Human Resource Management Model in Bureaucracy in Indonesia

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Abstract

This research examines the development of a public sector human resource management (HRM) model that is relevant to the good governance paradigm and new management approaches. Using the documentation study method, this research identifies various HRM models, namely the Michigan Model and the Harvard Model, and links them to organizational strategy, organizational culture, recruitment, selection and HR management. The research results show that the ideal HRM model in the public sector bureaucracy in Indonesia must be able to integrate elements such as commitment, quality, HR flexibility, organizational effectiveness, and individual and community welfare. The conclusion of this research is that the development of a public sector HRM model that is comprehensive and adaptive to changes in the environment and organizational needs is very necessary to support an effective and innovative bureaucracy.

Keywords: Bureaucracy, Human Resource Management Model, Good Governance.

INTRODUCTION

Human Resource Management (HRM) plays a crucial role in helping organizations achieve the goals that have been set to create an active bureaucracy. The big responsibility of the bureaucracy in providing services to the community must be supported by professional and high-quality Human Resources (HR) apparatus. In the case of bureaucratic reform, HRM is one of the main elements that needs to be improved, apart from institutional and system aspects, such as the main function of HRM in the bureaucracy is to ensure the effective and efficient use of human resources in the apparatus, starting from planning to the termination of employment relations. As explained in various management literature, the process of achieving organizational goals managerially begins with the planning function (Ivancevich et al, 2004:66-87). Apparatus participation in the planning process has an important role, especially in shaping their attitudes and behavior. Boyne & Gould-Williams (2003) have identified that the attitudes of officials involved in planning greatly influence the performance achievements of public sector organizations, in addition to the influence of various other technical variables. If quality human resources are very important in the planning stage to achieve the targets that have been set, then the subsequent bureaucratic managerial process which includes direction, implementation and evaluation must also be supported by competent officials.

In this case, HRM faces a big challenge to improve the quality of the bureaucratic apparatus. Currently, the quality of officials in providing public services in Indonesia is still a serious issue. The public as service recipients often complain about the quality of the apparatus in carrying out their duties. These complaints cover various aspects, starting from the service process, the time needed to complete matters, the attitude and behavior of officers, to the quality of the services provided. These unresolved problems ultimately make Indonesia seen as a country that is less conducive in terms of public services.

The role of Human Resources Management (HRM) in the public sector is very crucial and has different dynamics compared to the private sector (Boselie et al., 2003). Historically, HRM concepts were initially developed in the context of the private sector. For companies, HRM not only functions as a tool to optimize employee performance, but also as a source of strategic strength that enables companies to achieve competitive advantage, especially in the current era of globalization (Stroh & Caligiuri, 1998). While HRM can function effectively in the private sector, the same is not always true in the public sector. One of the determining

factors for the effectiveness of HRM in the private sector is the organizational culture which is very different from the culture in the public sector. Apart from that, an organizational climate that is less supportive and managerial values that are not in line with the dynamics of change also become obstacles for the bureaucracy in achieving organizational effectiveness, as identified by Wallace et al. (1999) in their research on public sector organizations and the police in Australia.

Therefore, it is important for academics and practitioners to dig deeper into HRM in the context of culture, organizational climate, and unique managerial values in bureaucracies, which are different from the private sector. Based on the view that organizational culture and climate as well as managerial values can be supporting factors in achieving organizational competitive advantage, as stated by Glonaz & Lees (2001), this paper aims to describe the HRM phenomenon in the public sector and provide an introduction to the development of the HRM model relevant to this sector. It is hoped that this model can become a reference in building a strong bureaucracy, so that it is able to provide services that support increasing the competitiveness of the Indonesian nation

RESEARCH METHODS

The documentation study research method is an approach used to collect and analyze data through examining documents relevant to the research topic. Documents that can be used include archives, reports, regulations, official records, books, articles and other written data. This method is very useful for studying certain phenomena or issues by extracting information from existing sources, thereby enabling researchers to understand the historical context, identify patterns, and draw conclusions based on documented data. Documentation studies are often used in qualitative and quantitative research, and are suitable for research in the fields of law, history, public policy and other social sciences, where in-depth analysis of the contents of documents is key to answering research questions (Irianto, 2011).

RESULTS AND DISCUSSION
The Role of Human Resources Management

Human Resource Management (HRM) can be understood from two main perspectives: as a system and as a function. From a systems perspective, HRM is a management system designed to ensure that the potential or talent of each individual in the organization can be utilized effectively and efficiently (Mathis & Jackson, 2008). The main purpose of this utilization is to achieve the targets and objectives set by the organization. Psychology has a major contribution in helping organizations map and actualize individual potential in order to support optimal work implementation. This HRM system is then translated into various functions that form the definition of functional HRM, which includes all activities starting from HR planning to HR dismissal or termination. Among these important functions are job analysis, HR recruitment followed by selection and placement in appropriate positions, as well as other functions such as payroll, performance appraisal, training and development, career management, fostering employee relationships. , and designing quality of working life programs. However, understanding HRM only from a system and function perspective is not enough to get a complete picture. HRM will have a more comprehensive meaning if seen also from a policy perspective. From a policy perspective, HRM, as described by Guest (1987), acts as an organizational policy designed to maximize the integration of all elements of the organization (organizational integration), build employee commitment to the organization (employee commitment), and apply the principle of flexibility in managerial functions and implementation of work to avoid rigidity. Apart from that, HRM policies also focus on achieving quality both in the implementation process and work results (quality of work). Thus, HRM policies are not only related to technical aspects, but also touch on more substantial roles in the organization. HRM is a strategic tool for achieving a balance between operational

efficiency and more holistic human resource development, which ultimately supports organizational sustainability and competitive advantage.

The changing role of Human Resources Management (HRM) has experienced significant convergence since the early 2000s. As described by Lengnick-Hall & Lengnick-Hall (2003: 33-43), this role convergence aims to respond to changes in an increasingly dynamic organizational environment, with increasingly complex challenges and demands. In its new role, HRM is no longer limited to administrative functions, but has developed into a strategic entity that holds several main missions: maintaining and developing HR as the organization's main asset (human capital steward), providing and facilitating the knowledge required by HR (knowledge facilitator).), building and maintaining conducive working relationships between all parties in the organization (relationship builder), as well as developing special skills to solve organizational problems quickly and precisely (rapid deployment specialist). This convergence of roles is expected to be able to face various problems that arise in an era of rapid and drastic change. Therefore, the HRM unit no longer focuses solely on handling technical problems, but also on providing broader services and facilitation for all components in the organization.

By understanding HRM thoroughly both in terms of systems, functions, policies, and reorienting its role in the organization, the need arises to redefine its role and function. As expressed by Keenoy & Anthony (1992), developments in HRM reflect efforts to redefine not only the work carried out (through the application of the principles of flexibility and improving the quality of work), but also the interactions between individuals within the organization (which is reflected in the integration of elements organizational elements and individual commitment to the organization). Culturally, HRM can be seen as a concept that continues to develop, adapted to the context and environment of the organization.

The development of this thinking has encouraged efforts to reconceptualize several functions in HRM. For example, towards the end of the 2000s, Rahman & Eldridge (1998) conducted a study that reformulated the importance of the concept of HR planning in the context of government institutions in Malaysia which were undergoing significant changes.

The meaning and application of HRM can develop according to the environmental conditions in which the organization is located. Each country or organization requires a specific HRM model, reflecting unique environmental and cultural characteristics. This means that approaches and techniques in utilizing human resources will differ from one organization to another, depending on the characteristics of the environment. As explained by González & Tacorante (2004), HRM practices in an organization have a unique model and are different from other organizations. Therefore, best practices in HRM cannot simply be generalized, because each organization has different characteristics. A best practice model that is effective in one organization may need to be adapted to another environmental context to be implemented effectively.

Basic Principles of Human Resource Management

The public and private sectors have the same basic principles in carrying out managerial functions, although their application can differ according to each context. Since the 1990s, with the increasing complexity of organizational environments, both sectors have begun to direct their managerial functions towards shaping individual behavior based on essential common guidelines. Wright & Rudolph (1994) underlined the importance of five main aspects in HR management: (1) Emphasis on people; (2) Participative leadership; (3) Innovative work styles; (4) Strong client orientation; and (5) A mindset that always seeks optimal performance (A mindset that seeks optimum performance).

Naturally, organizations are formed to meet human needs, with HR as a core element that is not only passive, but also proactive, able to face challenges, and develop to ensure the organization's sustainability. Jacob & Washington (2003) confirmed that improving the quality of human resources, based on various studies, has a significant contribution to improving

organizational performance.

The first principle in Human Resource Management (HRM) emphasizes the importance of humans as a central and active element in the organization. The second principle, namely participative leadership, emphasizes the importance of the leader's role as an agent who is also active, not just reacting to situations. Theoretically, the best leadership is one that is able to adapt to various situations, but more than that, superior leadership is one that actively plays a role at all levels of the organization, creating an environment that encourages innovation and creativity (Amabile, 2004).

The third principle, which emphasizes an innovative work style, requires individuals to not only be satisfied with current achievements, but also to continually seek ways to improve themselves. This includes an individual's ability to reflect on their performance (Vaughan, 2003), learn from experience, and use that learning to achieve better results in the future.

In the context of increasingly fierce competition, organizations are required to have an increasingly outward-focused orientation, both in the private and public sectors. This is where customer satisfaction (in the private sector) and community satisfaction (in the public sector) are not only the ultimate goal, but also a strategic tool for organizations to achieve sustainable competitive advantage (SCA) (Chan et al., 2004). The fourth principle in HRM plays an important role in situations where resources are increasingly limited, while demands for organizational products and services continue to increase and become more diverse (Wang & Lo, 2003).

These principles originating from the private sector become increasingly relevant when applied to the public sector, especially in the modern era that demands rapid response and adaptation to constant environmental changes. Thus, the public sector needs to continue to adopt and adapt their managerial approaches in order to remain competitive and able to meet society's needs effectively.

The fifth principle in HRM, which places the individual at the center, emphasizes the importance of mindset or mindset. This mindset refers to individual perceptions, attitudes and behavior that have a clear direction, which can help in building organizational success. Experience in various countries shows that human resource development is a key instrument in winning competition and achieving organizational success (Pattanayak, 2003).

These five HRM principles provide important lessons in building a quality organization, focusing on HR development. These principles also emphasize that without quality human resources, organizational success is impossible to achieve. In other words, superior human resources are the foundation for long-term organizational success.

Internal Human Resources ManagementEffective Bureaucracy

Human Resource Management (HRM) in the public sector has classically been a crucial component in various bureaucratic reform efforts. Its main role is to ensure that the services provided to the community not only meet basic needs but also accommodate various interests and improve general welfare. In many countries, HRM in the public sector has been at the center of these reform initiatives. For example, in England, Dorman B. Eaton in 1880 noted two important aspects of HRM in the context of public services. First, society has the right to be served by the best individuals who have the character and capacity to qualify them for public duties. Second, the ability, knowledge and character required to carry out official duties well are the main criteria in selecting public officials.

The success of bureaucratic reform often begins with the seriousness of the bureaucracy itself in managing human resources. Therefore, the bureaucracy in Indonesia needs to stop compromising approaches in the recruitment, selection and placement of staff or officials. Performance assessments, rotations, transfers, as well as building individual capacity, character and competence must be carried out firmly, rationally and objectively. All HRM functions must be carried out with integrity and transparency to ensure bureaucratic effectiveness.

Henry (2004) also highlights the dominant role of public sector HRM in the United States bureaucracy, which has given special characteristics to public services. With the implementation of good HRM, the US government becomes more honest and accountable. Henry explains that HRM is used as a tool to open public employment opportunities for women, people of color, as well as older individuals and people with disabilities. Furthermore, HRM continues to be used to improve government management. Even though there are many changes taking place in society and the bureaucracy, Henry remains optimistic that public sector HRM has bright prospects with the necessary adjustments to make the bureaucracy more value-added.

Other facts show that public sector HRM is not only effective in developed countries such as Europe, Asia, Australia and America, but also in developing countries such as Botswana in Africa. Hope (1999) noted that public sector HRM in Botswana has been an effective approach to increasing public sector productivity, making it a significant representation of developing countries that have successfully implemented HRM well.

In dealing with various situations faced by the bureaucracy, HRM can be relied on as the main instrument in building bureaucratic strength. In a dynamic and ever-changing organizational environment, Pynes (2004) reminds that public and non-profit organizations must be able to face various economic, technological, legal and cultural changes in order to survive. Pynes emphasized that the key to sustainability is having well-trained and flexible employees. To be able to respond to the changing environment, institutions must integrate their human resource management needs with long-term strategic plans.

From these various perspectives, it is clear that the role of HRM in the bureaucracy is very important to face future challenges. HRM is not only the main pillar in bureaucratic reform but also the fulcrum in overcoming various problems faced by the bureaucracy, both in developed and developing countries (Irianto, 2009).

Human Resource Management Problems in Bureaucracy

Management of Human Resources (HR) for civil servants in Indonesia faces various significant challenges, especially in a bureaucratic context. This challenge can be viewed from two main perspectives: quantitative and qualitative. From a quantitative perspective, the number of Civil Servants in Indonesia in 2010 has reached 4,598,100, according to the Minister for Administrative Reform and Bureaucratic Reform. Mangindaan, is an amount that is classified as "quite moderate." With Indonesia's population at that time reaching around 224 million people, the ratio of civil servants to population was 1.94 percent. However, the problem in bureaucracy does not only lie in the number of civil servants. There are a number of critical questions that need to be asked regarding personnel management. For example, has the civil servant workload analysis been carried out correctly so as to produce accurate calculations regarding the availability and needs of civil servants? Is the distribution of civil servants even and proportional, both in terms of demographics and per work unit? Do all civil servants work according to organizational needs? And is there a correct calculation regarding the contribution and performance of civil servants to the welfare of society and Indonesia's economic growth? These questions show the importance of ongoing scientific studies and research to find clear answers to various personnel problems.

Normatively, with large numbers, civil servants should be able to provide better services to the community. In other words, the large number of civil servants should enable them to be closer to the interests of society. However, the reality on the ground shows that even though the numbers are large, the quality of civil servants often does not meet expectations, which ultimately has a negative impact on government effectiveness.

The problem of human resource quality in the Indonesian bureaucracy is also exacerbated by the deviant behavior of its officials. Various mass media often report cases involving government officials in negative actions, such as corruption and tax evasion. These cases

reflect deep problems in ethics and professionalism among civil servants. In addition, a large state budget is allocated to pay civil servant salaries, but the results are often not commensurate with this investment, resulting in delays in development in other important sectors.

In the midst of concerns about the performance and behavior of civil servants, there is encouraging news. A survey conducted by GlobeScan in collaboration with the Program on International Policy Attitudes at the University of Maryland for the BBC Extreme World Series ranked Indonesia as one of the best countries for starting a business. This survey measures several dimensions such as appreciation for innovation in business, level of difficulty in starting a business, appreciation for business people's efforts, and ease of implementing innovative ideas. Interestingly, Indonesia has succeeded in surpassing countries that are considered "super" such as the United States, Canada, India and Australia. However, the results of this survey must be accepted with caution, because there is the possibility of bias that can mislead perceptions about actual conditions.

Problems related to the quantity and quality of civil servants in Indonesia require serious attention. If it is not handled well, Indonesia's bureaucracy will be increasingly left behind compared to other countries, even neighboring countries. This can be seen from Indonesia's lack of attractiveness as an investment and tourism destination, which is largely caused by the low quality of public services provided by civil servants.

The Indonesian government has actually made various efforts to overcome human resource problems in the apparatus through the issuance of a number of laws and personnel regulations. Historically, the first law that regulated employment was Law Number 11 of 1969 concerning Employee Pensions and Employee Widows' Pensions. The law that is more relevant to HR management is Law Number 8 of 1974 concerning Personnel Principles, which was later updated with Law Number 43 of 1999. Apart from that, the government also recognizes the importance of teaching staff, who are also state officials, by issuing Law Number 14 2005 concerning Teachers and Lecturers.

In order to increase the effectiveness of the bureaucracy and the quality of human resources in the apparatus, more focused and sustainable strategic steps are needed. Reform in the management of human resource personnel, both in terms of quantity and quality, must be a top priority to ensure that the Indonesian bureaucracy is able to compete globally and meet community expectations. To support the implementation of laws in the field of personnel, the Indonesian government has issued around 22 Government Regulations until 2000, which regulates various aspects related to the management of Civil Servants. Some of these include authority for rank, transfer, dismissal of civil servants, formation, procurement, promotion, education and training, as well as civil servant discipline. These steps show that the government has made serious efforts to establish a strong legal framework to regulate the behavior and performance of state officials' human resources.

Although these legal tools are important, relying solely on a formal-legal approach is not enough to create a disciplined, productive and high-performing apparatus. Therefore, a more holistic approach is needed, which does not only involve legal aspects, but also considers political, economic, social, cultural and other factors. This multi-perspective approach is important to ensure that the bureaucracy can function optimally and adaptively, considering the complexity of the challenges faced by the public sector in Indonesia. As a rule of law, legal-formal aspects remain an important basis, but need to be complemented by other approaches to form a more comprehensive and effective public sector HR management model.

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Effective Human Resource Management Model in Bureaucracy

In classical Human Resource Management (HRM) studies, various models have developed that are used to organize and develop human resources in organizations. From the 1980s to the 1990s, experts such as Karen Legge, S. Tyson, and J. Storey developed different HRM models. Legge identified four types of HRM models, namely Normative, Descriptive-

Functional, Descriptive-Behavioral, and Evaluative-Critical. Tyson divides HRM models into three types, namely Normative, Descriptive and Analytical. Storey also developed three types of models, but with different concepts, namely Conceptual, Descriptive and Prescriptive.

In addition, several other models that developed in the 1980s to early 1990s also provide additional perspectives. For example, the Michigan Model developed by Fombrun et al. (1984), emphasizes the importance of the relationship between HRM strategy and organizational strategy in dealing with political, economic and cultural factors. The Harvard Model by Beer et al. (1984) emphasize the close relationship between HRM and the internal and external environment of the organization. Guest's Model (1987) places more emphasis on HRM policies to achieve the results desired by the organization, while the Warwick Model by Hendry and Pettigrew (1992) highlights the importance of internal and external context in HRM strategy.

Even though many HRM models have been developed, there is often overlap between the models, so that the boundaries and differences become blurred. Figen Claw et al. (2003) suggested the need to develop a more comprehensive and non-overlapping HRM model. They proposed a business process-based HRM model (HRM business process model) which consists of three main components: HRM strategy formulation, HRM strategy implementation, and monitoring the impact of the results achieved by the organization. This model is expected to be able to provide a more structured and comprehensive approach in managing human resources in various organizations.

According to Figen Cakar and his colleagues, the HRM model they propose consists of three main components, each of which has an important role in managing human resources in organizations. First, HRM Strategy Formulation. This stage includes the process of formulating an HRM strategy that is integrated with the organization's strategy and goals. This sub-process involves setting goals and objectives, assessing existing HR capabilities, negotiating realistic budgets, and establishing appropriate HR policies. This formulation stage includes several activities, such as interpreting the organization's strategy to meet HR needs, assessing existing HR capabilities, developing strategic plans including budgets, negotiating adequate budgets, and establishing policies related to compensation, staffing, performance appraisal, and training and development. Second, Implementation of HRM Strategy. In this stage, the focus is on implementing the plans that have been made. This involves controlling and monitoring HR, recruitment, training, education, and HR development. Managing HR performance through performance assessments and reviews is also part of this implementation. Main activities include HR control to ensure conformity with organizational goals, recruitment to get the right HR, HR training and development, performance management to determine individual targets, and redeployment to handle positions that require adjustment or replacement. Third, Monitoring the Impact of Organizational Results. This stage aims to monitor and assess the impact of HRM strategy implementation on the overall performance of the organization. Monitoring is carried out on HRM's contribution to achieving organizational strategy, employee satisfaction, effectiveness of process management, and the quality of operational processes and supporting processes such as finance and information technology. This model provides a detailed and comprehensive framework, while remaining flexible to suit specific organizational contexts and needs. During its development, this model can be enriched with information from the literature as well as input from experts and practitioners to continue to refine the HRM approach used in various organizations.

Construction of an Effective Human Resource Management Model in Bureaucracy

The proposed hypothetical public sector Human Resource Management (HRM) model can be constructed by integrating the proposal from Figen Cakar et al. (2003) as well as the latest paradigm developments in State Administration Science, especially the sound governance paradigm. The sound governance paradigm emphasizes innovation in policy development and administration, as well as combining various elements in HRM to support innovation in public
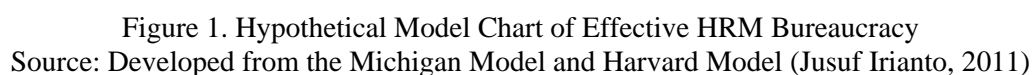
services.

In this case, sound governance encourages a unique combination of knowledge, skills and attitudes, and creates an effective framework for attracting, retaining, developing and motivating human resources (HR). This aims to ensure that the bureaucracy is able to recruit and develop officials of the appropriate caliber, in accordance with the views of Farazmand (2004). Farazmand emphasized the importance of complete competency which includes information and knowledge management, access to modern technology and the internet, mobility, flexibility, process speed, continuous learning, attention to cost efficiency and results, client orientation, service quality, communication and negotiation skills, and team work. and partnerships within and beyond public services.

Based on this view, a hypothetical model of public sector HRM can be formed by considering several important aspects such as the strategic role of HRM in the bureaucracy, basic principles of HRM, problems faced in public sector HRM, as well as the multi-perspective approach that needs to be applied. Apart from that, this model must also reflect the development of the sound governance paradigm by accommodating various relevant elements.

One important note in developing this model is determining whether the model will tend to follow the traditional bureaucratic model or a new management approach. Brown (2004) notes that the current public sector HRM approach tends to move towards a new management approach, which emphasizes a shift from traditional administration to management that focuses on efficiency, effectiveness and service quality. This new public sector HRM model also recognizes the importance of human resources in achieving performance results that are in line with the strategic direction of public sector organizations.

By combining these concepts, a hypothetical model of public sector HRM could integrate structural, cultural, performance, environmental, conformity, and consensus values, as well as organizational goals and objectives. This model must also include organizational strategy, HRM strategy, HRM system, strategic HRM, and performance results at both the HRM and organizational levels, as well as financial resource support and stakeholder involvement, especially from outside the organization.

As a framework, this model can adapt the approach developed by Way & Johnson (2005). This framework not only serves as a conceptual guide, but also as a basis for further research and development of practice in public sector HRM. Thus, this hypothetical model offers a comprehensive and adaptive guide for HR management in the public sector that is responsive to the needs of the times. Schematically, this model can be illustrated in the following chart.

Figure 1. Hypothetical Model Chart of Effective HRM Bureaucracy
Source: Developed from the Michigan Model and Harvard Model (Jusuf Irianto, 2011)

Following is a chart showing the relationship between various elements in the proposed public sector HRM model. This chart includes goals and objectives, organizational strategy, organizational culture, as well as the role of strategic recruitment, selection and HRM in creating outcomes for HR and the organization. Apart from that, it also considers financial aspects, functional resources, and external stakeholders developed from the Harvard model. Arrows in a chart show the flow of relationships and influences between elements.

CONCLUSION

The development of a hypothetical model of effective Human Resource Management (HRM) and the latest paradigm of good governance must integrate strategic elements such as knowledge, skills and attitudes to support innovation in public services. This model needs to accommodate a shift from a traditional bureaucratic approach to a new management approach that focuses on efficiency, effectiveness and service quality. By combining concepts such as structural, cultural, performance, environmental and stakeholder engagement values, this model can provide a comprehensive and adaptive framework for improving bureaucratic performance and effectively achieving the goals of public sector organizations.

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