

Mobility of Civil Servants in Selected Local Governments in Indonesia: Barriers and Strategies

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Abstract

Public services sustainability is dependent on the availability, accessibility, acceptability, and quality of the civil servants. A flexible employment framework is needed to address inequality among regions in Indonesia. This framework contributes to public sector agility by enabling the redeployment of resources after they have been committed and the movement of staff to areas of strategic priority.

This study aims to provide an overview of the problems in the distribution of civil servants and to propose some strategies to foster mobility of civil servants in selected local governments in Indonesia. Mixed methods of qualitative nature, desk study, and field research for data collection were used. This study finds that there is uneven distribution of civil servants, inadequate human resources planning, and competence inadequacy. This study also describes some barriers to mobility and strategies proposed to foster mobility of civil servants and divided into two main approaches, namely, centralized and decentralized strategies.

Keywords— *uneven distribution, mobility of civil servants, strategy*

Introduction

Indonesia is an archipelagic country consisting of about 17,000 islands. With geographical diversity and uneven resources, addressing inequality has become a national priority issue (Ministry of National Development Planning/National Development Planning Agency, 2014). One hundred twenty-two regencies/cities, categorized as disadvantaged areas, are indicating regional disparities in Indonesia. Of the total disadvantaged regencies/cities, 28 regencies/cities are located in the western region, 47 in the central region, and the remaining 47 in the eastern region (The Government of The Republic of Indonesia, 2015). According to the data, of a total of 67 regencies/cities in the eastern region, 70 per cent are disadvantaged.

Furthermore, based on the evaluation results of the Local Government Performance Report, medium performance still dominates local government performance in the eastern region. Of 18 local governments with medium performance, 15 of them or 83.3 per cent are in the eastern region (Ministry of Home Affairs Republic of Indonesia, 2018).

Concerning the United Nations Development Program (UNDP) Report on Human Development Indices and Indicators, Indonesia's HDI value for 2017 is 0.694 or in the medium human development category – positioning it at 116th of 189 countries and territories. Between 1990 and 2017, Indonesia's HDI value increased from 0.528 to 0.694, an increase of 31.4 per cent (United Nations Development Program, 2018).

However, based on HDI values per province, there is human development disparity in Indonesia, especially in the eastern region. HDI values in the eastern region range from 59.19 (low) to 68.19 (medium); in the central region the range is from 63.75 (medium) to 75.12 (high); and in the western region the range is from 66.26 (medium) to 80.06 (high) (Statistics Indonesia, 2018). Human development growth in the eastern region is the highest nationally, but still not enough to encourage efforts to achieve human development at the lowest levels.

Human resources are strategic and fundamental assets for national development. Building a professional civil service is strategically essential to achieve a professional administration (OECD, 2018). However, there is uneven distribution of civil servants in Indonesia. For instance, in the public health service, D.K.I. Jakarta and D.I. Yogyakarta provinces have abundance of specialist doctors, while East Nusa Tenggara, West Sulawesi, Maluku, and North Maluku lack specialist doctors (Ministry of Health Republic of Indonesia, 2018). Likewise, in the educational service, teachers are concentrated in big cities, while in remote areas there is shortage of teachers (Ministry of Education and Culture Republic of Indonesia, 2018).

Based on the above problem formulation, the purposes of this study are to provide an overview of the problems in the distribution of civil servants in Indonesia, identify barriers to mobility, and propose strategies to encourage the mobility of civil servants by enabling the redeployment of resources after they have been committed and the movement of staff to areas of strategic priority areas had begun.

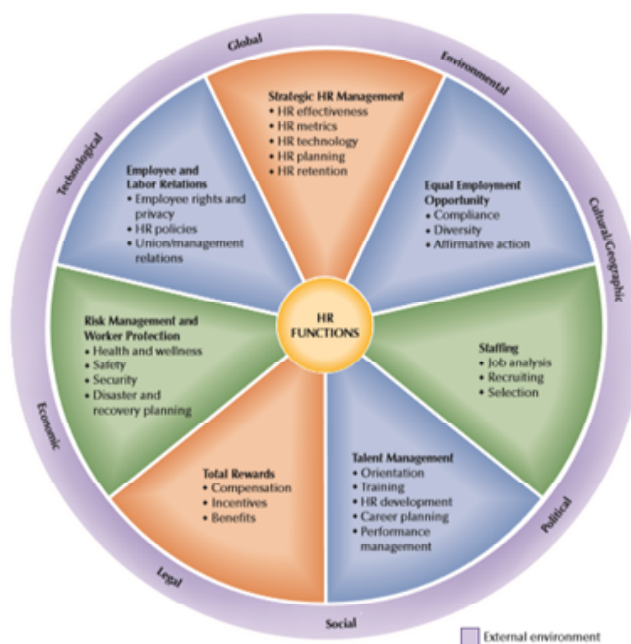
Some research on the distribution of civil servants in Indonesia had been carried out by the State Personnel Board, the Ministry of State Apparatus Empowerment and Bureaucratic Reform, and the Ministry of National Development Planning/National Development Planning Agency. The studies focused on mapping the distribution of civil servants, numbers, and qualifications. However, the studies have not analyzed the relation between the number of employees and the quality of public services. This is what renders this study relevant.

Theories and Concepts

Human Resources Management

Human resources management practice ensures the effectiveness and efficiency of human talent used to accomplish organizational goals. It has seven interlinked functions taking place within organizations, as depicted in figure 1. Additionally, the design, management, and change in human resources function are also affected by external forces (Mathis, 2011).

Figure 1
Human Resources Management Function



Note: Data from Mathis, 2011

The public sector's adoption of human resources management practices has shifted the culture to a performance-based system and allows a more flexible approach to staffing and recruitment, training and development, personnel budgets, and performance management (El-Ghalayini, 2017; Common, 2011). It allows government entities to have the right people available at the right time to fill the right positions in the organization. It also ties the organization to workforce planning and encourages succession planning as a mechanism to advance people to their highest potential. Therefore, an organization's strategic and tactical plan is the first step in implementing a human resource management system (Kochanowski, 2011).

The staffing function plays a vital role in facilitating an organization's success. Staffing is the key or core component that forms the backbone of an integrated, strategic human resources management system by ensuring that there is an optimal fit between employees and the organization's strategic needs. If an organization's staffing is deficient, the effectiveness of its human resources programs and policies will be impaired (Mello, 2011).

The endeavor to implement equal employment opportunities in the public service workforce is carried out through a merit system. It is a policy and management system based on qualification, competence, and performance without regard of political background, race, skin color, religion, origin, gender, marital status, age, or disability condition. It consists of preparation and determination of needs, procurement, job grading and positioning, career development, career patterns, promotions, rotation, performance appraisal, payroll and benefits, awards, discipline, dismissal, pension and retirement benefits, and protection (The Government of The Republic of Indonesia, 2017).

In the national framework context, there are five points for the development of the civil servants that form national talent management. These include: management and development of the human capital, public sector human capital development plan, critical occupation list, structuring the regulatory function, and the coordination framework (State Personnel Board, 2019).

Furthermore, “total rewards” encompasses not only compensation and benefits but personal and professional growth opportunities and a motivating work environment. The reward fairness may be relative to a benchmark or a point of comparison, for instance: employee skills, capabilities, and performance. An employee may perceive whether their reward package is fair in terms of the effort the employee invests, the quality and impact of the employee’s performance, the education, experience, and training the employee possesses, and the content and complexity of their current role.

Management of Civil Servants in Local Governments

The management of civil servants in local governments is part of the management of civil servants at the national level. As a consequence of the decentralization policy, the implementation of the management of the civil servants in the local government combines both unified and separate systems. Thus, some management functions become the central government’s authority, while local governments also manage some of them (Personnel Education and Training Agency of Sleman Regency, 2019). The management authorities of civil servants at the local government level may be described below as follows.

Formation. The recruitment and selection of civil servants are based on the formation of civil servants. Local governments are given the authority to propose the formation in their regions coordinated by the Governor. The Minister of State Apparatus Empowerment and Bureaucratic Reform assigns the formation of national civil servants after listening to the consideration of the Minister of Finance and the consideration of the Head of State Personnel Board (Setyowati, 2016; The Government of The Republic of Indonesia, 2017).

Procurement. The procurement of civil servants is carried out nationally to ensure the quality of civil servants and the objectivity of the selection process. Regarding this issue, the Minister of State Apparatus Empowerment and Bureaucratic Reform forms a national selection committee for the procurement of civil servants. Besides, there is also a

selection committee at the agency level (The Government of The Republic of Indonesia, 2017).

Designing the selection system and mechanism, carrying out the threshold competency assessment, and supervising the selection processes carried out by the agency committee are parts of the national committee's tasks. On the other hand, the agency committee's tasks are: to prepare a selection schedule, conduct administration selection, carry out threshold competency assessment with the national committee, carry out specific competency assessment, and propose results of specific competency assessment to the national committee. In this regard, the national selection committee will integrate the threshold and specific competency assessment results and determine the selection threshold (The Government of The Republic of Indonesia, 2017).

Appointment. The staff development officer at the province/regency/city government appoints the applicants who had passed the procurement process as civil servant candidates. This appointment is carried out after the selected applicants obtain an employee identification number from the Head of State Personnel Board. Furthermore, the staff development officer at the province/regency/city government appoints a civil servant candidate to become a civil servant after the candidate has passed a probation period through the education and training process and stated as both physically and mentally healthy, (The Government of The Republic of Indonesia, 2017).

Promotion Determination. The regency/city government's staff development officer has the authority to determine the promotion of civil servants in regency/city to become First Class Junior Clerk (I/b) up to First Class Superintendent (III/d) position, exclude for posthumous promotion, and promotion of devotion. The authority for promotion to become Administrator (IV/a) up to First Class Administrator (IV/b) is determined by the governor, while for the Junior Administrator (IV/c) and the higher level is carried out by presidential decree with technical consideration from the State Personnel Board (Personnel Education and Training Agency of Sleman Regency, 2019).

Rotation. The authorities to determine the rotation of civil servants are as follows: (a) the regent/major determines civil servants' rotation within one regency/city; (b) the governor determines the rotation of civil servants among regencies/cities within one province; (c) the Minister of Home Affairs determines the rotation among provinces; (d) the Head of State Personnel Board determines civil servants' rotation from province/regency/city government to the central government and the rotation among central government institutions (The Government of The Republic of Indonesia, 2017).

Appointment of Civil Servants for Structural Positions. The President has the authority to determine the appointment of middle-high leadership positions in a province and the consideration of staff development officers in the province (governor). Meanwhile, the appointment of the junior-high leadership position is authorized by the staff development officer in the province/regency/city government (The Government of The Republic of Indonesia, 2017).

Temporary Dismissal. Civil servants are temporarily dismissed if appointed as a state official, appointed as a commissioner or member on the non-structural institution, or arrested for being a criminal offense. The president conducts the determination of temporary dismissal of a civil servant for the senior-high leadership position, middle-high leadership position, and senior specialist position. Meanwhile, the determination of temporary dismissal of the junior-high leadership position, supervisory position, and other positions is conducted by the staff development officer of the ministry or local government. Furthermore, those who have completed their official terms or stated that they are not guilty of criminal offenses could be rehired as a civil servant (The Government of The Republic of Indonesia, 2017).

Dismissal of Civil Servants. The president determines the dismissal of the senior-high leadership positions, middle-high leadership positions, and senior specialist positions in both central and local governments. Meanwhile, the dismissal of junior-high leadership positions, supervisory positions, and other positions excluding the senior level positions are conducted by the staff development officers in the local governments (governor/regent/major) (The Government of The Republic of Indonesia, 2017).

Mobility of Civil Servants. Mobility of civil servants is related to employee placement. The placement should be seen primarily as a matching process that could affect the number and quality of the employee's work. Furthermore, it should focus not only on the employee's knowledge, skills, and abilities but also on the employee's ability to match experiences on the job and in the organization (Mathis, 2011). There are several indicators of the importance of mobility of civil servants.

First is the imbalanced proportion of central and regional civil servants. From 4,455,303 civil servants, as many as 939,995 or 21 per cent, work in central agencies and representative offices, while 3,586,715 or 79 per cent work in local governments. This composition is erroneous, considering that the number of civil servants working in central agencies is quite large, reaching 21 per cent. The proportion of civil servants in the central agency should be around 10 per cent, considering its function as a policy controller, while the main task of public service is in the local government institutions (Center for Administrative Reform Studies, 2018).

Second is the low ratio of civil servants to the population. The proportion of civil servants to the population is 1.7 per cent. It is lower than the other countries in Southeast Asia. For instance, the proportion of civil servants in Singapore is 2.5 per cent, while in Malaysia it is around 3.7 per cent (Center for Administrative Reform Studies, 2018).

Third is the uneven distribution of civil servants among regions. In 2016, the average ratio of civil servants in the local government to the population was 1:47, which means that each civil servant served 47 citizens. However, there were different ratios among regions in Indonesia. For instance, in Banten, one civil servant served 159 citizens, in DKI Jakarta, one civil servant per 142 citizens, while in Riau, it is one civil servant per 23 citizens. This imbalanced ratio indicates insufficient planning of the number of civil servants needed which could lead to the low quality of public services (Center for Administrative Reform Studies, 2018).

An inadequate number of civil servants among regency/city governments can also be found. Employee shortages, especially for services and administration functions, were discovered in a study conducted in eight regencies/cities: Bekasi and Bogor (Jawa Barat Province), Tangerang Selatan and Serang (Banten Province), Yogyakarta and Bantul (D.I. Yogyakarta Province), Surakarta and Sragen (Jawa Tengah Province) (Mujiati & Yuniar, 2016).

Fourth, a large amount of employee expenditure is not followed by an increase in the Government Effectiveness Index. Although the number of employees shows a declining trend, personnel expenditure tends to increase. Of all state expenditures, it is the most significant. This condition could hamper infrastructure budgeting and regional development (Center for Administrative Reform Studies, 2018). Besides, high personnel expenditure was not followed by an increase in public services to the community, as discovered, for instance, in regencies/cities in West Kalimantan Province (Deswantoro, Ismail, & Hendarmin, 2017).

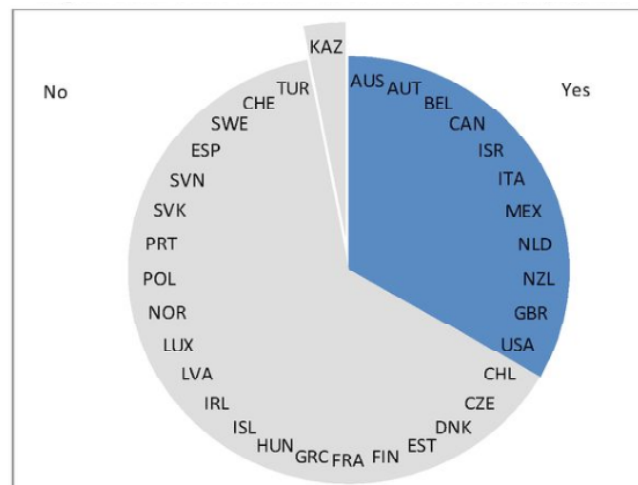
Fifth, employee redeployment is an opportunity for career development in a public institution. As career development, redeployment aims to improve the effectiveness and performance of public services to provide the best contribution. Redeployment would increase the civil servants' opportunity to obtain the desired positions (Center for Administrative Reform Studies, 2018).

There are tendencies for countries to foster mobility in the civil service. For instance, in 2016, 11 OECD countries had specific programs to encourage mobility in the civil service, and 27 OECD countries reported plans to increase internal mobility within their public administration. As many as 14 countries of 27 countries planned to increase mobility, planned to use incentives, and promote the benefit of mobility (OECD, 2018).

In Canada, for instance, there is a mechanism to facilitate mobility and temporary skills exchange between the Government of Canada's core public administration and all other sectors of the economy, namely Interchange Canada. Assignments can be undertaken for knowledge-transfer, the acquisition of specialized expertise, and professional development. Interchange Canada has been used to facilitate movement between the federal government and provincial, territorial, or municipal governments, private businesses, not-for-profit organizations, academia, and aboriginal organizations both within Canada and internationally. Interchange assignments can benefit participants by developing a variety of competencies and exposing them to new experiences and perspectives. Interchange Canada can also serve as an excellent means of temporarily accessing in-demand skills otherwise unavailable in the home organization and for building and transferring knowledge to enhance internal capacity both within government and in other sectors (OECD, 2018).

The organization needs to look at more than just the quantity and quality of the resources and ensuring agility in the organization to provide sustainable development. Organizations need to evolve through their deployment and acquisition of resources and continuously renew and reconfigure themselves. These capabilities are employed to reconfigure the organizations' resources or to recombine old resources in new ways (Simon and Hitt, 2003 as cited in Helfat, et al., 2007).

Figure 2
Is there any plan to increase/decrease mobility within the civil service?



Note: Data from OECD (2018), “Benchmarking Civil Service Reform in Kazakhstan, OECD Public Governance Reviews”. It is based on responses of 35 OECD countries and Kazakhstan to survey Q100, of a “Survey on Strategic Human Resources Management in Central/Federal Governments of OECD Countries”, OECD (2016), Paris.

Research Methods

The State Personnel Board states that the distribution of civil servants is the placement of employees according to real needs in terms of quantity, quality, composition, and qualifications to achieve the vision, mission, and objectives of government organizations (Center for Administrative Reform Studies, 2018). Therefore, this study defines mobility as an effort to reallocate employees based on specific needs so that there is a proportional availability of organizational human resources.

This study, conducted in 2018, used mixed methods that are qualitative in nature. Several aggregate data used in this study include the number of civil servants in Indonesia (State Personnel Board data per December 19, 2017), regional budgeting (Ministry of Finance data per 2017), population data (Statistics of Indonesia), and the number of villages/sub-districts in Indonesia (data from Ministry of Home Affairs). The data used to determine the criteria for distribution mapping of civil servants in Indonesia and the study locus.

Based on the secondary data, the criteria were as follows: (a) personnel expenditure budgeting ratio, (b) the ratio of the number of civil servants to population, (c) the ratio of the number of civil servants to the total area, and (d) the ratio of the number of civil servants to the number of villages/sub-districts. The 18 local governments, as study locus, were determined by using these criteria and by considering the availability of the resources.

Table 1. Locus of the Study

<i>Region</i>	<i>Employee Surplus</i>	<i>Employee Shortage</i>
Eastern Region	• Nabire Regency • Ambon City	• Keerom Regency
Central Region	• Kendari City • Samarinda City • Gorontalo City • Bima City • Bangli Regency • Tabanan Regency	• Mamuju Tengah Regency • Sumba Barat Daya Regency • Balikpapan City • Sintang City
Western Region	• Sibolga City • Pasuruan Regency	• Tapanuli Selatan Regency • Gresik Regency • Lahat Regency

Primary data collection used several methods.

1. Focused group discussion (FGD) with experts and practitioners in personnel policy at the national level consisting of the State Personnel Board, Ministry of State Apparatus Empowerment and Bureaucratic Reform, Ministry of Home Affairs, Ministry of Health, Ministry of Education and Culture, and Ministry of Finance.
2. FGD with specialist positions and supervisory institutions.
3. Field research by conducting FGD at the locus (involving the Regional Development Planning Agency, Regional Secretariat, Regional Personnel Education and Training Agency, Health Office, and Education Office) and questionnaire surveys of 823 respondents that consisted of civil servants who served as health workers, teachers, and general positions staff.

The considerations to determine the survey respondents were as follows: *First*, this study considers that the fulfillment of employees to provide basic services such as health and education is essential. *Second*, the health workers, teachers, and general staff were mostly positions of civil servants. In this regard, as many as 53 per cent of civil servants were the general administrative staff at the central government institutions, while in the local government, 50 per cent of civil servants were teachers and health workers. The health worker and teacher positions were the majority specialist positions, especially in local government.

Research Findings

Distribution of Civil Servants in Indonesia

Based on Government Regulation Number 11 of 2017 on Civil Servants Management, the result of job analysis and workload analysis were used as determinant of the adequacy of civil servants in each government institution. However, this study found that the results of job analysis and workload analysis, which should be a reference for determining the adequacy of the number of employees, could not be used as a measurement tool because of their vague validity (Center for Administrative Reform Studies, 2018).

Thus, the four criteria used in the methodology were also used as a general measurement to determine the understaffed or overstaffed conditions in government institutions by using each criterion value. In this regard, the value below Q1 (Quartile I) was categorized as having an employee shortage, while higher than Q3 (Quartile III) was categorized as having an employee surplus.

Table 2. The Statistical Description of the Criteria for Distribution Mapping of Civil Servants in Local Governments

<i>Criteria</i>	<i>Average</i>	<i>Min</i>	<i>Max</i>	<i>STD</i>	<i>Q1</i>	<i>Q2</i>	<i>Q3</i>
Budgeting	50%	17%	91%	0.97	42%	49%	56%
Population	2%	0.40%	12%	0.06	1.1%	1.6%	2.3%
Area	128.65	0.58	5,331.51	3,041.52	10.16	24.90	81.84
Village/Sub-district	50.74	3.18	487.83	267.15	24.14	34.23	57.11

Note: Calculated from secondary data, 2018

Based on this method, there were four regencies/cities identified as having severe shortage (score 4), 35 regencies/cities with a moderate shortage (score 3), and 71 regencies/cities with a mild shortage (score 2). On the other hand, five regencies/cities were identified as having employee abundance (score 4), 50 regencies/cities with a moderate employee surplus (score 3), and 84 regencies/cities with a mild employee surplus (score 2).

Furthermore, various forms of disparities were identified in the locus research. First is the shortage of civil servants. The shortage was caused by several conditions, as follows: (a) The moratorium policy of the recruitment of new civil servants (for instance, in Mamuju Tengah, Balikpapan, Pasuruan, and Samarinda); (b) The restructuring policy of the regional apparatus, as mandated by Government Regulation Number 18 of 2016 on Regional Apparatus that was implemented without considering that the workforce has caused many empty job positions and disparity in employee distribution among regional work units (for instance, in Balikpapan City, Pasuruan City, and Bangli Regency); (c) The number of recruits lower than the number of retired employees, as found in Sintang Regency, Sumba Barat Daya Regency, Mamuju Tengah Regency, and Samarinda City; (d) An enormous number of civil servants transferred outside the local government, as found in Tapanuli Selatan Regency.

Civil servants shortage did not only occur in specialist positions but also in general positions. In the health sector, lack of staff of general positions caused administrative tasks to become additional tasks for health workers – for instance, the health service financial statements prepared by a doctor, a nurse having an additional task on patient admission, and a midwife having another duty as a treasury staff. The health workers' workload also increased due to additional work to conduct administrative functions (Mujiati & Yuniar, 2016). This problem led to health workers' tasks-and-functions mismatch. They could not stay focused on their core tasks to provide health service, and administrative tasks also could not be finished properly because the health workers do not have appropriate competencies in these areas.

Although civil servants in the general positions were also needed to support public services, it was challenging to overcome the general positions shortage with the recruitment scheme of civil servants. It is because of the policy that prioritizes the recruitment of specialist positions.

Second, in contrast, at some regencies/cities, there were general positions (staff) surpluses due to a vast number of rotations happening in the regencies/cities as for instance, in Kendari City. Since 2017, there had been 500 civil servants who moved to Kendari City. These movements also caused gaps between available employees' competencies and competencies needed. Most of the employees rotated to Kendari City were having general administrative competencies, while the competencies needed were specialist competencies.

Third, inadequate competence occurred in terms of educational background and skills, as found in Samarinda City, Tapanuli Selatan Regency, Mamuju Tengah Regency, and Balikpapan City. In Samarinda City, competence inadequacy caused inefficiency and ineffectiveness of the bureaucracy. High political intervention in the management of civil servants at the local government also contributed to job placement mismatch and hampered redeployment of employees to locations with emerging needs (FGD at Kendari City, Pasuruan City, Nabire Regency, and Balikpapan City, 2018).

Barriers to Mobility of Civil Servants

Mobility of Civil servants is also related to workforce planning. Based on Government Regulation Number 11 of 2017 on The Management of Civil Servants, each government institution was required to plan the number and type of positions of civil servant needs based on job analysis and workload analysis. The number and type of positions required are made for five years and detailed per year based on priority needs. Also, the preparation of these needs must support the achievement of objectives and based on the strategic plans of government institutions. The details of civil servants needed each year are conducted based on the job analysis and workload analysis results, position mapping in each organizational unit that illustrates the availability and number of needed civil servants for each level of position, and consideration of the geographical conditions of the region, population, and the ratio of employee budget allocation.

Several regulations rule job analysis in government institutions, as follows: (a) the Regulation of the Minister of Home Affairs Number 35 of 2012 on Job Analysis within the Ministry of Home Affairs and Regional Government; (b) the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 33 of 2011 on Guidelines for Job Analysis; (c) the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 34 of 2011 on Guidelines for Job Evaluation; and (d) the Regulation of the Head of State Personnel Board Number 12 of 2011 on Guidelines for Job Analysis.

However, the field study found that the implementation of these regulations was not optimal. The job analysis and workload analysis as a determinant of civil servants needed were too rigid and less adaptive to organizational changes. It also found that the result of job analysis and workload analysis did not reflect the employees' real needs. Thus, human resources planning had been inadequate in some local governments. This problem occurs due to insufficient knowledge and skills to undertake job analysis and workload analysis, lack of knowledge about specialist functional positions, and political intervention.

Furthermore, the job analysis and workload analysis were often conducted only for administrative needs so that the management of civil servants was done reactively to conditions that occur in the organizational environment and not based on job analysis and workload analysis results. Moreover, job analysis and workload analysis could be conducted for positions and working units that had lasted for a year, but the change in organizational structure and structural position hampered these processes (Center for Administrative Reform Studies, 2018).

Besides, some public sectors also have their methods for calculating the number of employees needed. In the educational sector, the need for teachers are calculated by using the ratio of teachers to students, while the need for health workers are determined using standard provisions based on the Ministry of Health Regulation Number 33 of 2015 on Guidelines for Human Resources on Health Planning, consisting of an institutionally based-method (using workload analysis and minimum employment standards) and region-based method (using population ratio). There was also friction within working units in local governments to determine the number of civil servants needed because of the existence of many different methods.

Human resources planning and mapping mismatch with local governments' strategic goals were also found. For instance, inaccuracy of human resources planning and mapping were found in Samarinda City, Gresik Regency, and Bangli Regency. Samarinda City had potential in the mining sector but did not have any job position related to mining. The mismatch also occurred between the mapping and employee hiring.

On the other hand, complexity in the specialist positions management system hampered adequate distribution within job positions. Most of the study areas stated that shortage of specialist positions occurred due to the lack of information on these positions, and difficulties in fulfilling specified requirements. It caused low interest of civil servants towards these positions. There were 154 types of specialist positions managed by 46 central agencies (State Personnel Board, 2017). However, most of the specialist positions in local

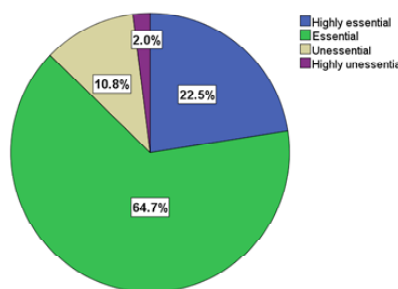
governments were teachers (43 per cent) and health workers (7 per cent), while the other specialist positions consisted of only 5 per cent civil servants in the local governments (State Personnel Board, 2017).

Budget constraint for specialist training financing due to the high training cost was also an issue, and there was no certainty that, after completing education and training, the employee would occupy that specialist position. Furthermore, low interest in specialist positions was also caused by the smaller incentive amount compared to that of structural/management positions.

The adequacy of human resources is vital for achieving organizational success (Mathis, 2011). Based on statistical analysis done in this study, the number of employees has a significant relationship/correlation with the local government performance index in 542 districts/cities in Indonesia ($r = 0.274$; sig. 0.000). Furthermore, the Ministry of State Apparatus Empowerment and Bureaucratic Reform assessment of 681 service units at the provincial and district/city levels showed that only three institutions achieved an A or excellent service and four institutions at the provincial level with an A-, whereas, at the district/city level, there were only 13 units that received an A grade and 82 units that received an A- grade. It showed that public services still needed to be improved in all institutional levels.

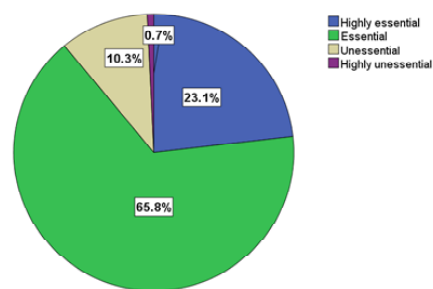
Mobility is part of the management of civil servants as mandated by regulations. This mobility policy, generally known as rotation, functions as employee and organizational development policy (The Government of The Republic of Indonesia, 2017). Based on the questionnaire survey result, most respondents have known the urgency of this rotation policy. Most of these respondents stated that mobility is highly essential (22.5 per cent) and essential (64.7 per cent) for organizational development, and so does rotation for employee development that is highly essential (23.1 per cent) and essential (65.8 per cent) as depicted in figures 3 and 4.

Figure 3
Mobility for Organizational Development



Note: Calculated from primary data, 2018

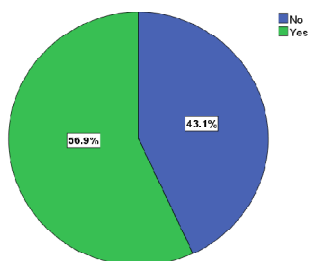
Figure 4
Mobility for Employee Development



Note: Calculated from primary data, 2018

However, even though most of the respondents had known the urgency of mobility, they were not ready to rotate. Most of the respondents stated they will be ready to rotate only if the redeployment is carried out within the working units (56.9 per cent).

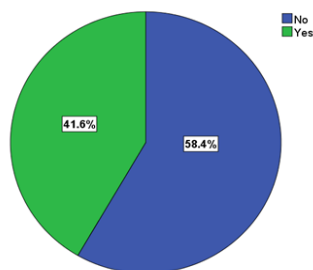
Figure 5
Readiness for mobility within the working units



Note: Calculated from primary data, 2018

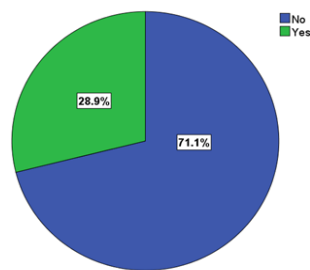
Unpreparedness for rotation occurred in mobility inter-working units within the same regencies/cities (58.4 per cent), inter-regencies/cities mobility (71.1 per cent), mobility from local government to the central government (64.6 per cent), and mobility to the outer, disadvantaged, and remote areas (71.2 per cent) as depicted below.

Figure 6
Readiness for mobility inter-working units
within regencies/cities



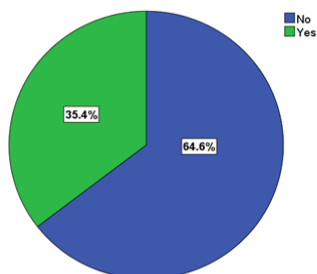
Note: Calculated from primary data, 2018

Figure 7
Readiness for mobility inter-regencies/cities



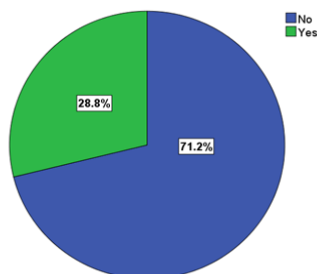
Note: Calculated from primary data, 2018

Figure 8
Readiness for mobility from local government
to the central government



Note: Calculated from primary data, 2018

Figure 9
Readiness for mobility to outer, disadvantage,
and remote areas



Note: Calculated from primary data, 2018

The unpreparedness for redeployment caused difficulties for the mobility of civil servants. Based on the questionnaire data, the family was the primary consideration for respondents who were not ready to be transferred, as stated by 95 per cent of respondents. Most of the respondents have domiciled at the current workplace location; being transferred meant that they must leave or bring their families to the new location. Other considerations were the transportation facilities (46.8 per cent), costs of living (43.6 per cent), geographical conditions (42 per cent), and availability of social facilities and public facilities (40.3 per cent).

The responses above showed that the employee resistance to the rotation policy was still high, especially in the outer, disadvantaged, and remote areas. Many employees were happier with the “comfort zone” in their current location. Meeting the needed number of civil servants in remote areas is challenging. Location, distance, and inadequate housing and transportation facilities hamper teachers’ and health workers’ redeployment in these areas (as found, for instance, in Kendari City, Nabire Regency, and Keerom Regency). Furthermore, inadequate public service facilities in remote areas caused many existing civil servants to request to move to cities with better public facilities.

There was also a common assumption that rotation to disadvantaged or remote areas was a punishment. It demotivated employees when being transferred to these areas as, for instance, the Mobile Teacher Program in the Sintang Regency in 2012 created to encourage the equitable distribution of teachers in the Sintang Regency. Instead, this contrary assumption demotivated the teachers involved in this program as they felt abandoned. This demotivation caused the decreasing quality of education so that the program was finally stopped.

Moreover, insufficient compensation also caused employee reluctance to be rotated, as happened in Kendari City, Nabire Regency, and Keerom Regency. The compensation amount, such as additional allowance, was still relatively low, besides, there were no housing or transportation facilities provided in the remote area. In this regard, the local government faced budget constraints to provide additional compensations. In some cases, even though the rotation was for promotion, employee reluctance surfaced due to the far distance from the previous domicile, inadequacy of compensation, and inadequacy of facilities as described above. Based on the above discussion, rotation or distribution of civil servants policy could not be carried out voluntarily, but rather, had to be a mandatory assignment.

Proposed Strategies to Foster Mobility of Civil Servants

Since regional autonomy was implemented, some central government authorities shared with the local government the management of civil servants. Therefore, there were two main strategies proposed to foster civil servant mobility: centralized and decentralized strategies.

Centralized Strategy

The centralized strategy emphasizes the authority and interventions that could be carried out by the central government to address the employee distribution and adequacy issues,

especially in local governments categorized as having a severe employee shortage. This strategy requires direct intervention from the central government because of the local government's inability to overcome its employee distribution and adequacy issues.

The implementation of a centralized strategy could be carried out through the following methods:

First is strengthening the workforce planning of the civil servants. The workforce is one of the organization's most significant assets and investments. Thus, it is essential to strengthen workforce planning of the civil servants at the national level. National workforce planning – i.e., availability of civil servants, projected needs, competencies, and development plans, must be coherent with national development strategic plans. National human resource planning can be the basis for the central government in assisting the allocation, reallocation, combination, and recombination of human resources in central and local governments, especially in disadvantaged and outermost regions with a severe employee shortage.

Second is planned mobility. National planned mobility can be used to facilitate movement between the central, provincial, or regency/city governments. Planned mobility aims to distribute employees, both in quantity and quality, evenly. It can also support the fulfillment of employee needs, as identified in national workforce planning. Thus, it could enhance the effectiveness and performance of public services. In this regard, the planned mobility implementation can be integrated with national talent management, career management, and performance management of civil servants.

This strategy aims to meet the human resources needed to provide basic public services (e.g., educational and health services). In this strategy, the needs for teachers, human resources on health, general positions, and specialist positions are determined by the central government (e.g., the State Apparatus Empowerment and Bureaucratic Reform Ministry), and sector ministries (e.g., the Ministry of Health and the Ministry of Education and Culture). In the sector scheme, the redistribution of the civil servants is conducted by the central government institutions, for instance, redistribution of doctors and nurses to remote areas by the Ministry of Health and redistribution of teachers by the Ministry of Education and Culture.

Third is strengthening the regulation. Strengthening and harmonizing regulations is needed to support the implementation of the strategy of mobility of civil servants. There are several regulations issued by different ministries and central government institutions that regulate the job analysis and workload analysis in government institutions, as depicted in the barriers section. This condition could confuse the job analysis and workload analysis implementation in local governments because they must adjust the format following the affairs of their respective ministries. Furthermore, the regulation of restructuring the working units should include human resource considerations to prevent uneven human resource quantity and quality distribution within the local government.

Fourth is compensation as incentives for mobility. Encouraging agility in the workforce requires developing the right incentives through individual performance

management systems and compensations. The first step is to establish clear government-wide and organizational objectives and link individual employee performance goals to these objectives. Incentives also need to be built into workforce planning to ensure that behavior supporting agility is encouraged. The right incentives scheme is also needed to encourage mobility to outer, disadvantaged, and remote areas.

Fifth is the need to conduct specialist management evaluation and optimization of specialist positions. In the selection process, it is necessary to simplify the standard, phase, administrative process, and integrate these with the placement. The management system should also have a performance appraisal, competency development, and career development system that coheres with the specialist position development system. Career patterns also need to be designed to enable the mobility of specialist positions among ministries or local government agencies

Decentralized Strategy

The decentralized strategy refers to the local government autonomy policy and the central government's shared authority with regional governments in managing the civil servants. The principle of this strategy is for local governments to autonomously manage their home affairs, including the distribution problems of the civil servants. The smallest and lowest competent authorities should prepare their public policies (Ođuz, 2013). The assumption is that the local governments know the resources they need and which potential can be used to overcome the problem. In this regard, the strategy implementation could differ in each local government but still concerned with the general policies that have regulated nationally.

There are several forms of mechanisms of distribution of civil servants in local governments. In Samarinda City, mobility is considered an alternative solution to overcome the shortage of civil servants. Civil servants are redistributed from a mild shortage area to severe shortage areas to make the public service more equitable and sustainable. This mobility was regulated by Samarinda Mayor Regulation Number 18 of 2014 on Civil Servants Incoming and Outgoing Rotation Mechanism in Samarinda City.

Moreover, teachers or other specialist staff rotated to the general position by own request are not given additional income allowance for three years since the validation of a new job position is regulated by Samarinda Mayor Regulation Number 12 of 2016 on Additional Income Allowance to Civil Servants (The Government of Samarinda City, 2016). This regulation prevents competency and job position mismatch and encourages civil servant professionalism by directing them to become specialists.

The other strategy is job enlargement. The shortage is overcome by expanding the number of performed tasks, as for instance, a doctor that works in two different health centers as found in Samarinda City, Lahat Regency, and Nabire Regency. Another strategy, as implemented in Sibolga Regency, merged two nearby schools to reduce the need for teachers to provide sustainable educational services.

In addition to the strategies mentioned above, local governments must also continuously encourage development of employee competencies. Competency

development aims to overcome the gap in terms of quality. The local governments need to optimize its competency development activities to overcome competency and performance gaps that cause ineffective and inefficient public services.

Furthermore, several matters considered in this study to support the implementation and minimize employee resistance to mobility are as follows:

The first, relates to the geographical diversity and uneven resources among Indonesia's regions. Fair and adequate incentives scheme for civil servants with specialist positions placed in the outer, disadvantaged, and remote areas is necessary, especially for recruitment from outside the region. It is considering the scarcity of skills in some outer, disadvantaged, and remote areas, which could only be filled by employees from outside the area. The incentives scheme must meet the mobility needs of employees living in those areas, including the risk of traveling and family allowance. Sufficient compensation is also needed to support the employee's life necessities in these areas and could induce the civil servants transfer to challenging areas without a "forced" redeployment.

Second is the right to a decent living. The availability of adequate housing (official houses) in outer, disadvantaged, and remote areas is required. If the local government is unable to provide adequate housing due to budget constraints, the central government needs to support it, especially in the outer, disadvantaged, and remote areas with severe employee shortage.

Thirdly, Indonesia consists of various ethnicities, local language, and cultures. Thus, it is necessary to consider the civil servants' adaptability to the local community's culture. It is to ease the adaptation process and avoid failure in employee placement.

Fourthly, this study suggests mobility in teams (not individuals), especially for redeployment in challenging areas with poor social and economic conditions, language barriers (low community mastery of Bahasa Indonesia), prevalent food scarcity, inadequate public facilities, and other conditions. In this regard, the Ministry of Health's practice in distributing health workers in teams to the outer, disadvantaged, and remote areas has proven to be more productive.

Conclusion

Inadequate quantity and quality of civil servants are among the most significant constraints to achieving national development goals. This research identified some critical issues: human resources uneven distribution, barriers to mobility, and proposed strategies to foster mobility in Indonesia for sustaining public service. To fostering mobility, organizations are encouraged to initiate the planned, temporary movement of targeted employees to build capacity and develop a more experienced and engaged workforce. Employee mobility initiatives include the movement of staff – within the institution or to another institution. Placement can occur in the same geographic locality or a different locality.

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