, and IV PIM; d) competence, one of the main aspects on which the primary consideration in the determination of a promotion decision is the competency of civil servants. Placement of civil servants in positions based on their specific competencies in accordance with the scope and level of each title. Competence is an absolute requirement in the placement of civil servants because competence is a determining factor for achieving the optimal performance of civil servants. HR competencies in the organization is something very vital, and without the organization's competence, the conditions become very brittle and ultimately lead to failure. (2) Promotions for indigenous Papuans in order to empower accordance with the mandate of the Law of the Republic of Indonesia Number 21 of 2001 on Special Autonomy applicable in Keerom and Jayapura district.

III. RESULTS AND DISCUSSION

The purpose of this study was intended to verify the theory of bureaucratic professionalization was initiated by Max Weber in the study site, which Keerom and Jayapura District, Based on phenomena that occur on the object of research, it turns out in practice research findings bureaucracy in the promotion of research conducted in the region can be expressed as following :

1. Professionalism In Job Promotion

(a) The District Keerom

Practice implementation is still lacking promotion according to Max Weber's theory of bureaucratic professionalization. It was indicated that although promotion is happening impressive still refers to the formal rules, but the empirical facts that do not fully referring to existing rules, the rules tend to be a mere formality symbol. Leaders of policy makers in the promotion seems to want to show to the public actually they have followed the rules in the rule of promotion, but that actually occurs precisely the practice is contrary to the reality of the matter.

Promotion that occurred has not been implemented in a professional manner and did not follow the regulations in force, but the promotion is more likely to be transactional and impressed as the remuneration of political, family interests, the interests of the group that has contributed much in the elections. It is very counterproductive to the theory of professionalism that was initiated by Max Weber stating that the professionalism of the bureaucracy is the model, format or picture chimera to be achieved. Formal forms manifested in the form of laws or regulations, standards and procedures for the implementation of administrative principles.

Based on field research facts show that the Regent as the staff development officer in applying the values of professionalism or

formal standard in determining the promotion of these values are less effectively implemented and tend to be neglected.

Ideally, these formal rules should be used as a foundation so that we can give birth to officials of competent professionals in the field office bears. Therefore any removal of bureaucratic apparatus in office should be based on the professionalism of the bureaucracy with a variety of indicators, such as: competency skills, have a qualified performance, integrity and others so competence candidates in accordance with the desired requirements.

In modern management, positions should be based on written documents are stored either in its original form. Therefore, in determining an objective standard each apparatus will be promoted civil servants who have difficulty to prepare well for officials who truly professional. As efforts are made to ensure objectivity in the promotion should pay attention to the terms of the positions held by the civilian state apparatus from the elements of rank, education, training PIM, experience / seniority including aspects of integrity should serve as a reference. Basing on these data it will show a picture of the competence of a civilian state apparatus to be brought into a position, and with this competence can be used as a reference for developing the professionalism of civil servants.

Empirical facts prove in Keerom that many civil servants are promoted in the office is still eligible and violate the provisions that have been set. However unfortunate norms and regulations established as guidelines in order to obtain professional civil servants in fact a lot of violations. Empirical facts in the research sites, especially in Keerom are phenomena appointment and promotion are very fantastic. There PNS apparatus that directly promoted the second echelon, whereas civil servants concerned have not been any previous positions including a lower echelon. No half-hearted position given is also very fantastic, namely Head of Regional Development Planning Board. Incredible how a civil servant with a track record of zero experience could get such strategic positions. And even more unusual is concerned recently moved from the provinces of Papua and so mutated in Keerom directly obtain strategic positions.

(b) The District Jayapura

For the Jayapura District, implementation of promotion practices are generally consistent with the theory of bureaucratic professionalization coined by Max Weber. Although it must be admitted that it is not absolute or have been applied perfectly. But at least the principles of a professional bureaucracy has been applied to the local government district of Jayapura. Officials in the office has been promoted through a series of rigorous selection involving the Advisory Board Positions and Ranks Jayapura district in full. Regent of Trustees employment as officials are not many Baperjakat (body positions and career considerations) intervene. Baperjakat (body positions and career considerations) head and his team are still involved parties involved in the process of recruitment and promotion. It is also supported by the availability of adequate human resources both the number and qualifications .. As a district parent it is not in doubt.

Professionalization is a process to promote and protect the interests of a professional office Pemangkuan (Bevir, 2007)[4]. The process refers to the development of type and level of the

knowledge and skills necessary for professional behavior (Yates, 2009)[5].

Realities that occur in the recruitment and promotion in other words, placement officials have noticed the suitability of the level of education, competence, training PIM, experience / seniority, although the application of this principle has not really maximum. Regional organizations in placing the Jayapura District officials have been considering the level and educational qualification, experience job title, job performance, training hierarchy and competence and integrity in the promotion. Principles and norms of bureaucratic professionalism Max Weber has been applied. Promotion is done either by official personnel Trustees through Baperjakat (body positions and career considerations) agencies in many ways has to follow the rules and norms and the rules that apply in employment.

Ideal type bureaucracy designed by Weber to give directions as to how to develop the government bureaucracy as a neutral institution in carrying out his duties in accordance with the provisions of the rules that have been set. Processes and mechanisms of recruitment and promotion has been based on professionalism which includes expertise, competence, leveling and professional training as well as the integrity of the civil service to be the foundation. Besides the competence of candidates based on the consideration that the competence of candidates has been confirmed in accordance with the required competency (Thoah; 2012: 7)[6].

Based on empirical facts found in the field studies rank factors, for example, almost all the civil servants who introduce in office has qualified the rank, as determined by the Decree of the Head of State Personnel Board No. 13 of 2002 is meant by the terms of rank is as low as that has rank one level below the level specified rank. This provision has been well accommodated as well as other requirements. Other aspects eg qualifications and level of education officials have also become intense attention from the local government. Even the cadre activities have been carried out earlier by sending your son / daughter Papua in particular to follow the service education. Another fact, in Jayapura has had PNS official master qualification of civil servants and even three officials have doctoral degrees. This further reinforces the proposition that aspect of professional research positions really are concerned and upheld the government of Regional Jayapura district. Formal education is not only pursued in the country, even the program has been carried out deliveries for further studies abroad in the levels S2 and S3. It has been well recognized by the local government especially in entering the era of the ASEAN economic community and the era of globalization.

Other empirical facts that indicate the staff development officials have done professionalization of bureaucracy in his cabinet, Mr. Regent even want to appoint and promote political opponents in the elections as one of the Head of Department. This is done because the concerned have sufficient competence, have experience and qualifications and educational level master (S2). In the event that we know together in today's era of direct elections which took place in various regions in Indonesia, a neutral civil servants only (do not provide support to anyone) let promoted even many who demoted. Especially bright become a political opponent in the election would have been evicted from

his post. May even be transferred at the farthest place and isolated as we can see in the news media in Indonesia.

What was done by the staff development officers in Jayapura has been in tune with the government program launched bureaucratic reform through policy regulation No. 81 that set Grand Design Bureaucratic Reform from 2010 to 2025, namely the establishment of a world-class governance, namely governance professional, high integration, able to organize excellent service to the community, management of democratic governance, able to face the challenges of the 21st century the era of globalization.

2. Empowerment native Papua In Job Promotion

Promotion for civil servants career development within the framework of the Papua Special Autonomy as mandated by Law No. 21 of 2001 on Special Autonomy for Papua Province was held on the research object can be expressed actually the general mandate has been implemented both in Keerom and Jayapura district. As mandated in the legislation specifically related to the field of labor empowerment set out in the statute of special autonomy to Papua explained that the essence of the special autonomy for Papua province is their alignments, protection, and empowerment of indigenous Papuans in order to improve the quality of life and well-being creatures appropriate dignity as God. As for the rights of indigenous Papuans in the labor aspects include the right to: (1) obtain the guarantee of the right to live in the Land of Papua; (2) obtaining a job and attention it deserves and is free to choose and move the work according to their talents and abilities; (3) acquire a major opportunity to be able to work in all appropriate areas of education and expertise; (4) occupying public positions in both the government and private agencies performance Papua province according to his ability; (5) the appointment priority in the field of justice in Papua; (6) acquire strategic positions in multi-national companies as well as international particularly in the area of Papua; (7) priority in the legislative membership candidacy in the elections.

In connection with the establishment of a special policy for this alignments, Papua People's Assembly to formulate basic thoughts to be a priority in the receipt of Civil Servants and members of the police and the Indonesian Armed Forces, especially in terms of, (a) prioritize indigenous Papuans in formation reception civil servants civil, Indonesian National Police and National Army Indonesia (TNI); (B) give priority to indigenous Papuans as an employee in the government agencies, private institutions, religious institutions, and as workers in all sectors; (C) prioritize indigenous Papuans in the structural and functional positions within the government, private, religious, and all types of businesses; (D) prioritize indigenous Papuans to gain human resources; (E) prioritize indigenous Papuans in the empowerment and promotion of structural and functional positions in all sectors of development; (F) form local political parties and independent organizations to realize the political rights and political participation of indigenous Papuans, especially in terms of the nomination of the governor and deputy governor, regent and deputy regent, mayor and deputy mayor should be indigenous Papuans; and (g) prioritizing the use and management of indigenous Papuan customary rights over land and natural resources as well as the rights of indigenous people of Papua through the Special Local Regulation.

By listening to how the empowerment of indigenous Papuans in public offices government mandated in the legislation then in the object area of research conducted as a manifestation of the autonomy law has been implemented. As an illustration of the data below illustrates to us.

a. The District Keerom

To Keerom of all positions available as much as 355 positions at various SKPD in the second echelon, echelon 3, and 4 echelons of the Papuan people as many as 146 people (41%) who occupy positions, while the non-Papuans as many as 209 people (59%).

When the post of the Papuan people were converted on second echelon, as many as 10 people (40%), third echelon, a total of 40 people (38%), and the fourth echelon, a total of 96 people (43%). From this data it appears that positions higher and strategic, especially echelon 2, namely the Head of Department / Head of the many held by non-Papuan people. What really happens is not no Papuans are not eligible for promotion provisions in these high positions, but that is more of a problem is the absence of official political will put staff development in the Papuan people in the office. As noted in the discussion of research results actually there are many factors that determine to put a civil servant in a structural position. The dominant factors in the placement of civil servants in the office is still strongly influenced by political interests. The personnel who have access and contributed in elections and engage in successful teams / winning team getting a chance to occupy the post. Low height positions obtained are also strongly associated with the contributions made during the elections take place. The greater contributed given the higher position can be obtained. Case qualify condition or not, it's another matter Regent and successful team can arrange everything.

Empirical facts on the ground prove many officials who do not qualify rank but in fact raised in the office. Corresponding existing data obtained in the study investigators (Keerom) officials as many as 181 people (51%) consisting of 2 echelon, echelon 3, and 4 have not been qualified echelons of rank. While on the other hand there are civil servants who are qualified rank and other requirements but not promoted in the office. Although the overall data including non-Papuan people but in fact there are Papuans also qualified but not promoted in the office. Even in the field of researchers found there were some Papuans are demoted (disabled from the office) without the relevant know what sin and guilt. This portrait of the empowerment of indigenous Papuans that occurred in Keerom which in many cases have not been fully empowered by the Regent which incidentally also indigenous Papuans.

b. The District Jayapura

The opposite is happening in Jayapura, where the indigenous people of Papua are many who occupy strategic positions in the cabinet Regent good governance. Based on existing data from all existing positions both on the echelon 2, echelon 3, and 4 as many as 479 positions echelon. From all these positions 183 positions (38%) occupied by indigenous Papuans. When viewed from the level of the percentage of the whole, it seems Keerom even greater percentage, amounting to 41%. But that it should be remembered that for the percentage of higher office (Echelon 2)

and third echelon Keerom lower percentage. From this we can conclude Jayapura District through Regents has been empowering the indigenous people of Papua in the ranks of his administration as it has been mandated in the Special Autonomy Law for Papua No. 21 of 2001.

Although the empowerment of indigenous Papuans in the name of the Papua Special Autonomy was done, but the factors that regulate the governance professionalism resource management apparatus remains a requirement to be appointed in a structural position. So that the staff development officer wishes otsus road, but at the same time professionalism factor must remain in place in the promotion. So the existence of officials who sit in the government led by Mr. Regent can provide the best service to the people who are responsible. Even Papuans are troubled integrity he does not hesitate to remove from office and replaced with someone more accountable integrity, both indigenous Papuans and non-Papuan people.

Overall of variables / indicators of this study, both variables / indicators covering the aspects of professionalism: rank, level of education, phasing training (Training PIM),and competence as well as variable / indicator of empowerment of indigenous Papuans in the promotion in Keerom and Jayapura regency Papua and observe how the trend comparisons are more professional and higher intensity of empowerment in Papua Special Autonomy can be seen in the following matrix.

Comparison Matrix fulfillment of requirements Professionalism and Empowerment oppa In Position Promotion Keerom and Jayapura District

No	Indicator	The level of fulfillment		Information Number of Positions Keerom district = 355; Jayapura district = 479 OPA = Papuans Original
		Keerom district	Jayapura district	
1.	Professionalism: Rank	174 (49%)	440 (92%)	Jayapura district very dominant / Professional Keerom district excel very thin (less than 1 percent). But there Jayapura district officials who have educated Doctoral (S3), Keerom yet. The quality of education district.
	Education	287 (81%)	384 (80%)	

	Training PIM	162 (46%)	254 (53%)	Jayapura is superior Jayapura district more dominant / Professional..
	Competence	197 (55%)	356 (75%)	Jayapura district more dominant / Professional..
2.	Empowerment OPA In Position (Autonomy)	146 (41%)	183 (38%)	Keerom district in quantity is higher (41%) OPA in the office. But real empowerment of OPA in Jayapura regency better positions, strategic positions / important echelon 2 (62%) and 3 (42%) occupied OPA, while Keerom echelon echelon 2 and 3 is dominated non Papua.

Source: BKD Keerom and Jayapura District (December 2014)

IV. CONCLUSION

Based on the study of theory and discussion of the results, it can be concluded:

1. Keerom Regency Papua province in carrying out promotions in the context of career development of civil servants less in line with the characteristics of the ideal type of bureaucratic professionalization of Max Weber. Aspects such as the promotion of professionalism in rank / seniority, qualifications and level of education, training hierarchy, competence and integrity of the civil servants still much less in accordance with the provisions of the legislation. Promotion which was held in Keerom more likely to follow in line with the bureaucracy or sala models proposed by Fred W. Riggs with some of the facts reflected in the management of the promotion. The results also show that the characteristics of bureaucracy models still strong sala practiced in personnel management in particular in the promotion.

For Jayapura Regency Papua Province based discussion on chapters of theory and discussion of the results of this study, it can be concluded that the District Jayapura Papua province in carrying out promotions in the context of career development of

civil servants to follow or in line with the professionalization of the bureaucracy of Max Weber. Some empirical fact that is reflected in the management of the promotion. The results also show that the characteristics of the professionalization of the bureaucracy has been practiced in the management of personnel, especially in the promotion.

The provisions of the legislation relating to the implementation of the promotion in the context of employee career development has been carried out to get the apparatus of civil servants professional by considering ranks, qualifications and level of education, phasing training, competence, and integrity considerations apparatus of civil servants.

2. Promotions for career development of civil servants within the framework of the Papua Special Autonomy as mandated by Law No. 21 of 2001 on Special Autonomy for Papua Province was held on the research object can be expressed actually the general mandate has been implemented both in Keerom and District Jayapura. However, Jayapura district in implementing the policy of empowering the indigenous people of Papua is better to put the Papuan people in strategic positions echelon 2 and echelon 3 are more dominant.

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