

## **CHAPTER II**

### **OVERVIEW OF RESEARCH AND INFORMANTS**

#### **2.1 Profile of the Ministry of Transportation**

##### **2.1.1 Background of Ministry of Transportation**

The initial form of the Ministry of Transportation, then known as the Department of Transportation, emerged from the struggle as a merger between the Department of Transportation and the Department of Public Works, led by Minister Abikusno Tjokrosuyoso in 1951. However, this did not last long, as the Department of Transportation and the Department of Public Works were soon led by different individuals rather than one person holding both roles. The transportation and public works affairs were then handled by two different officials: the Ministry of Transportation was led by Ir. Abdulkarim, and the Ministry of Public Works was headed by Ir. Putuhena. True to its name, the Department of Transportation dealt with transportation issues. The Dutch desire to regain control over Indonesia became evident when they launched their second military aggression on December 19, 1948. During this aggression, the Dutch managed to seize Yogyakarta and capture President Soekarno and Vice President Hatta. In this emergency situation, the Telegraph Service, a division within the Department of Transportation, played a crucial role in maintaining Indonesia's sovereignty. The Telegraph Service succeeded in sending a final message to Bukittinggi addressed to Mr. Sjafruddin Prawiranegara from President Soekarno, authorizing the formation of an emergency government. Consequently, an Emergency Cabinet was formed with Mr. Sjafruddin Prawiranegara as Prime Minister and Ir.

Indratjaja as Minister of Transportation, who also served as Minister of Prosperity. From the early days of independence until the Dutch recognition of the sovereignty of the Republic of the United States of Indonesia (RIS) in 1949, the Department of Transportation had the authority to regulate maritime, air, land, railway transportation, as well as postal, telegraph, and telecommunications, each sector managed by its respective divisions under the organizational structure of the Department of Transportation.

The primary focus of the Department of Transportation between 1945 and 1949 was on land transportation, as other sectors such as maritime and air transport could not yet be optimally utilized. The navy's operational routes were limited because most of Indonesia's maritime areas were controlled by Allied forces, including the Dutch, thus inter-island connections were under their control. Railways became the main focus for managing land transportation during that time because other land transport networks such as buses, trucks, and cars were practically non-existent, as all motorized transport was still under Japanese control. Revamping the railway system as the main land transport was not an easy task due to the significant damage to the rail infrastructure. During the Liberal Democracy era, there were institutional changes for the Department of Transportation with the establishment of the Department of Maritime Transportation during the Djuanda Cabinet. With the formation of this new department, maritime affairs, which were previously under the Department of Transportation, became a separate entity handled independently by the Department of Maritime Transportation. To achieve comprehensive control over shipping, it was decided that the time had come for the government to establish a shipping company. Consequently, in 1952, Ir.

Djuanda, as the Minister of Transportation, established PT Pelayaran Nasional Indonesia (Pelni), which began operations with 16 ships from Perpuska and 45 newly purchased ships.

Based on Presidential Decree No. 153 dated July 10, 1959, Soekarno formed a new cabinet known as the First Working Cabinet. In this cabinet, there were significant changes in the government structure. The term Department of Transportation was no longer used and was replaced by the Ministry of Distribution, with J. Leimena serving as the Minister. During the Guided Democracy era, significant changes occurred for the Department of Transportation. Transportation matters concerning sea, air, land, and communication were no longer entirely under the Department of Transportation but were split into several newly formed departments. The term Department of Transportation was replaced with the Distribution Sector, which handled sea transportation, land transportation, postal and telecommunications, air transportation, and trade. In the Second Working Cabinet, transportation affairs were under the Distribution Sector, which consisted of the Department of Land Transportation, Postal and Telecommunications, Department of Sea Transportation, Department of Air Transportation, and Department of Trade. In the Fourth Working Cabinet, the term Distribution Sector was changed to the Distribution Compartment, including the Department of Land Transportation, Postal and Telecommunications, Department of Sea Transportation, and Department of Air Transportation. During the Dwikora Cabinet, sea transportation was removed from the Distribution Compartment and formed its compartment called the Maritime Compartment, which included the Department of Sea Transportation, the Department of Fisheries and Marine Product

Processing, and the Department of Maritime Industry. Changes occurred again in the Enhanced First Dwikora Cabinet, where postal and telecommunications separated from land transportation. A new department was formed, the Department of Postal and Telecommunications, under the Distribution Compartment. In the Enhanced Second Dwikora Cabinet, changes occurred once more. Transportation affairs previously distributed across several departments were consolidated back into the Department of Transportation. In the early New Order era, the organizational structure of the Department of Transportation in the First, Second, and Third Development Cabinets included the Minister of Transportation, the Secretary General of the Department of Transportation, the Inspectorate General of the Department of Transportation, the Directorate General of Sea Transportation, and the Directorate of Tourism, Postal, and Telecommunications. The Meteorology and Geophysics Agency was under the Directorate of Air Transportation until 1972, and in 1973, it was moved to the Department of Transportation. Continuous restructuring efforts were made to improve the structure and image of the Department of Transportation, making it more effective and beneficial for the nation. Consolidation efforts since 1945 have resulted in a significant and robust Department.

### **2.1.2 Vision and Mission**

#### **Vision:**

To realize reliable, competitive, and value-added transportation services.

#### **Mission:**

1. Enhance Transportation Safety and Security: Improve the safety and security of transportation to enhance service quality.

2. Increase Accessibility: Enhance public access to transportation services to support the development of inter-regional connectivity.
3. Improve Service Performance: Boost the performance of transportation services.
4. Continue Consolidation through Restructuring and Reform: Consistently restructure and reform regulations, institutions, human resources, and law enforcement.
5. Develop Environmentally Friendly Transportation Technology: Promote the development of environmentally friendly transportation technology to anticipate climate change.

### **2.1.3 Main Duties and Function**

Based on Presidential Regulation No. 23 of 2022, Article 4 states that the Ministry of Transportation has the duty to administer government affairs in the transportation sector to assist the President in governing the country. In carrying out the tasks as referred to in Article 4, the Ministry of Transportation performs the following functions:

- a. Formulating, establishing, and implementing policies in the areas of transportation service provision, safety, and security, as well as enhancing accessibility, connectivity, and the capacity of transportation facilities and infrastructure;
- b. Coordinating the execution of tasks, guidance, and providing administrative support to all organizational elements within the Ministry of Transportation;
- c. Managing state-owned goods/assets under the responsibility of the Ministry of Transportation;

- d. Supervising the implementation of tasks within the Ministry of Transportation;
- e. Providing technical guidance and supervision over the implementation of the Ministry of Transportation's affairs in the regions;
- f. Conducting analysis and policy recommendations for transportation;
- g. Developing human resources in the transportation sector; and
- h. Providing substantive support to all organizational elements within the Ministry of Transportation.

#### **2.1.4 Ministry of Transportation Strategic Plan**

The Ministry of Transportation (Kemenhub) recently formulated a strategic plan (Renstra) that emphasizes improving the quality of national transportation infrastructure and providing inclusive and competitive transportation services. A primary goal of this plan is to support Indonesia's long-term vision of "Indonesia Emas 2045" by prioritizing equitable and inclusive infrastructure development across the entire country.

This Renstra underscores the importance of coordination with various ministries and related institutions to ensure that the planned programs are well-executed and align with the 2025-2029 National Medium-Term Development Plan (RPJMN). Additionally, Kemenhub is committed to involving vulnerable groups, such as people with disabilities, in the planning process to ensure that transportation services are accessible to all segments of society.

The strategic programs outlined also include the development of reliable and efficient connectivity across maritime, land, and air transportation, with the aim of enhancing

economic competitiveness and ensuring the availability of dependable transportation services throughout the nation.

### **2.1.5 Organizational Structure Chart of the Ministry of Transportation**

The Ministry of Transportation has a comprehensive and coordinated organizational structure. The organization and work procedures of the Ministry of Transportation are based on the principles of a simple bureaucracy, yet it operates with effective, efficient, and optimal performance in carrying out its duties.

Since 2021, the Ministry of Transportation's organizational units include the Secretariat General, Directorates General, Agencies, Inspectorate General, Expert Staff, and Centers. Each organizational unit has its position, duties, and functions, and is accountable to the Minister of Transportation.

The Minister of Transportation is responsible for formulating, establishing, and implementing policies in the transportation sector. These policies address service provision, safety, security, enhancing accessibility, and connectivity of transportation facilities and infrastructure. The Minister also provides technical guidance and supervision for transportation services in the regions, ensuring that the mobility of people and the distribution of goods and services are conducted in a comfortable, safe, secure, accessible, and well-connected manner.

The Secretariat General (Setjen) of the Ministry of Transportation has the primary task of coordinating the duties of all organizational units within the Ministry of Transportation. The authority of the Setjen includes administrative support, budget planning, drafting regulations, and legal advocacy.

The Ministry of Transportation has four Directorates General (Ditjen), each overseeing a different mode of transportation: land, sea, air, and railways. Each Directorate General is authorized to formulate and establish norms, standards, procedures, and criteria for the provision of transportation in their respective modes, including providing technical guidance, supervision, and evaluation of transportation services. The goal is to ensure that the country can provide land, sea, air, and railway transportation services that are safe, comfortable, secure, and integrated.

In addition to the four modes of transportation, special attention is given to the transportation management of the Special Capital Region of Jakarta, which serves as the center of government and economy. This results in a high concentration of population mobility towards the capital. To avoid the centralization and concentration of resources in one area, the government designed the agglomeration concept for Jakarta, Bogor, Depok, Tangerang, and Bekasi (Jabodetabek). The Ministry of Transportation unit responsible for developing, managing, and improving transportation services in this agglomeration area is the Jabodetabek Transportation Management Agency (BPTJ).

Transportation management in Indonesia is also inseparable from the presence of supervisory units as key elements of good, clean, and service-oriented governance. In the Ministry of Transportation, this function is carried out by the Inspectorate General (Itjen). This organizational unit serves as the internal supervisory body within the ministry. The Itjen routinely conducts audits, reviews, evaluations, monitoring, and other supervisory activities within the Ministry of Transportation.



In addition to conducting internal supervision, the Ministry of Transportation continues to strengthen research and development in the transportation sector. The aim is to ensure that the implementation of national transportation development is based on research and in-depth scientific study. The organizational unit within the Ministry of Transportation responsible for this is the Transportation Research and Development Agency.

Overall, the implementation of transportation relies heavily on the role of reliable human resources (HR). Continuous and sustainable efforts to develop, hone, and improve the quality of HR are carried out through the establishment of higher education institutions, polytechnics, and training centers under the coordination of the Human Resources Development Agency for Transportation (BPSDM).

The Minister of Transportation requires a special working unit to provide analysis, input, and recommendations. This function is performed by the Expert Staff. This unit comprises scholars, academics, practitioners, and professionals in the field of transportation.

Additionally, the Ministry of Transportation has three centers: the Center for Transportation Information and Communication Technology (Pustikomhub), the Center for Sustainable Transportation Management (PPTB), and the Center for Partnership Facilitation and International Institutions (PFKKI). Pustikomhub is responsible for coordinating, managing, developing, and operating the Ministry's information and communication technology systems, including preparing work plans, budgets, and administration in the field of data and information. The development of national transportation is carried out alongside efforts to protect the environment,

particularly the transportation sector's ability to adapt to and mitigate climate change. This is the primary focus and duty of the Center for Sustainable Transportation Management (PPTB).

The Center for Partnership Facilitation and International Institutions (PFKKI) serves as the Ministry of Transportation's liaison with the global community. This unit actively fosters international cooperation, including forming global partnerships, opening doors for investment, and facilitating the ratification and implementation of international conventions in the transportation sector.

## **2.2 Profile of the Directorate of Human Resources and Organization Bureau**

### **2.2.1 General Overview of the Human Resources and Organization Bureau**

Based on the Minister of Transportation Regulation No. PM 122 of 2018 on the Organization and Work Procedures of the Ministry of Transportation, the Bureau of Personnel and Organization is an entity under and accountable to the Secretary General. The Bureau of Personnel and Organization is tasked with providing administrative support for personnel management, organizational structuring and operational procedures, as well as administration of bureaucratic reform within the Ministry of Transportation.

The organizational structure of the Bureau of Personnel and Organization consists of four Echelon III units or sections:

1. Personnel Planning Section
2. Employee Competency Development Section
3. Employee Transfer, Welfare, and Discipline Section
4. Organization and Operational Procedures Section

### **2.2.2 Main Duties and Function**

The duties of the Bureau of Personnel and Organization under the Secretariat General of the Ministry of Transportation are grouped into Echelon III structures, each with its main tasks and functions as follows:

#### **A. Main Tasks and Functions of the Personnel Planning Section**

The Personnel Planning Section is responsible for preparing guidance, providing administrative support, and controlling personnel planning, as well as managing the administrative and household affairs of the Bureau.

In carrying out its tasks, the Personnel Planning Section performs the following functions:

1. Preparing materials for drafting plans, work programs, budgets, Bureau performance accountability, managing administrative and household affairs of the Bureau, procurement services and state-owned goods management, government internal control systems, supporting the implementation of public information disclosure, and evaluating and preparing Bureau reports;
2. Preparing materials for inventory, development, integration, management, evaluation, and reporting in the field of personnel data, job analysis, workload analysis, personnel needs and redistribution, drafting personnel formations, implementing State and Civil Servant Asset Wealth Reports, managing information and communication technology in the personnel field, and controlling gratuities; and
3. Preparing materials for planning, implementing, evaluating, and reporting in the field of recruitment and appointment and orientation of new employees.

The Personnel Planning Section consists of:

1. Program and Bureau Administration Subsection, responsible for preparing materials for drafting plans, work programs, budgets, Bureau performance accountability, managing administrative and household affairs of the Bureau, procurement services and state-owned goods management, government internal control systems, supporting the implementation of public information disclosure, and evaluating and preparing Bureau reports;
2. Personnel Data and Formation Subsection, responsible for preparing materials for inventory, development, integration, management, evaluation, and reporting in the field of personnel data, job analysis, workload analysis, personnel needs and redistribution, drafting personnel formations, implementing State and Civil Servant Asset Wealth Reports, managing information and communication technology in the personnel field, and controlling gratuities; and
3. Personnel Recruitment and Appointment Subsection, responsible for preparing materials for planning, implementing, evaluating, and reporting in the field of recruitment and appointment and orientation of new employees.

#### **B. Main Tasks and Functions of the Employee Competency Development Section**

The Employee Competency Development Section is responsible for preparing guidance, providing administrative support, and controlling the development of employee competencies.

In carrying out its tasks, the Employee Competency Development Section performs the following functions:

1. Preparing materials for guidance, policy formulation, control, providing administrative support and technical guidance, and evaluating and reporting in the field of information and communication technology management, needs analysis, and competency development evaluation;
2. Preparing materials for guidance, policy formulation, control, providing administrative support and technical guidance, and evaluating and reporting in the field of facilitation and cooperation of competency development programs, and providing study assignments for employees; and
3. Preparing materials for guidance, policy formulation, control, providing administrative support and technical guidance, and evaluating and reporting in the field of functional position competency development and functional position administration.

The Employee Competency Development Section consists of:

1. Competency Development Information and Evaluation Subsection, responsible for preparing materials for guidance, policy formulation, control, providing administrative support and technical guidance, and evaluating and reporting in the field of information and communication technology management, needs analysis, and competency development evaluation;
2. Competency Development Facilitation and Cooperation Subsection, responsible for preparing materials for guidance, policy formulation, control, providing administrative support and technical guidance, and evaluating and reporting in the field of facilitation and cooperation of competency development programs, and providing study assignments for employees; and

3. Competency Development and Functional Position Subsection, responsible for preparing materials for guidance, policy formulation, control, providing administrative support and technical guidance, and evaluating and reporting in the field of functional position competency development and functional position administration.

### **C. Main Tasks and Functions of the Employee Transfer, Welfare, and Discipline Section**

The Employee Transfer, Welfare, and Discipline Section is responsible for preparing guidance, providing administrative support, and controlling transfers, promotions, welfare, discipline, retirement, assessment, and employee counseling.

In carrying out its tasks, the Employee Transfer, Welfare, and Discipline Section performs the following functions:

1. Preparing materials for guidance, providing administrative support, control, and evaluating and reporting in the field of appointment, transfer, and dismissal from and within structural positions, work area transfers, structural position assessment, open selection of high leadership positions, administrative support for seconded and assigned personnel, and employee promotions;
2. Preparing materials for guidance, providing administrative support, control, and evaluating and reporting in the field of employee welfare and care in physical form, and providing awards; and
3. Preparing materials for guidance, providing administrative support, control, and evaluating and reporting in the field of employee discipline, monitoring the

implementation of employee performance evaluations, employee counseling, dismissal, and retirement.

The Employee Transfer, Welfare, and Discipline Section consists of:

1. Transfer and Promotion Subsection, responsible for preparing materials for guidance, providing administrative support, control, and evaluating and reporting in the field of appointment, transfer, and dismissal from and within structural positions, work area transfers, structural position assessment, open selection of high leadership positions, administrative support for seconded and assigned personnel, and employee promotions;
2. Employee Care and Welfare Subsection, responsible for preparing materials for guidance, providing administrative support, control, and evaluating and reporting in the field of employee welfare and care in physical and non-physical forms, and providing awards; and
3. Employee Discipline and Dismissal Subsection, responsible for preparing materials for guidance, providing administrative support, control, and evaluating and reporting in the field of employee discipline, monitoring the implementation of employee performance evaluations, employee counseling, dismissal, and retirement.

#### **D. Main Tasks and Functions of the Organization and Operational Procedures Section**

The Organization and Operational Procedures Section is responsible for preparing guidance and organizing organization and operational procedures, as well as administrative reform.

In carrying out its tasks, the Organization and Operational Procedures Section performs the following functions:

1. Preparing materials for guidance, policy formulation, implementation, evaluation, and reporting in the field of organizational structuring, and developing, integrating, and managing organizational data;
2. Preparing materials for guidance, policy formulation, implementation, evaluation, and reporting in the field of operational procedures, work relationships with local governments, and administrative reform; and
3. Preparing materials for guidance, policy formulation, implementation, evaluation, and reporting in the field of drafting personnel regulations, drafting reviews, socialization, and documentation of personnel regulations, and job evaluation.

The Organization and Operational Procedures Section consists of:

1. Organization Subsection, responsible for preparing materials for guidance, policy formulation, implementation, evaluation, and reporting in the field of organizational structuring, and developing, integrating, and managing organizational data;
2. Operational Procedures Subsection, responsible for preparing materials for guidance, policy formulation, implementation, evaluation, and reporting in the field of operational procedures, work relationships with local governments, and administrative reform; and
3. Personnel Regulations Subsection, responsible for preparing materials for guidance, policy formulation, implementation, evaluation, and reporting in the



field of drafting personnel regulations, drafting reviews, socialization, and documentation of personnel regulations, and job evaluation.

### **2.2.3 Human Resources and Organization Bureau Strategic Plan**

The Strategic Plan of the Bureau of Personnel and Organization for the years 2020-2024 is designed to serve as a detailed implementation of the Strategic Plan (Renstra) of the Secretariat General of the Ministry of Transportation for the same period. This strategic plan is a five-year planning document outlined in the form of programs and activities for each organizational unit within the Secretariat General to achieve the set goals.

The Renstra of the Bureau of Personnel and Organization is structured in the form of programs and activities for each section within the Bureau, which are integrated and mutually supportive to achieve the strategic objectives of the Secretariat General. Referring to the main tasks and functions as stipulated in Minister of Transportation Regulation Number PM 122 of 2018 concerning the Organization and Work Procedures of the Ministry of Transportation, and considering internal conditions as well as strategic challenges and issues to be faced in the future, including dynamic changes in both internal and external environments, the goals and objectives of the Bureau of Personnel and Organization have been formulated.

#### **2.2.3.1 Purposes**

The goal of the Bureau of Personnel and Organization to be achieved over the next five years from 2020 to 2024 is to realize improvements in the personnel and organizational services of the Ministry of Transportation. This goal aligns with the tasks and functions of the Bureau of Personnel and Organization. The indicators for this goal include the

ASN Professionalism Index, the ASN Management Governance Index, the Merit System Index, and the Institutional Index, all of which contribute to the overall enhancement of the Bureaucratic Reform assessment.

2.2.3.2 Strategic Objectives of the Bureau of Personnel and Organization

The objectives of the Bureau of Personnel and Organization for 2020-2024, derived from the objectives of the Secretariat General of the Ministry of Transportation, are as follows:

Table 2. 1 Activity Target Human Resource and Organization Bureau 2020 - 2024

<b>Strategic Target</b>		<b>Activity Target</b>	<b>Activity Performance Indicators</b>	
<i>(1)</i>		<i>(2)</i>	<i>(3)</i>	
1.	Improving The Quality of Good Governance	Increasing the Capabilities of the Ministry of Transportation's Personnel and Organization	1.1	Ministry of Transportation Institutional Index
			1.2	Ministry of Transportation ASN Professionalism Index
			1.3	Ministry of Transportation ASN Management Governance Index
			1.4	Ministry of Transportation Merit System Index

Human resource development is necessary to meet the demands of the evolving Ministry of Transportation, which is expected to transition from primarily being a provider-operator to becoming predominantly a regulator-facilitator. This transition focuses on enhancing regulation, guidance, control, and supervision at the regional

level in the context of implementing delegated tasks, deconcentration, and transportation service delivery.

Human resource development in the field of transportation is carried out through the career path and position development of Civil Servants (ASN). To support this effort, it is necessary to equalize the recognition between Structural and Functional Officials by improving balanced and effective working relationships among officials and ensuring placements align with job competency standards and employee competency profiles.

The development of human resources at the Ministry of Transportation is driven by the formulation of job descriptions based on Workload Analysis, job structuring, improvement of recruitment and placement patterns, job competency standardization, employee competency profiling, career planning, remuneration, competency-based education and training (Diklat), and the implementation of reward and punishment systems. One of the policies for HR development is achieved through the development and implementation of competency-based education (Diklat) programs that are aligned and integrated with career planning patterns.

Each promotion in position must be accompanied by an increase in competence, whether managerial, technical, or functional. Therefore, the implementation of training (Diklat) must be based on the need to enhance individual competence as well as the performance of the organizational unit that assigns the task. To accelerate the improvement of human resource competence, it is necessary to conduct Training of Trainers (ToT) in transportation-related fields for instructors in work units under the coordination of the Human Resource Development Agency (BPSDM) of the Ministry

of Transportation, both at the central level and at Technical Implementation Units (UPTs). This ensures they can provide training for civil servants at both the office and UPT levels. The organization is one of the keys to ensuring that the Strategic Plan (Renstra) program is implemented as determined. The reorganization process can be carried out through a competency-based and performance-oriented approach. This strategy includes the refinement of the organization to ensure it is functionally accurate and appropriately sized (right sizing) by structuring the organization and synchronizing tasks and functions, as well as streamlining the bureaucracy to be effective and efficient. The strategy also encompasses a delivery system (including governance and organizational patterns) that is precise, involving clear, effective, efficient, measurable systems, processes, and work procedures that align with the principles of accountability and good governance.

#### 2.2.2.3 Performance Target

Performance targets are measured by the Activity Objectives and Key Performance Indicators of the Bureau of Personnel and Organization for 2020-2024, which are based on the performance guidelines of the Strategic Plan Objectives of the Secretariat General for 2020-2024. The Strategic Objectives and Key Performance Indicators of the Bureau of Personnel and Organization for 2020-2024 can be seen in the table below:

Table 2. 2 Target and Indicator Performance Activity Human Resource and Organization Bureau Year 2020 - 2024

Strategic Target	Activity Target	Activity Performance Indicator	Unit	Target				
				2020	2021	2022	2023	2024
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1. Improving Good Governance	Increasing the Capabilities of the Ministry of Transportation's Personnel and Organization	1. Ministry of Transportation Institutional Index	Value	78	78.5	79	79.5	80
		2. Ministry of Transportation ASN Professionalism Index	Value	71	72	74	74	75
		3. Ministry of Transportation ASN Management Governance Index	Value	0.8	0.9	0.92	0.96	1
		4. Ministry of Transportation Merit System Index	Value	0.8	0.9	0.92	0.96	1
		5. Ministry of Transportation Institutional Index	Value	0.8	0.9	0.92	0.96	1