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1	APPOINTMENT OF LEADER POSITION:
2	STUDY ON THE REGIONAL GOVERNMENT OF WEST NUSA TENGGARA
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6	ABSTRACK
7	This case study research aims to develop a model for the appointment of leadership positions
8	in the West Nusa Tenggara Regional Government with the support of local knowledge and
9	the intervention of political parties. Data collection was carried out through observation,
10	tracing and document analysis as well as in-depth interviews with informants and resource
11	persons. The informant consists of two clusters which are expected to provide complete,
12	comprehensive and objective data. Based on data analysis, it was found that 90% of officials
13	appointed to leadership positions have met the specified competency standards. The local
14	government has also implemented a meritocracy system so that intervention by political
15	parties is difficult if the human resources are not professional. This study recommends that
16	local governments can improve a model for appointment of a leadership positions by
17	supporting local knowledge and political parties.

Keywords: leadership appointment improvement model, competency standards, meritocracy,political parties, local knowledge.

20

21 Introduction

The development of bureaucratic reform, when compared to political, economic and legal 22 reforms is still lagging behind, so it is important to reaffirm the application of the principles 23 of clean government and good governance, which are universally believed to be the 24 principles for provide excellent service to the community (Haning, 2018; Umar et al., 2019). 25 A number of studies have identified bureaucratic weaknesses in Indonesia's regional 26 27 governance, such as the organizational structure and work procedures made by each regional government only to accommodate personnel in a structural position; low community 28 participation; lack of transparency; mechanism and division overlapping of tasks makes it 29

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difficult for internal circles and society to deal with local governments; the politicization of
civil servants is still symptomatic; an unhealthy career system makes unfair competition, and
also they are not ready yet with change (Adnan, 2013; Ostwald, Tajima, & Samphantharak,
2016).

It is no longer a matter of debate that the quality of the appointment of leaders in local 34 35 government is an aspect of bureaucratic reform that is still very problematic in Indonesia. Data from the Ministry of State Apparatus Empowerment and Bureaucratic Reform (PAN-36 RB) shows that 40 districts/cities in 16 provinces violated the process in 2010 including (1) 37 38 appointment of people who did not take the exam; (2) submit those recommended by the authorities; (3) bribing local committees; (4) manipulating the difficulty level of the 39 candidate's test; (5) the local government does not immediately report the test results of the 40 41 candidate candidates to the State Civil Service Agency, and only reports it to the BKD (Setyowati, 2016). The most recent case occurred before the local election where five echelon 42 43 II officials, 52 echelon III administrators and 120 echelon IV supervisors were transferred by the Governor of West Nusa Tenggara (NTB) Muhammad Zainul Majdi (Khafid, 2017). Even 44 in countries such as the United States which have for some time allowed a great deal of 45 freedom for political appointments to administrative positions there is an impression that the 46 structure of political control over the bureaucracy is on the rise (Peters & Pierre, 2004). Some 47 48 study conducted to examine appointments in leadership positions of civil servants both in 49 general and in relation to appointments in structural positions. Musa, Rahmat, & Ahmad (2015) found that social structures and patriarchal ideologies are reasons for women not 50 51 being motivated to occupy structural positions, and this is beneficial for the male party. Meanwhile, research on discretion and intervention in the bureaucracy by Bulo, Ratulangi, 52 Tangkere, Akib, & Jasruddin (2016) found that the majority of recommended interventions 53 54 used administrative discretion regardless of rank, seniority, professionalism, experience, and competence. 55

So it becomes critical to evaluate the role of a number of important factors in the appointment of officials in the structural positions of local government. Standard Weberian bureaucratic model provides an opportunity to create a professional for civil service who is apolitical, selected on the basis of merit, and who has considerable independence from political control (Ban, 2014; Cordella & Tempini, 2015; Swedberg, 2003). This research conduct to deepen the understanding concerning the factors of fulfilling the competency requirements, the

62 implementation of the meritocracy system, the role of political party intervention, and the 63 role of local knowledge in the appointment of leadership positions in the Regional 64 Government of West Nusa Tenggara Province, and how each of these elements is related to 65 the positive values and mutual support in the implementation of public service duties.

66

67 Materials and Method

68 Human resource management

The standard model of the Weberian bureaucracy provides a central place to create a 69 70 professional, civil service that is apolitical, selected on the basis of merit, and who has 71 considerable independence from political control (Ban, 2014). This model is now confronted by two things: in democracy countries by increasing pressure on the importance of 72 73 bureaucratic political control as essential to democracy, and, in developing countries by the 74 so-called politicization of the civil service, i.e. political leaders who control or at least affect 75 appointments for positions in government. Although the previous approach is often described as positive, the latter is generally seen as undemocratic and leads to a lower technical 76 competency level. Political control and the politicization of the bureaucracy show that they 77 78 are largely reflective of each other and are interrelated. Politicization is almost universally 79 perceived as negative, especially in terms of its impact on government efficiency and citizen 80 trust.

However, to see the relationship between bureaucratic politicization and servant careers,
some literature on bureaucratic political control (Ban, 2014; Briggs, Cruickshank, &
Paliadelis, 2012; Cordella & Tempini, 2015; Osman, 2010; Rober & Schroter, 2004;
Swedberg, 2003), found that this democratic risk exerts strength on the career policy of civil
servants, and as political control including the appointment of administrative leaders is
positively equally important.

The pressure to prioritize competence and balance bureaucratic political control results in two new concepts that can be raised in the future, namely meritocracy and local knowledge. Young (1961) argues that meritocracy is a system based on one's abilities and merit, not wealth or social status. Meritocracy comes from the word merit or benefit, meritocracy refers to a form of a political system that gives more respect to those who excel or have abilities.

Therefore, meritocracy is often seen as a form of social system that is very just by providing a 92 93 place for those who excel as leaders, but are still criticized as a form of injustice that does not provide a place for those who are less fortunate. In simple terms, meritocracy can be 94 formulated as a social system that places rewards, titles and positions based on abilities or 95 abilities and not based on descriptive factors such as social class, gender, ethnicity, or a 96 97 person's wealth. Meanwhile, local knowledge is a component of social capital from a context that plays a cultural role in the bureaucracy. The diversity of patterns of adaptation to social 98 life that has been passed down from generation to generation serves as guidelines in 99 maintaining morality and work ethic. Such public awareness can be grown effectively 100 through a religious approach. If this awareness can be increased, then it will become a huge 101 102 force in the management of public services. In this approach, strengthening social capital such as socio-cultural institutions, local knowledge and important related norms is the main 103 basis for managing public services among employees, especially civil servants. 104

Meritocracy and local knowledge should not be regarded as contradictory because aspects of the locality, which has the potential to be a source of discrimination because, it's just a mental component and ethics of public service. While the meritocracy that promotes competence and ignore the aspect of ascriptive, local knowledge a counterforce against non-local parties. Taken together, these four are important component, especially for the management of public services in Indonesia.

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112 Study Site

This research is conduct in the city of Mataram, the provincial capital of West Nusa Tenggara, Indonesia. Based on observations at the research location, the researcher obtained data on the population of State Civil Servants (ASN) in the Regional Government of West Nusa Tenggara Province, amounting to 13,850 (thirteen thousand eight hundred and five hundred) people consisting of 8,207 (eight thousand two hundredseven) men and 5,634 (five thousand six hundred and thirty-four) women.

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120 Methods

This research uses a qualitative case study approach to explore and understand the meaning 121 of individuals or groups for social or human problems (Creswell, 2007). As indicated by the 122 123 research question, this study examines the implementation of the appointment of leadership in the Regional Government of West Nusa Tenggara Province which includes fulfillment of 124 competency requirements, implementation of the meritocracy system, the role of political 125 126 party intervention, and the role of local knowledge in the appointment of leadership positions in the Provincial Government of Nusa Tenggara Barat, and how these elements are related in 127 supporting the implementation of public service tasks. 128

129 Researchers conducted in-depth interviews in two stages with 31 (thirty one) informants consisting of 23 (twenty three) informants of the first group consisting of civil servants within 130 the Regional Government of Nusa Tenggara Barat Province, who both occupied positions 131 132 leaders (administrators and supervisors) and those who is not in leadership positions. The second group consists of 8 informants consisting of high-ranking Pratama officials, DPRD 133 134 members/politicians, and community leaders. For this second group, interviews were conducted in more depth after the researcher conducted in-depth interviews with informants 135 in the first group because this in-depth interview was intended as validation of the first group 136 137 interview. Triangulation of this research was conducted through source triangulation (Bachri, 2010) by comparing the results of observations, interviews obtained through different 138 sources, namely officials in the HR sector (BKD), politicians, and community leaders. 139

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141 Result and Discussion

The results of the research for the competency aspect are shown in Table 1. 100% of the informants answered that capacity, professionalism, and loyalty to duties are the main considerations in appointment in a position, followed by the requirements for managerial ability. 20% of respondents answered that there are 5-10% of officials currently appointed that do not or do not meet the requirements.

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Table 1. Summary of comparisons between answers and triangulation on competency aspects

No.	Questions	Answers	Triangulations

No.	Questions	Answers	Triangulations
l	Whether an appointed official has fulfilled all the required elements	30% answered not fully meet the criteria; 70% replied that it meets the requirements and criteria set.	leadership positions should meet the administrative
2	How many officials are not or less met the requirements but remained elevated in leadership positions	50% of informants from the first cluster answered that they did not know; 20% answered that between 5- 10% did not meet the requirements, 30% answered less than 5%	Of those raised in leadership positions, I think all of them have been through the selection process in the Advisory Board Position (Baperjakat) so it is very unlikely that a person appointed to the office with the demands of office referred ".
3	Why management should appoint you as an official; Give some reasons	15% says that they had experience in a leadership position, 75% answered that they had met the required criteria	related to the duties and functions is essential to
1	how important knowledge and skills on the tasks and functions in the	100% stated very important	Knowledge and skills related to the duties and functions is essential to provide certainty and

No.	Questions	Answers	Triangulations quality of service to the public quickly and accurately.	
w	vorkplace in general			
ac re aj A po	dditional and specific equirements in the ppointment of the ASN in leadership ositions in the	100% said that capacity, professionalism and loyalty to duties are the main considerations in appointment in a position, followed by the requirements for managerial ability. 80% stated that integrity is an indispensable requirement for those who hold leadership positions.	tasks, managerial abilities	

Source: data analysis. 149

Table 2 shows the results of the analysis on the sub-focus of applying the meritocracy system 150 151 in the appointment of leadership positions. One of the informants stated that "with a good education a person becomes more objective by looking at work experience for those who 152 have served in work units or other agencies or perform well if the official is appointed from 153 154 within the organization, especially in completing daily tasks".

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Table 2. Summary of comparisons between answers and triangulation on the aspects of meritocracy

No	Questions	Questions Answers	
1	How important is the	100% of informants stated that	Based on existing
	role of education /	the role of education is very	regulations, the
	university degree for	important for various reasons	Administrative
	an official	stated. Implementation of the	Requirements
		system implementation of	Assessment / track

No Quest	ions	Ansv	wers		Triangulations
		-			record has a score of
			ship is	•	
	-	tant, but	not the	main	-
	thing				Education and Training
					Education, Job History
					and Technical
					Functional Education
					and Training; As for the
					officials of echelon 2
					leaders, coupled with
					the assessment of the
					writing paper with the
					weight value of 20%
					Managerial
					Competency
					Assessment Test
					Psychology
					Assessment with a
					weight of 25%; and
					assessment of the
					presentation and an
					interview with a weigh
					of 35%.
2 Why is the	e role of PNS	with a	good	formal	
education	is educa	tion are	usually	better	
considered	important prepa	red and q	uickly ad	lapt to	
for officials	the t	asks entru	sted to	lead a	
	unit	that will	eventua	lly be	
	very	influential	l in his	unit's	
	perfo	mance ".			

No	Questions	Answers	Triangulations
3	What things that need	45% suggest the need for work	
	to be corrected in the	experience as a requirement for	
	appointment process	occupying a leadership	
	of structural officials /	position. Another informant	
	leaders	stated that the need for	
		objectivity at the time of	
		selection of candidates for	
		officers in accordance with the	
		needs and regardless of the	
		interests of certain parties.	
	What can make you	Stacks issues pending tasks and	
	frustrated and How to	jobs or had to be postponed to	
	cope?	be one source of frustration,	
		and they faced it back to his	
		superiors.	

157 Source: data analysis

Table 3 shows a summary of the sources' answers in the sub-focus of the role of political party / external actor intervention in the appointment of leadership positions. In general, many argue that the government and political parties jointly implement laws and play a role in accordance with their respective needs. In the context of appointments, some see that political parties have no role to play.

163

164 Table 3. Summary of comparisons between answers and triangulation on the political party aspect

No.	Questions	Answers	Triangulations
1	How is your opinion on	25% believe that the appointment	Appointment PNS /
	the appointment of an	of the post of the existing	ASN conducted
	employee or officer of	regulations on the requirements,	nationally and
	the parties affiliated	but in practice, there must be	professionally, not

No.	Questions	Answers	Triangulations
	with a political party	intervention from the winning	associated with any
	contestation winner.	party or volunteers.	political party, and
		Impartiality of government	selection of PNS /
		bureaucracy to the political forces,	ASN very tight.
		especially the winner of	(Human Resources
		contestation make the bureaucracy	Officer)
		becomes sterile.	
		Appointments are based on	
		political closeness is a subjective	
		decision and could lead to	
		disharmony in the internal	
		agencies, especially when in the	
		agency provided employees more	
		viable as an officer when viewed	
		from the seniority factor, ladder,	
		work experience, competence and	
		education.	
2	What is the role of	According to its function,	
	political parties in the	parliament involved in the budget	
	implementation of	planning process, the	
	bureaucracy?	establishment of local regulations	
		as the basis for implementation of	
		the bureaucracy, as well as the	
		evaluation and monitoring of	
		performance of the bureaucracy.	
		Political parties should have the	
		domain of policy making and	
		regulation formation, while the	
		bureaucracy has the task of	
		implementing policies /	
		regulations that have been decided	
			10

No.	Questions	Answers	Triangulations
		so that both must go hand in hand.	
		If clear delineation of authority,	
		duties and functions no problems,	
		even going to make in running the	
		government.	
3	How should the attitude	hey should be able to support each	
	of PNS towards	other, in a clear rules.	
	political parties and	ASN must remain focused on the	
	how should a political	execution of their duties and	
	party of bureaucracy	functions, and the political parties	
		to focus on the policies and	
		regulations for the welfare of the	
		community, do not mutually	
		interfere with one another.	
4	What do you think if	50% believe there is no problem	
	your immediate	when the boss comes directly	
	supervisor appointed by	from a political party during the	
	political parties	leadership of a professional and	
		competent in the field of teaching.	
		As many as 50% stated that even	
		though their superiors came from	
		a certain political party, they had	
		to be obedient and loyal to their	
		superiors wherever they came	
		from, so that professionalism was	
		more important in carrying out	
		their duties not to choose and take	
		sides.	

165 Source: data and IJ

Table 4 below shows the answers of the participants regarding the sub-focus of the role of 166 local knowledge in the appointment of leadership positions in the regional government of 167 168 West Nusa Tenggara province. In this sub-focus, the researcher provides a grid of questions that are asked to informants: (1) What is known about local knowledge, the value of local 169 knowledge in NTB Province that can help improve the work ethic of the bureaucracy; (2) 170 what kind of local knowledge needs to be developed in the environment so that human 171 resources are superior; (3) Do the Imtaq activities carried out every Friday morning in the 172 first week and the third week of each month have a positive effect? 173

174

No.	Questions	Answers	Triangulations
1	knowledge in Pemda	understand the local wisdom, and the majority (65%) call it part of the culture of a society	In Peraturan Gubernu Nusa Tenggara Barat Nomor 14 Tahun 2017 Dan Peraturan Gubernu Nusa Tenggara Bara Nomor 25 Tahun 2014 concerning Environmental Work Discipline Article 9 paragraph (2): Every Friday in the first and third week, Imtag activities are carried ou at 08.30 WITA.
2	•	80% consider the values of local knowledge in the people of NTB that can help improve the work	

175 Table 4. Summary of comparisons between answers and triangulation on aspects of local wisdow	175	Table 4. Summary o	f comparisons between	answers and triangulation or	aspects of local wisdom
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No.	Questions	Answers	Triangulations
	improve human	ethic of the bureaucracy, namely	
	resources capability.	devotion to God Almighty,	
		mutual care, hard work, mutual	
		cooperation, and Majo Labu	
		Dahu (shame and fear), Saling	
		Ajinan, and Tatas Tuhu Trasna	
3	Is IMTAQ activities	95% stated that imtaq has a very	
	conducted every Friday	positive effect because it can	
	morning during the first	remind and maintain the values	
	week and third week of	of faith and devotion, especially	
	each month has a	those related to integrity as a	
	positive effect?	civil servant that must be	
		maintained.	
Sourc	ce: data analysis		
Table 5 shows the answers of the participants in the sub-focus of the relationship between the			
sub-f	ocus elements in supportin	ng the implementation of public ser	vice tasks. In this sub-
sectio	on, informants are asked to	give their opinion regarding (1) what	factors an employee or
leader can support in providing public services so that the public feels satisfied; (2) What			

factors determine community satisfaction from the results of ASN work; (3) Are the services
from your office / agency sufficient to answer the wishes of the community; (4) What are the
things that need to be fixed in the process of appointing a leadership official and giving
reasons.

Table 5. Summary of comparisons between answers and triangulation on the relationship between
 aspects

No.	(Questions		Answ	/ers	Triangulations
1	Which	factors	can	Competence,	skills,	
	support	an employ	ee or	expertise,	knowledge,	

No. Questions	Answers	Triangulations
leader in providing public services that satisfy the public community.	availability of facilities and	
What are the factors that determine people's satisfaction of the work of ASN	and professionalism,	
	Informants from BKD states that it is sufficient to answer the wishes of society, especially in staffing services. Only education and health are still inadequate in terms of employment, and recognize that they must continue to be improved so that the public service is satisfied.	states that it is sufficient to answer the wishes of society, especially in staffing services. Only education and health are still inadequate in terms of employment, and recognize that they must

No.	Questions	Answers	Triangulations
4	what needs to be	Participants stated that the	
	improved in the process	things that need to be	
	of appointing a	improved in the process of	
	leadership official and	appointment of acting leader	
	provide the reasons.	is a test system and the	
		competence team of	
		examiners be comprised of	
		practitioners, academics,	
		bureaucracy to the area to	
		be tested. ASN leaders /	
		officials should be qualified	
		with qualified intellectual	
		ability; integrity and	
		commitment to advancing	
		the organization; have high	
		dedication and discipline;	
		maturity in acting and	
		thinking, and nurturing each	
		other.	

188 Source: data analysis

189

The results show that the fulfillment of competency requirements in the appointment of 190 191 leadership positions is in line with the Regulation of the Minister for Administrative Reform and Bureaucratic Reform Number 38 of 2017 concerning ASN Position Competency 192 Standards which details competencies into technical competencies in the form of knowledge, 193 194 skills, and attitudes / behaviors that can be observed, measured, and developed related to technical positions, and West Nusa Tenggara Governor Regulation No. 46 of 2018 195 196 concerning Managerial Competency Assessment of State Civil Servants in the NTB Province Environment which details competencies into integrity, cooperation, communication, results 197 orientation, public service competences, and so on. The informants emphasized the 198

importance of knowledge and skills regarding duties and functions in the workplace,especially those of a technical nature.

This study finds that the application of the meritocracy system in the appointment of 201 leadership positions does not take precedence over human resource skills. This means that the 202 informants view leadership selection more heavily on the pillars of efficiency and 203 effectiveness rather than seeing that the two things: efficiency/effectiveness and equality, are 204 205 two parallel things. This is indicated by achievement and formal education as criteria for leadership rather than social equality. The reason given is that the educational background 206 207 determines the ability to do the task properly, make analytical decisions and depth, as well as achieve the strategic objectives of the institution. However, the public administration system 208 ideal to have a balance in all the pillars, including the system of meritocracy (Dooley, 2020). 209 210 Rothstein & Sorak study (2017) comparing the code of conduct of public administration in 22 developed and developing countries (Canada, United Kingdom and United States) and found 211 212 that the principle of equal treatment irrespective of demographic differences found only in Indonesia. This shows the importance of social equality pillar for Indonesia's diverse. 213 Unfortunately, this commitment is not reflected in the answers of the informants who 214 characterize the new public management system which only prioritizes professionalism and 215 service (Rothstein and Sorak, 2017). However, a complete system is one that balances the 216 values of traditional public administration (loyalty, reliability, legality, equality, impartiality, 217 218 integrity, and openness) with the values of the new public administration. The OECD recognizes that balancing these two things is an effort that is difficult for a country to achieve 219 220 (OECD, 2000) while the scientific research literature is also purely descriptive, rather than prescriptive on issues of social equality (Sabharwal, Levine, & Agostino, 2018). 221

Furthermore, this study shows that the role of political party intervention in the appointment 222 223 of positions is still relatively large with 25% of respondents stating that at the implementation level, intervention from the winners or their volunteers is still a consideration in the 224 appointment of leaders. Surely this is not an issue if the parties objectively put the 225 226 bureaucracy according to its function as the executor of government administrators. That is, the political parties are offering candidates a professional and competent leader position in 227 their respective fields. However, the politicization of the state civil apparatus remains a risky 228 step towards a technical level with lower competence that is almost universally perceived as 229 230 negative for government efficiency and public trust in government. This research also shows

that the speakers understand the meaning of local knowledge and see it as part of the culture 231 232 of the society that cannot be separated and binds across generations. In this case, the values of 233 the local knowledge of the people of Nusa Tenggara Barat described by the informants include faith and piety to God Almighty, mutual compassion, hard work, mutual cooperation, 234 shame and fear (Majo labu dahu), and mutual respect and respect the differences, strengths, 235 236 and weaknesses of individuals or groups (mutual attachment). This research further shows that faith and piety are considered indicators of integrity, and as many as 80% of the 237 informants said that integrity is the most important thing for someone in a leadership 238 position. Imtaq formalization has been carried out in a number of policies and therefore, the 239 240 role of local knowledge.

The relationship between these sub-focuses can be illustrated as in Figure 1. In this figure, the 241 242 position of the elements in the diagram is important. Local knowledge and competence have 243 the same position on the vertical axis because local knowledge is actually a form of 244 competence, in the sense of being a contributor to integrity, which is one of the competencies. Meritocracy and political party participation are in the same position on the vertical axis 245 because they both discuss the issue of participation. Competence is higher than meritocracy 246 because as indicated by the research results, the appointment of leadership positions 247 prioritizes competence rather than the principle of equality. Local knowledge is also higher 248 than political party participation because political party intervention is relatively low 249 250 compared to local knowledge which is the main requirement. There is a back and forth relationship between local knowledge and meritocracy because meritocracy is actually 251 252 embedded in the local knowledge of the people of NTB in the form of mutual values (mutual respect and respect for differences, strengths and weaknesses of individuals or groups). This 253 is relatively common in a number of regions in Indonesia (Jumiati & Saputra, 2019). The 254 255 appointment of a leadership position boils down to the performance and achievements of the local government. 256

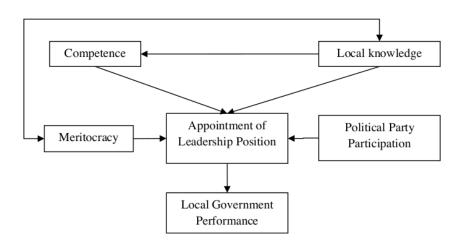




Figure 1 The improvement Model for appointment of a leadership positions

259

260 Conclusion

Based on the analysis of data, found that 90% of appointed officials in leadership positions 261 have to meet the standards of competence specified. The local government has also 262 implemented a meritocracy system so that intervention by the parties prove difficult if not 263 professional. Local knowledge is also partly implemented in the principles of faith and piety 264 as well as integrity competence that underlies the appointment of leadership positions. In 265 conclusion, the Government of Nusa Tenggara Barat can be quite good in considering aspects 266 of competency, meritocracy, participation of political parties, and local knowledge in the 267 appointment of the leadership positions. 268

269 This study recommends that local governments can improve a model for appointment of a leadership positions by supporting local knowledge and political parties. For politicians, the 270 271 intervention of political parties in the bureaucracy as a necessity must be addressed with 272 professionalism and still pay attention to fulfilling competency requirements, implementing the meritocratic system implementation, and preserving the positive values of the role of local 273 274 knowledge in Nusa Tenggara Barat. For PNS / ASN, with the dynamics that continue to develop, especially the intervention of political parties, the adaptability of civil servants / 275 ASN is very important, while still paying attention to meeting competency requirements, 276 implementing the meritocratic system, and preserving the positive values of the role of local 277 knowledge in Nusa Tenggara Barat. 278

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