

CHAPTER 1.6

THE INDONESIAN PUBLIC SERVICE

Almost all Australians working in the Indonesia-Australia Development Cooperation Program have counterparts within the Indonesian Public Service. It is useful, therefore, to briefly examine the conditions under which *pegawai negeri*, or state employees, work. This will help Australians understand why things are done the way they are.

1.6.1 The Public Service Hierarchy - Echelons & Groups

Indonesian public servants work in a highly structured hierarchy. The Ministers head this organisation, although strictly speaking they are not ordinary public servants. They are appointed by the President. Beneath them is the top layer of the public service hierarchy. In the sectoral departments this includes the Secretaries-General, the Directors-General and the Ministerial Advisers. Beneath them is the second level of officials which includes directors and bureau heads.

1.6.1.1 Echelons

The Indonesian Public Service is organised in both echelons and grades. A person's management position within the hierarchy is indicated by their echelon, with echelon 1 indicating the highest, and echelon 5 the lowest management positions. Secretaries-General and Directors-General are assigned as *eselon* 1 officials. Directors and heads of central support units are usually assigned *eselon* 2 level, as are heads of bureaux in the Secretariats-General. Table 1.6.1 gives an overview of the echelon system.

1.6.1.2 Grades and pay

The basic pay and rank of an official are determined by their grade or *golongan*. There are 4 *golongan* in the *pegawai negeri* system, with 1 being the lowest. Each *golongan* is further divided into sub-groups, and further divided into a number of pay points, based on the length of public service. Educational qualifications are the primary determinants of the level of entry into the public service. Table 1.6.1 summarises the *golongan* system and includes current (1992) pay rates for people of ten years service and indications of entry points into the system.

Public servants are entitled to their basic pay in line with the *golongan* system. Those with structural positions are also entitled to an allowance in the echelons system (not all public servants possess structural positions - see section 1.6.4). This varies from less than Rp 20,000 per month for echelon 5b to nearly Rp. 200,000 per month for echelon 1a.

Echelon	National Departments	Provincial Institutions
la	<i>Sekretaris Jenderal</i> <i>Inspektur Jenderal</i> <i>Direktur Jenderal</i> <i>Kepala Badan</i>	<i>Gubernur</i>
lb	<i>Staf Ahli Menteri (Senior)</i>	<i>Wakil Gubernur</i>
IIa	<i>Director</i> <i>Kepala Biro</i> <i>Inspektur</i> <i>Sekretaris Inspektorat Jenderal</i> <i>Sekretaris Direktorat Jenderal</i> <i>Sekretaris Badan</i> <i>Kepala Pusat</i>	<i>Kepala Kanwil</i>
IIb		<i>Kepala Dinas</i>
IIIa	<i>Kepala Bagian</i>	Division Head in <i>Kanwil</i>
IIIb		<i>Kepala Sub-Dinas</i>
IVa	<i>Kepala Seksi</i>	
IVb	<i>Kepala Sub-Seksi</i>	<i>Kepala Seksi</i>
Va	Senior Clerical Staff	
Vb		

<i>Golongan</i>	Monthly basic salary for 10-11 year servers	Qualification providing entry into service at <i>golongan</i>
1a	Rp.78000	Primary School Certificate
1b	90800	Junior High School Certificate
1c	98000	
1d	105200	
2a	133300	Senior High School Certificate
2b	139600	Diploma/ <i>Sarjana Muda</i>
2c	147800	
2d	156000	
3a	185000	Bachelors Degree/ <i>Insinyur</i>
3b	192000	3a is highest entry point
3c	199000	
3d	208000	
4a	220000	Officers obtaining PhD can
4b	232000	jump to 4a after prior service
4c	242000	
4d	255000	
4e	269000	

Table 1.6.1 *Eselon* and *Golongan* Systems in the Indonesian Public Service

1.6.1.3 Personnel Management Within GOI

Nearly every administrative unit in the GOI system (every larger unit has its administrative unit) has a sub-unit in charge of personnel management. This includes: ensuring that employees are paid; keeping personnel records; recommending staff movements to the head of the parent unit; and processing disciplinary cases. The subunit also often includes a basic staff development and training function. The personnel unit is usually known as *biro/bagian/sub-bagian/urusan kepegawaian*, depending on the level of the parent unit within the system.

Terms and conditions (including pay and allowance levels) for all *pegawai negeri* are recommended by the central *Badan Administrasi Kepegawaian Negara* (Civil Servants Administration Agency). Major decisions concerning changes to terms and conditions are confirmed by government regulation passed by the DPR.

1.6.1.4 Promotion Examinations

The Government operates a series of public service courses and internal examinations for candidates wishing to be promoted to higher echelons. They are:

Entry to Echelon 1	<i>Lemhamnas</i>	State Security/Policy
Entry to Echelon 2	<i>Sespa</i>	Higher Management
Entry to Echelon 3	<i>Sepati</i>	Middle Management
Entry to Echelon 4	<i>Sepala</i>	Junior Management

It should also be noted that obtaining extra and higher educational qualifications considerably boosts promotion opportunity.

1.6.2 National and Regional Public Servants

There are four categories of public servant in Indonesia:-

Pegawai Negeri Sipil Pusat

These are officials employed in central departmental or non-departmental offices and paid directly by the central government

Pegawai Negeri Sipil Pusat Dipekerjakan

These are central government officials attached to regional governments and paid by their department of origin.

Pegawai Negeri Sipil Pusat Diperbantukan

These are central government officials attached to the regional government and paid by it during their secondment.

Pegawai Negeri Sipil Daerah

These are officials employed directly by the Department of Home Affairs through the regional government and paid by the latter, even though the finance for their salaries comes from a national subsidy to autonomous regions (*Subsidi Daerah Otonom*). Transfer of these officials from one province to another is rare and rather difficult to achieve.

All permanent staff are known as *pegawai organik* (organic workers). Their appointments are confirmed by BAKN (*Badan Administrasi Kepegawaian Negara*, the State Civil Service Administration Board). There are no fundamental differences between the terms and conditions of all *pegawai organik*. Salaries, allowances, pensions and basic rights and duties are identical for all categories.

Two categories of temporary public servant also exist. These are:-

Pegawai Negeri Tidak Tetap

These are relatively senior or highly qualified persons employed by the public service on a (more or less) contract basis for a fixed term. They receive significantly higher remuneration, but are not guaranteed long-term careers. This is a relatively new concept in Indonesia. Many doctors are hired on this basis, as an incentive to serve in remote areas immediately after qualifying, before they are allowed to enter private practice. *Pegawai Negeri Tidak Tetap* can be employed directly by regions.

Pegawai Honor

These are relatively junior public servants hired on a temporary basis, usually in the regions. Their appointments are made directly by the region concerned without reference to BAKN. Their salaries are not covered by the *Subsidi Daerah Otonom*, and are not allowed to exceed 80 per cent of the substantive salary for the position being occupied. *Pegawai Honor* in the regions are employed by the regional governments.

1.6.3 Public Service Leadership

Indonesian public servants sometimes mention a three-way relationship structure in public service positions. This involves a leader (*pimpinan*), the deputy or assistant to the leader (*wakil pimpinan*) and the implementor (*pelaksana*). Whilst official evidence of this theory of leadership is not in evidence, this helps to explain some of the complexity of working relationships encountered in Indonesian bureaucracy. Figure 1.6.1 shows the structure of this triangular relationship

The line of command corresponds closely to the Western concept of the line of responsibility, with the subordinate being responsible to the superior officer and the superior officer being responsible for the junior. The guidance line is harder to equate, but it means that the person taking the role of deputy leader is responsible for providing

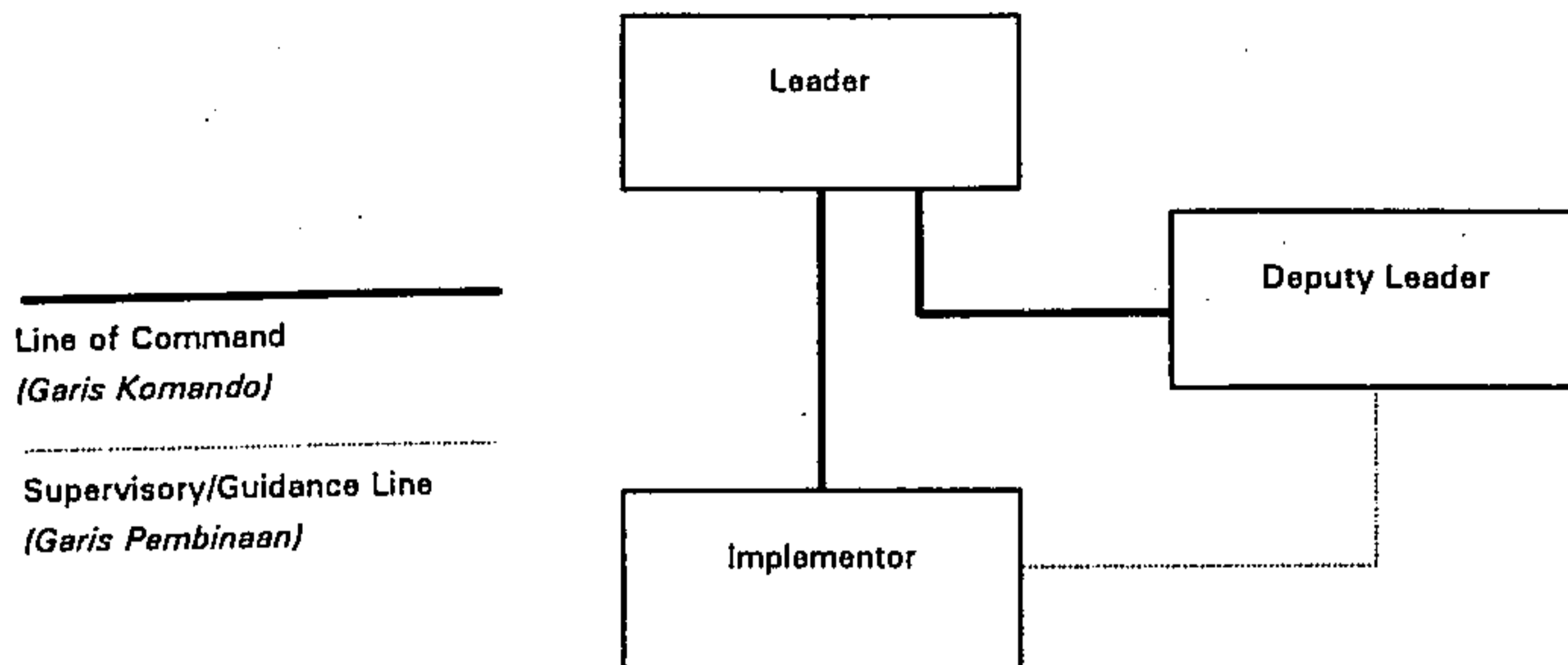


Fig. 1.6.1 Lines of Command and Supervision in the Public Service

advice, guidance and supervision in their technical or professional sphere to the person acting as implementor. The Indonesian word most commonly used for this relationship is *pembinaan*. In a less formal sense, this role is similar to the Western concept of mentor. It may also be equated with the role that fathers' brothers often play in the Indonesian family system. In its formal sense, however, it is repeated in numerous working relationships governed by regulation. Figures 1.6.2 and 1.6.3 illustrate this relationship.

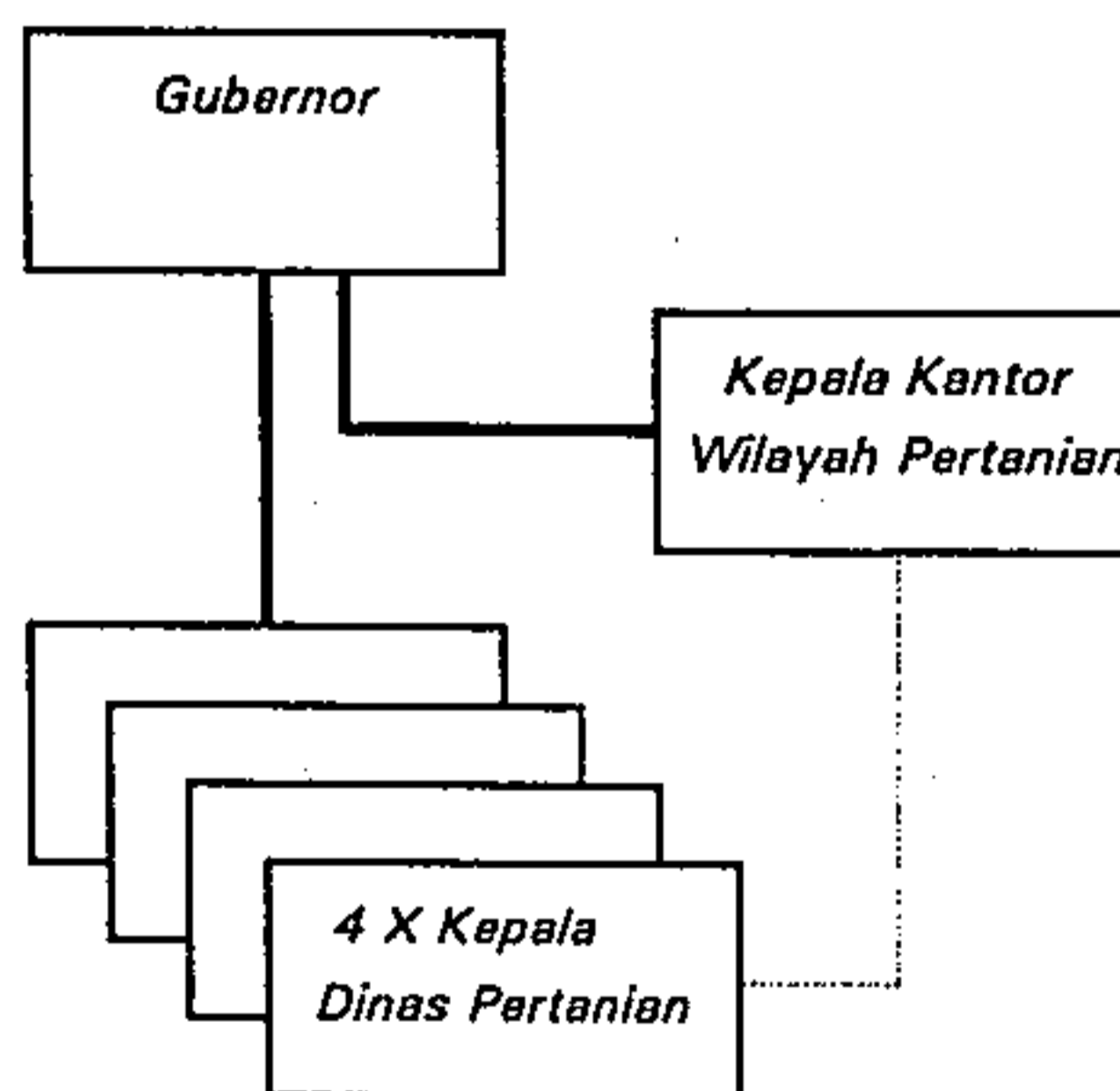


Figure 1.6.2 Command & Supervision/Guidance
In Provincial Sectoral Activities
(Using The Department of Agriculture as an example)

In Figure 1.6.2 all four *Kepala Dinas* for Agriculture (Livestock, Food Crops, Fisheries and Estate Crops) are directly responsible to the Governor. The *Kepala Wilayah* for Agriculture, although structurally responsible to the Minister in Jakarta, is responsible to the Governor for coordinating agricultural activities in the province. *Kepala Dinas* do not report directly to the *Kepala Kanwil*. However, they must accept his advice and guidance in coordinating their activities. This is a form of *pembinaan*. The Governor is the leader, the *Kepala Kanwil* is the deputy leader and the four *kepala dinas* are implementors.

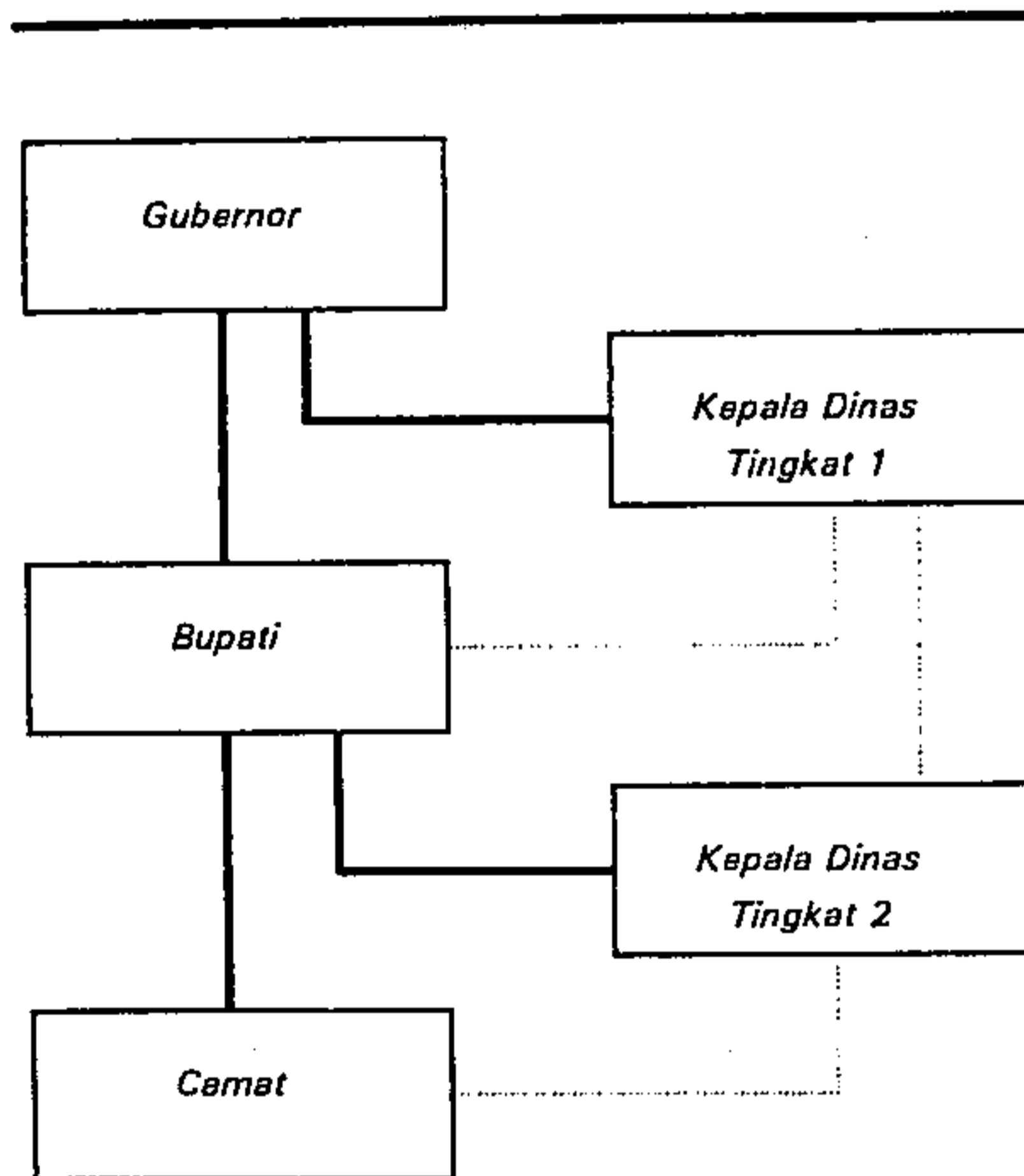


Fig. 1.6.3 Multiple Responsibilities
in the Regional Context

In Figure 1.6.3 there are multiple leader-deputy-implementor relationships. The *Camat* is directly responsible to the *Bupati* for implementation of government administration in the sub-district. The *Camat* acts as implementor. The *Kepala Dinas* Level 2 has no direct jurisdiction over the *Camat*; this reserved for the *Bupati*. However, *Kepala Dinas* must obviously provide advice and guidance to the *camat* in the professional sphere of activity, as it is unlikely that the *camat*, as implementor will be fully able to make technical decisions without that advice. The *Kepala Dinas* Level 2 is in the role of deputy leader, whilst the *Bupati*, who directly commands both the *Camat* and the *Kepala Dinas* Level 2, is the leader. An identical pattern exists between the Governor, *Kepala Dinas* Level 1 and the *Bupati*. A further opportunity for *pembinaan* exists between the *Kepala Dinas* Level 1 and *Kepala Dinas* Level 2, although in this case the

Bupati is still the leader, because the *Kepala Dinas* level 1 has no direct authority in the district.

Whilst these patterns are by no means universal in Indonesia, they provide some explanation of the apparent duplications between different offices with similar titles and functions.

1.6.4 Structural and Functional Positions

What individuals do, in the Indonesian Public Service, and to whom they are responsible, is not always clear. Some individuals can, in effect, occupy more than one position. Indonesians often explain this by saying that there are two types of position; structural (*struktural*) and functional (*fungsional*). Structural positions occupy a place within the strict hierarchy, whether that be in Jakarta, or in the vertical or horizontal offices in the regions. Functional positions are tied to development activities, and the position of project leader or *pimpro* is a good example of this. Functional positions are given to those people who are capable of handling the development tasks required regardless of any structural position they may or may not already occupy. It is not uncommon for an individual to hold more than one functional position as well as a structural post. The project system described in Section 1.4.6. demonstrates that functional positions provide an overlay to the structural hierarchy.

While this situation causes some confusion for foreign project workers, it simply illustrates that in Indonesia, as elsewhere, individuals rarely wear only one hat! It is important, therefore, to establish as early as possible who does what in the working environment.

1.6.5 Institutional Reports

Some foreign development project staff are required to prepare institutional reports or inventories soon after arrival in the field. An **institutional report** should at the least contain :-

A structural diagram of all units with which the project is associated;

Structural diagrams for all projects or sub-projects operated by GOI agencies associated with the overseas funded project;

Descriptions of the roles, functions and tasks of each unit and sub-unit;

Descriptions of project activities funded under project and sub-project arrangements; and

An assessment of the interactions between units and sub-units, both for local to local activities and national to local activities. A simple assessment of activities that require more than one unit should form the basis for this.

Descriptions of roles, functions and tasks are always readily available. They are usually found in *surat keputusan* or *peraturan daerah* with titles beginning with *Organisasi dan Tata Kerja...* (Organisation and Management of...). Descriptions for *kantor wilayah* are always issued by the national level sectoral department concerned, usually in the form of a *keputusan menteri*. Descriptions of the structures of *dinas* offices according to national regulations are given in *Instruksi Menteri Dalam Negeri* issued by the Minister of Home Affairs. Particular *dinas* office structure is finalised in the *peraturan daerah* issued by the local DPRD. Structural diagrams are usually included with these regulations, but are simple to construct after reading the regulation concerned. Translations of regulations, if not already available, should be arranged as soon as possible.

An assessment of the linkages between organisational units is harder to achieve, as it requires an inside knowledge of the activities that different units share. It is advisable to ask for explanation of linkages (and structures) from counterparts.

Projects (see section 1.4.6 for a discussion of the GOI concept of project) are also governed by regulations, usually issued from the central department that controls the budget. These are often in the form of a *petunjuk pelaksana* or *juklak*. This translates as implementation document. The *juklak* will usually define who is responsible for what is in a project and will provide an outline of project structures. Technical implementation details are included in a *petunjuk teknis* or *juknis* (technical guidelines). These will establish the technical aims and requirements of the project. It is advisable to ask for the relevant *juklak* and *juknis* as early as possible.

1.6.6 Duty Statements

Detailed individual duty statements do not always exist, beyond brief descriptions of titles and individual functions. These are usually available from the unit heads of personnel. An exception to this would be the *Daftar Susunan Personil* (DSP or list of personnel functions) issued by the Department of Public Works. This establishes a suitable model for individual duty statements and contains the following information for each job:-

<i>Nama Jabatan</i>	Name of Position
<i>Rumusan Tugas</i>	Summary of duties
<i>Rincian</i>	Details of duties
<i>Tanggung Jawab</i>	Responsibility
<i>Bahan Kerja</i>	Work materials required for the position