Personnel reform: Perspectives on civil servants’ promotion in Indonesia

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ABSTRACT

This study aims to identify problems in the implementation of bureaucratic reform in the field of employment, especially civil servants’ promotion. This study is carried out using qualitative approach with case study method. The data collection technique is done using observation, documentation study, and interview with two key informants. The data is then analyzed in several stages, namely data reduction, data display, and conclusion drawing. The findings indicate that there is an injustice and non-transparent phenomenon in civil servants’ promotion, especially in the initial promotion, promotion by extraordinary work performance, and promotion by graduation certificate. This condition has the potential to cause corruption, collusion, nepotism, and might reduce employee performance in providing public service.

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Introduction

Since the launching of the bureaucratic reform program in 2010, many parties have expected for an increase in the quantity and quality of public services. The bureaucratic reform has been running since 11 years ago, and it is marked by the publication of the Grand Design for Bureaucratic Reform of 2010-2025 through the Presidential Regulation Number 81 of 2010. To ensure that the bureaucratic reform goes in line with the ideals and expectations, the government then establishes a road map that is similar to the Five-Year Development Plan during the New Order era, both of which have a five-year period. The bureaucratic reform roadmap is divided into three stages. The first stage took place from 2010-2014, the second stage is from 2015-2019, and the third stage is currently on-going, which took place from 2020-2024. During the third stage, the road map is prepared in accordance with the results of the implementation of the National Medium-Term Development Plan and the previous Bureaucracy Reform Road Map which has been adjusted to the dynamics of changing government administration.

In the Grand Design of Bureaucratic Reform, there are several problems faced by the bureaucracy, namely the Organization, Legislation, Civil Servants or State Apparatus Resources, Authority, Public Service, Mindset, and Work Culture (culture-set).

The direction of changes of human resources of the civil servants is focused on high performance work practice. In order to have high performance, the HR of civil servant highly depends on rewards, as stated by Kleinbeck (1990): once high performance has been demonstrated, reward can become important as inducement to continue. According to Amstrong (2004), employee reward is about how people are rewarded in accordance with their value to an organisation. It is concerned with both financial and nonfinancial rewards. Organizations should not just emphasize on financial alone, but also have to cover nonfinancial aspect as well to boost employees’ job satisfaction (Bustaman et al, 2014; Zhuang and Pan, 2022).
Career development is one of the forms of non-financial rewards, and it becomes an instrument to motivate employee (Gungor, 2011; Yousaf, 2014). If employees are offered opportunities for developing their careers by adapting skill, technologies, and competencies that are essential for performance improvement and promotion, they will be valued and motivated (AlKhemeiri et al., 2020; Kasdorf & Kayaalp, 2021). Previous studies have stated that there are different aspects on impact of financial and non-financial reward on employee motivation. (Nyandema and Were, 2014; Bari et al, 2013: Harunawanwe and Kanengoni, 2013).

In Law Number 5 of 2014 regarding State Civil Apparatus, it is stated that career development is closely related to rank and position. However, the career development process for civil servants is still influenced by corruption, collusion, and nepotism (Effendi, 2015; Ali, & Jannah, 2017). The opportunities for corruption, collusion, and nepotism are wide open because the civil servant system in Indonesia has not been paid attention to by reform as a whole.

The study from Savira (2009) found that the approach used in the management system for civil servants has not been efficient because it depends on the budget. Aruan (2015) stated that the personnel management policy formulated by the central agency still creates contradictions, and it does not support the realization of ideal conditions.

Rank is one of the main requirements aside from competency, experience, and potential to be appointed to a high position. Apart from being an important requirement for appointment in office, the higher the rank of civil servants, the higher the salary that must be paid by the state. Therefore, the process of promotion of civil servants must be objective and transparent, so that state awards given to civil servants in the form of promotions can increase work motivation.

To date, there is only limited studies regarding employment reform in Indonesia that discussed about the unfair practice and biased examination of determining the promotion rank of civil services. Some of the studies regarding this issue in Indonesia are usually conducted to understand the influence of gender gap and career path on promotion of civil services (Toiyibah, 2018; Krissetyantri, 2018). In addition, Pierskalla et al. (2020) analyzed the promotion patterns in Indonesia’s civil service during 1980-2015, but it focuses on the effect of democratization on the discrimination of women and minorities in the civil service. Therefore, this study aims to fill the research gap by carrying out a qualitative approach to gather deeper understanding on the phenomenon of civil service promotion in Indonesia.

**Literature Review**

**Theoretical and Conceptual Background**

**Employment Reform**

Reform is closely related to renewal or changes to a system. A staffing system that is responsive to employee demands will reflect the quality of the bureaucracy. Therefore, according to Prasolo (2010; Shegenovna, 2014; Lee, 2018), the quality of staffing correlates with the quality of the bureaucracy in a country where personnel reform is an absolute prerequisite to ensure the implementation of professional governance management. The role of staffing is very important not only because of globalization but also industry 4.0 (Tjiptoherijanto, 2015). In adapting to the globalization era, the Indonesian government has to improve the structure of its bureaucracy, both in terms of enhancing the quality of government employees, and developing a modern and efficient government system. Effective staffing is shown by the correlation of bureaucracy with public services, as revealed by the OECD (2018; Rasul et al., 2021). As the challenges facing governments become more complex, the role of a well-functioning public administration is more important than ever. An effective civil service built on the principles of merit and professionalism is an essential part of a high-performing public sector capable of delivering quality services and value to citizens (Darui, et al., 2020).

It can be said that, until 2014 after the issuance of Law No. 43 of 1999 concerning Amendments to Law Number 8 of 1974 concerning the main points of employment, staffing experts stated that personnel reform was not yet optimal. Furthermore, Tjiptoherijanto (2015) explained that Law No. 22/1999 on Decentralization and Law No. 43/1999 on Civil Service Administration opened new possibilities for public service reform in Indonesia, but the country still has a long way to go in achieving a high-quality civil service. Due to the complexity of the problems in the field of staffing, the resolution of personnel problems seems a bit slow. (Thoha, 2016).

**Promotion Rank of Civil Servants**

In the employment system in Indonesia, civil servants are appointed to certain ranks and positions. The rank is appointed based on education when applying to become a civil servant, and this policy that links education with rank has the potential to cause problems (Baquero & Pérez, 2021). As stated by the previous studies (Park, 2011; Spilerman & Lunde, 1991), this match between education level and the entrance grade has two major problems. The first is that an applicant's educational attainment cannot fully represent his or her competency. Second, the fact that one's education may reflect family income, and thus one's educational opportunities. Therefore, this system of Indonesia is not good for the social mobility.

In addition, promotion rank is still determined by the system of work performance and work experience (seniority). The existence of inaccuracies in the performance appraisal causes the promotions carried out cannot be accounted for. This symptom shows that employees who do not deserve to be promoted actually get promotions and vice versa, employees who should be promoted are not promoted (Budiyanto, 2002; Daryanto, 2007; Ali, 2017). The staffing system in Indonesia is still under the management system of
Korean civil servants. Compared to Korean personnel management, the system in Indonesia lacks democracy, diversity, and effectiveness compared to the Korean civil servant management system (Dongil, 2021).

The implementation of the civil servant promotion system has the potential to hinder career development. Nugroho (2017) stated that there are four things related to the not yet optimal implementation of promotions.

i. There are civil servants who have worked long enough and perform well but cannot be promoted because they do not meet the requirements for the lowest rank to be appointed in administrative positions.

ii. There are civil servants who cannot be appointed to administrative positions because their rank is too high.

iii. There are civil servants who cannot be promoted even though the working period towards the retirement age is still long, because they have reached the top rank based on their education and position.

iv. There are civil servants who already have higher education levels but have not been promoted/appointed in positions where the majors taken do not support the implementation of the duties of the position.

Position is non-financial compensation and is related to motivation (Kumar, 2015). From the results obtained from the study, it is apparent that non-financial rewards have a positive significant on employee motivation. The higher the motivation of employees, the public service will have a positive impact in the long term. Malik (2010) mentioned that a service organization can only achieve long-term success with the help of a number of qualified, satisfied, committed and motivated employees and supportive leaders.

**Public Service**

The implementation of public services for the community is the nation's ideals, and it can only be achieved if the civil service who has integrity, is professional, neutral, is free from political intervention, is free from practices of corruption, collusion, and nepotism (Rasul & Rogger, 2016). An important dimension of the utilization of civil service is the increase in morale. Increased work morale will increase the productivity of civil servants which in turn increases the quantity and quality of services (Wibawa, 2015).

However, the quality of public services has not been optimal, one of the factors causing it is the human resources factor of the apparatus (Rohayatin, 2017). According to Darmawan (2021), one way to improve quality is by carrying out activities to support career development such as promotions. Promotion in personnel management can be in the form of promotion in position or promotion to a higher rank. Studies conducted by Hermawan (2020; Idrus, 2006) found that promotion occurs either partially or based on the organizational climate, for example the level of reward allocation (position promotions and honorariums) based on employee performance as opposed to seniority, golden children, and so on.

Thus, it can be concluded that the promotion system is an important matter in the scope of rewards, this system must be fair and transparent. This is because non-financial rewards have an impact on satisfaction and encourage the effectiveness of public services.

**A Critical Approach to promotion by extraordinary work performance: A qualitative research**

This study aims to explain and analyze the implementation of promotion by extraordinary work performance and promotion by graduation certificate which does not meet the principles of fairness and transparency. This study uses a qualitative research approach. Qualitative research is an interpretive technique aimed at describing, decoding, translating, and understanding the meaning of a social phenomenon (Schindler, 2019). Qualitative research is used to obtain information about how and why a phenomenon can occur. In this study, the researcher wants to understand the conditions of the implementation of promotions for civil servants that are not in accordance with the principles they should be.

This qualitative approach was carried out using a case study method, while data were obtained from interviews with two key informants, observations, and secondary data analysis regarding the promotion of employees at the State Civil Service Agency in Jakarta, Indonesia. According to Schindler (2019), the case study method allows research methods that combine individual or group interviews with documentation and observational data analysis. The purpose of this method is to get various perspectives from an organization, situation, event, or process in a certain period of time.

Researchers conducted a study of documentation, observation, and data collection during 2017-2021. The secondary data used is obtained from personnel regulations, namely Law Number 5 of 2014 and government regulations regarding the State Civil Apparatus, annual reports, articles, newspapers, as well as several other notes from the State Civil Service Agency regarding the philosophy of employee rank. Furthermore, based on the opinion of Miles et al. (2014) researchers conducted data collection, data reduction, data display, and conclusion drawing.

**Result and Discussion**

**Civil Servant Rank**

Ranks in the Indonesian personnel management system have 4 levels, with 17 divisions of space; 3 levels have four rooms (a to d), the highest level is group IV with 5 rooms (a – e). The promotion of civil servants has the meaning of appreciation. The award is given by the government because employees show work performance and dedication. Rank, Class and Space (initial) are given when a person becomes a candidate for civil servant and is determined based on education, as presented in Table 1.
Table 1: Ranks of Civil Servants

<table>
<thead>
<tr>
<th>Ranks</th>
<th>Class</th>
<th>Space</th>
<th>Education</th>
<th>Top Rank</th>
<th>Information</th>
</tr>
</thead>
<tbody>
<tr>
<td>Class IV</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Senior Administrator</td>
<td>IV</td>
<td>e</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Junior Administrator</td>
<td>IV</td>
<td>c</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>First Class Administrator</td>
<td>IV</td>
<td>b</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Administrator</td>
<td>IV</td>
<td>a</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Class III (Bachelor, Master, Doctor)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>First Class Superintendent</td>
<td>III</td>
<td>d</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Superintendent</td>
<td>III</td>
<td>c</td>
<td>Doctor</td>
<td>IV/b</td>
<td></td>
</tr>
<tr>
<td>First Class Junior Superintendent</td>
<td>III</td>
<td>b</td>
<td>Master</td>
<td>IV/a</td>
<td></td>
</tr>
<tr>
<td>Junior Superintendent</td>
<td>III</td>
<td>a</td>
<td>Bachelor</td>
<td>III/c</td>
<td></td>
</tr>
<tr>
<td>Class II (Senior High School &amp; Diploma)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>First Class Supervisor</td>
<td>II</td>
<td>d</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Supervisor</td>
<td>II</td>
<td>c</td>
<td>Bachelor</td>
<td>III/c</td>
<td>Baccalaureate, Diploma, Academy Graduates</td>
</tr>
<tr>
<td>First Class Junior Supervisor</td>
<td>II</td>
<td>b</td>
<td>Diploma</td>
<td>III/b</td>
<td></td>
</tr>
<tr>
<td>Junior Supervisor</td>
<td>II</td>
<td>a</td>
<td>Senior High School</td>
<td>III/b</td>
<td></td>
</tr>
<tr>
<td>Class I (Elementary School and Junior High School)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>First Class Clerk</td>
<td>I</td>
<td>d</td>
<td></td>
<td>II/d</td>
<td>Vocational Junior High School</td>
</tr>
<tr>
<td>Clerk</td>
<td>I</td>
<td>c</td>
<td>Junior High School</td>
<td>II/c</td>
<td></td>
</tr>
<tr>
<td>First Class Junior Clerk</td>
<td>I</td>
<td>b</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Junior Clerk</td>
<td>I</td>
<td>a</td>
<td>Elementary School</td>
<td>II/a</td>
<td></td>
</tr>
</tbody>
</table>

Source: Law Number 5 of 2014

Civil Servants Rank Promotion System

Based on the Government Regulation No. 12 of 2002, the promotion system of civil servants consists of:

1. Regular Promotion Rank
2. By Choice Promotion Rank

In addition, civil servants can also be given posthumous promotions for those who died while carrying out their duties. There is also a promotion for service for civil servants who died, reached the retirement age limit, and were disabled due to service and could no longer work in all state positions.

Regular promotions can be given to civil servants who have occupied at least four years in their last rank. If the initial rank is II/a because they have a high school education level, then it takes at least 20 years to get into the class III/a class of employees. So that it can be ascertained, a civil servant with a high school education will not be able to occupy an echelon II class position or a Primary High Position. As for undergraduate graduates, the possibility to compete for a promotion to a Primary High position is still wide open.

On the other hand, the promotion by choice is given to civil servants for their high achievements, and given to civil servants who:

1. Hold certain structural/functional positions;
2. Occupy certain positions whose appointments are determined by a presidential decree;
3. Demonstrate outstanding work performance;
4. Find new discoveries that are beneficial to the country;
5. Is appointed as a state official;
6. Obtain STTB/diploma;
7. Carry out learning tasks and previously occupied certain structural or functional positions;
8. Have completed following and passed study assignments;
9. Is fully employed/assisted outside the parent agency and is appointed to a leadership position whose echelon equations/certain functional positions have been determined.

Position of State Civil Apparatus

The position of the State Civil Apparatus for PNS in accordance with Law Number 5 of 2014, is presented in Figure 2.
In practice, most civil servants have a high interest in occupying high leadership positions, apart from being prestigious, this position will facilitate better salaries, allowances and facilities compared to other positions. Therefore, to occupy this position, employees must participate in open bidding.

One thing that is the main requirement to occupy a high leadership position is that employees must have a minimum rank. So that high leadership positions are very open to employees with undergraduate education, especially post graduates.

The relationship between position and rank, especially high leadership positions, is presented in Table 2.

**Table 2: Position of State Civil Apparatus**

<table>
<thead>
<tr>
<th>Position of State Civil Apparatus</th>
<th>Type</th>
<th>Minimum Rank</th>
</tr>
</thead>
<tbody>
<tr>
<td>Administration</td>
<td>Administrator</td>
<td>IV/a</td>
</tr>
<tr>
<td></td>
<td>Supervisor</td>
<td>III/a</td>
</tr>
<tr>
<td></td>
<td>Executor</td>
<td></td>
</tr>
<tr>
<td>Functional</td>
<td>Main Expert</td>
<td>IV/c</td>
</tr>
<tr>
<td></td>
<td>Associate</td>
<td>IV/b</td>
</tr>
<tr>
<td></td>
<td>Young Expert</td>
<td>IV/a</td>
</tr>
<tr>
<td></td>
<td>First Expert</td>
<td></td>
</tr>
<tr>
<td>Skills</td>
<td>Supervisor</td>
<td>III/a</td>
</tr>
<tr>
<td></td>
<td>Proficient</td>
<td>II/d</td>
</tr>
<tr>
<td></td>
<td>Skilled</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Beginner</td>
<td></td>
</tr>
<tr>
<td>High Leading Position</td>
<td>Main</td>
<td>IV/d</td>
</tr>
<tr>
<td>High Leading Position</td>
<td>Middle</td>
<td>IV/c</td>
</tr>
<tr>
<td></td>
<td>Primary</td>
<td>IV/b</td>
</tr>
</tbody>
</table>

**Source:** Law Number 5 of 2014

From table 2, we know how important rank is to get a position. Promotion rank regulations provide an opportunity to bypass so that higher ranks can be achieved. However, this regulation has the potential to make employees become pessimistic and frustrated which ends with low motivation and unproductive performance.

There are at least three promotion systems that are potentially unfair and non-transparent, namely: in the initial promotion rank, promotion by extraordinary work performance, and promotion by graduation certificate.

**System Reform of State Civil Apparatus/Civil Servant Promotion Rank**

**Initial Promotion Rank**

As described above, the initial rank of Civil Servant Candidates is based on education. If the prospective employee graduates from high school, then the rank given is II/a, while those who have an education equivalent to bachelor degree get the rank of III/a. rank III/b is given to prospective civil servants with master education and III/c for prospective employees with doctoral education.
Determination of rank based on education is unfair, because this determination only applies to employees who have financial ability. Meanwhile, those who do not have the funds to continue their undergraduate or postgraduate education only have a low initial rank. High school education with group II/a will be difficult to compete for high positions, both functional and structural positions. The top rank for employees with a high school education is III/b, and even then, they are achieved for 24 years in a position that will meet the retirement age limit. Whereas for an Administrator position, for example, the employee must have the rank of Level I III/b Junior Superintendent.

This injustice in the initial rank determination can be avoided, if the rank system applies competency-based rank determination. This can be carried out by freeing the public to choose the type of CPNS entrance exam. If a person is a high school graduate, then he or she can choose an entrance test for prospective employees with bachelor, master, and doctoral education as long as the prospective employee has the qualifications to take the undergraduate test. Entrance tests that are based on competence and not based on education, will provide benefits for the bureaucracy. In addition to those who are selected to have competence, the Civil Servant Candidates entrance test reflects justice or partiality to people who are unable to have a career as a Civil Servant.

**Promotion by Extraordinary Work Performance**

This promotion also does not show fairness and worthiness, because:

i. There is no quantitative measure of outstanding work performance.

ii. There is no guideline of who, which, and what will test whether the civil servant really has extraordinary work performance.

iii. Has the potential for corruption, collusion, and nepotism?

In the Decree of the Head of the State Personnel Agency Number 12 of 2002 concerning Provisions for the Implementation of Government Regulation Number 99 of 2000, there are several provisions for promotion by extraordinary work performance that must be given to civil servants, namely:

i. At least have one year experience in the last rank.

ii. Each element of the Employee Performance Target is of very good value in the past year.

iii. Holding executive and structural positions, except for functional positions.

Furthermore, civil servants who want to apply for promotion by extraordinary work performance must complete the following five requirements:

i. A valid copy of the last rank decree
   a. The legal copy attached must have been legalized

ii. A valid copy of the last position decree
   a. The legal copy attached must have been legalized

iii. Valid copy of Employee Performance Target for the last 1 (one) year
   a. Attachment of the original Employee Performance Target with a minimum score of “very good” (minimum 91) in the last 1 (one) year
   b. Original attachment of Work Performance Assessment (PPK) in the last one year
   c. The original attachment of the Achievement of Performance Results in the last 1 (one) year

iv. All three must be attached in original accompanied by a signature from the Authorized Official and affixed with the wet stamp of the proposing agency.

v. Decision Letter for Determination of Extraordinary Work Performance, original signed by the Personnel Guidance Officer (PPK)

The extraordinary work performance submitted for promotion by extraordinary work performance must be stated in a Decree as a sign of acknowledgment of the work performance achieved by the civil servant concerned. The decree for extraordinary work performance contains a description of work performance and is signed by the Personnel Guidance Officer (PPK). The decree of the determination of extraordinary work performance must be attached in its original copy, accompanied by a signature from the PPK, and it cannot be delegated.

**Other Supporting Evidence**

Other supporting evidence that is meant is supporting evidence regarding the proposed promotion by extraordinary work performance. This evidence can be in the form of:

i. Certificate of Appreciation, namely certificates for an achievement achieved by the civil servant concerned in relation to the extraordinary achievements submitted.
ii. Documentation, can be in the form of photos or videos documenting activities related to the proposed extraordinary achievements.

iii. Articles/News containing the outstanding work achievements submitted.

This type of promotion is considered to be unfair because of several aspects, which is explained in more details below:

**There is no standard**

From the definition of extraordinary work performance, we can guess that a person's luck in obtaining promotion based on extraordinary work performance is determined by his environment. There are no transparent and publicly known criteria or standards for this extraordinary work performance sentence. For example, in 1987, there was a slight tension in the administrative environment of a government agency. This disharmony was triggered because one Head of Affairs (echelon V) received promotion based on extraordinary work performance while several other colleagues did not get promotions. In fact, they have the same job character, pressure, or stress level because they have to serve top management. One thing that makes the difference is the level of aggressiveness and ethnicity alone. Therefore, it becomes necessary to redefine the criteria for extraordinary work performance so that they can be measured quantitatively.

**Extraordinary Event (Outbreak)**

The world of health can be used as an example for the approach. Extraordinary event, or an outbreak is defined as an increase in the number of cases that exceeds the usual situation, at a certain time and area. In a disease that has not appeared for a long time, or has appeared for the first time in an area (non- endemic), the presence of one case is not necessarily can be said as an extraordinary event or an outbreak.

Therefore, the Epidemic Law of 1984 defines an outbreak as the occurrence of an incident of illness/death and/or an increase in an epidemiologically significant incidence of illness/death in a population group within a certain period of time.

For this reason, signs that refer to outbreaks are stated quantitatively, namely: *First*, the morbidity/death rate of an infectious disease in a sub-district shows three or more times for three consecutive weeks or more. *Second*, the number of new patients in one month has doubled or more. *Third*, the average monthly rate for one year of new cases of an infectious disease doubles or more than the previous month or year. *Fourth*, the Case Facility Rate of a certain infectious disease in one month increased by 50% compared to the previous month in the same sub-district. *Fifth*, the proportional rate of new sufferers of an infectious disease in one month increases two or more times in one month.

From the description above, we can justify whether, for example, a Head of the National Land Agency (BPN) in a city A with the same job description as the head of the Land Agency in another city gets promotion based on extraordinary work performance, while his, other colleagues do not. It all occurs although the work targets are both quantity and quality, and the quality is achieved 100%. This leads to a question: what sets it apart?

Is it natural for a civil servant who is a member of the team for organizing international events for his agency to get a promotion based on extraordinary work performance? What about the other members? Haven't other colleagues contributed to the success of this international event? Isn't holding international events a common thing to do? Even more, they must also have cooperated with the Ministry of Foreign Affairs, which is already very experienced in handling this matter.

**The examiner is not an experts**

Examiners should involve academics or professionals to assess whether these performance or achievements are extraordinary or mediocre. After the team approves and is proposed to the State Civil Service Agency, it is also necessary to think about whether the State Civil Service Agency is the only one who asks questions when the prospective recipient of promotion based on extraordinary work performance explains his work, or there is a need to involve other parties. Doesn't the State Civil Service Agency have a core business of personnel? It is clear that they don't have enough understanding about the depths of the sea, cleaning technology, land surveying, or negotiating international negotiations. It could be that the examiners were just impressed by the expertise of the prospective recipients of promotion based on extraordinary work performance in presenting their work based on science and technology, complemented by pictures that the examiners from the State Civil Service Agency did not understand.

**Promotion by Graduation Certificate**

To occupy a position, a civil servant must meet the minimum rank. If a civil servant starts his career with a high school education, he will be appointed in the Junior Supervisor/II a. To be promoted to a structural position, for example, the employee must at least be a Junior Superintendent/III b. To get to this rank, it takes at least 16 years through regular promotions, which is too long. Likewise, if a civil servant is going to be appointed to a functional position, a bachelor's degree is more profitable. Opportunities to have power are difficult to realize only with high school. However, there is a shortcut to get to group III or IV faster, namely going to school again. However, promotion through education or graduation certificate has a bad impact on staffing.
Attending study at a university is certainly based on noble values, as we will get an experience which will stays in our souls until the end of our lives. Studying at a university will build character and provide opportunities to interact with other people who can challenge us to think and expand our potential to carry out our duties and obligations wisely.

Contrary to the statement above, civil servants who attend tertiary education with a study permit prefer a diploma or a desire to retire with a maximum rank. In some cases, civil servants choose private universities (PTS) which happen to be concerned with the number of students rather than the principle of higher education.

With a large number of students, private universities can reap lucrative profits. The magnet for civil servants to study at private universities with campuses in shops, meeting rooms in government buildings and people's homes is partly because lectures are conducted only two or three times a week with an average of three hours. Within two weeks, one course will be completed. There are even universities that open remote classes with lectures on Saturdays for three hours and carry out the examination directly in the following Saturday, deviating from the Regulation of the Director General of Higher Education Number 595/D5.I/T/2007 dated 27/2/2007.

One more thing, there are many central or regional civil servants who happen to have tasks that are in contact with stake holders. Sometimes there are civil servants whose tuition fees are borne by the agency or party that requires their services. In finishing their tasks in the university, they are assisted by others because they do not have the time and passion for writing. As a result, the lecturers found there are more than five similar papers from dozens of papers.

Inequality is inevitable. There are civil servants who study in college because they are more financially capable than others. In the future, several people will occupy positions, of course, subconsciously it has been imprinted that the noble value of education can be put aside. The policy of granting study permits only accumulates scholars in an organization and contributes little to the progress of the organization.

Feudalism

The regulation of promotion rank based on graduation certificate is a legacy of Law No. 8 of 1974. At that time, civil servants with a bachelor education were still very rare, thus in order to fulfill the ranks of the First-Class Junior Superintendent and Supervisor, one of the ways is to encourage the civil servants to have higher education. However, since the time has changed, the current bachelor’s degree is sufficient. If this policy is maintained, there will be many civil servants who are graduates with orientation to rank.

It is alleged that our bureaucracy is still filled with the air of feudalism, and that behavioral dimension is not fully applied. Thoha (2007) clearly illustrated that people's relationships with other people in the organization are determined by the criteria of "who" the person is, and not determined by "what" that person can do. People who are wrapped in "symbols" of rank, position, position, wealth, will be respected by others. People who do not have these symbols find it difficult to get a place on the award stage.

Conclusions

Bureaucratic reform in Indonesia is carried out by reforming at least three areas, namely organization, management, and human resources. The enactment of legislation in employment is aimed at improving the performance of the bureaucracy and public services. However, the implementation of these regulations has not improved the civil servant management system, especially in the promotion of civil servants. The results of this study have shown that the promotion system does not fully reflect fairness and transparency and this has the potential for corruption, collusion and nepotism in addition to decreasing motivation to provide quality public services. This is because of several things that occur, such as the non-existence of certain standard in measuring performance, outbreaks, the non-expert appraiser, and the feudalism which is enacted in the initial regulation that was closely related with the bureaucracy.

This study has broadened the empirical research on civil service promotion rank by emphasizing on the phenomenon that occurs in Indonesia. It provides implications for the policy makers to consider the way they carry out and determine the promotion rank of civil services. This study can be used as one of the guidelines for evaluating the steps for civil services promotion rank. Since this study is carried out using qualitative approach, future studies can conduct research on this topic using mixed method in order to make sure the generalizability of the results.

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