

# TOWARDS OPEN GOVERNMENT

## “Finding the **WHOLE** **GOVERNMENT** approach”

Surabaya, 8-9 September  
**PROCEEDING**  
**IAPA** International  
Conference

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FACULTY OF  
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# IAPA

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## TOWARDS OPEN GOVERNMENT :

FINDING THE WHOLE GOVERNMENT  
APPROACH

*organized by*  
Department of Administration  
The Faculty of Social and Political Science  
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## Remarks from the Dean

Dear IAPA Conference 2017 delegates,

Thank you for your enthusiastic participation during the Indonesian Association for Public Administration International Conference held in Universitas Airlangga, Surabaya, from 8 to 9 September 2017.

Last year's conference main topic was 'Towards Open Government: Finding the Whole Government Approach'. The topic specifically addressed the urgency of open government which at the moment has received exponential and positive responses from leaders and citizens around the globe. In the forms of organisations, citizen projects, and ICT usage, the movements of open government urge public leaders and other stakeholders to strengthen their commitments in order to promote openness culture between government bodies. By promoting transparency, public involvement, and technology usage, open government initiative seeks to tackle today's governing challenges such as corruption, poverty, inequality, and climate change by opening the doors for non-government actors to get involved, including the academics.

As academics, I believe that the scholars would have crucial role in addressing open government initiatives. Openness culture would ease researchers to gain access to government information, data, and document which stimulate research on public issues which might already illustrate on this proceeding. This proceeding is the collective research made by approximately one hundred participants during the IAPA Conference.

I hope that 63 articles published in this proceeding will provide new insights and debates on open government discussion. Indeed, this has been a great knowledge-sharing experience which hopefully could enhance and contribute to the development of more advanced theories and practices in the future.

Once again, thank you for your valuable contribution.

Yours sincerely,



Dr. Falih Suaedi, Drs. M.Si.  
Dean of Faculty of Social and Political Sciences

# Welcome

Dear IAPA 2017 participants,

On behalf of IAPA Organising Committee, I would like to give high appreciation to all participants during the IAPA International Conference 2017 at Universitas Airlangga.

As an academic forum, the 2017's IAPA International Conference attempted to facilitate open government champions to unlock their country's potentials through openness and collaboration from multi-stakeholders. The forum had become not only a learning and consulting network but also a platform to collaborate best practices in achieving more inclusive development. I believe, open government principles such transparency, participation, and collaboration could bring greater benefits, especially improving the life of the citizens. Through research and collaboration, academics, especially in the field of public administration, will embrace crucial role in the future.

Receiving approximately 90 distinguished papers from four different countries, the committee has been working hard to compile their insightful ideas into this proceeding. The topics between research papers in this proceeding vary from national to local government initiatives, from government to non-government perspective, from conventional to advanced technology methods.

We wish that this proceeding will contribute in open government dialogues, ideas, and practices that can be a learning experience for its further implementation.

Your sincerely,

A handwritten signature in black ink, appearing to read 'Sulikah Asmorowati', enclosed in a light gray rectangular box.

Sulikah Asmorowati, S.Sos., M.DevSt., Ph.D  
Chairperson of the Conference Committee

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## Development of Competency, Job Performance, Commitment and Integrity at Government of Makassar City

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performance, integrity,  
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knowledge

### **ABSTRACT:**

*The main issue investigated in this study was related to the number of local government officials who are recruited in the position promotion possessed lack of competence, job performance, commitment, integrity, rank level and suitability of field of knowledge. Therefore, this study aimed to analyze the capability of Makassar local government in recruiting the local government officials who possessed competencies, job performances, commitments, and integrity. The method used in this study was descriptive qualitative and the relevant research types, such as triangulation of related data to the implementation of the position auction policy from the informants. The qualitative approach by using observation and in-depth interview was used to obtain the valid data and information and to explain comprehensively the capability of the local government to develop the position promotion. The results showed that almost half of the promoted officials lacked the competencies, job performances, commitments, integrity, the appropriate rank level and field of knowledge. The developed model is a rational prototype of positional auction policy, was conceptualized from a series of theory based on the result of previously researchs in order to be applied transparently, accountably, professionally and objectively.*



## INTRODUCTION

In 2014, the local government of Makassar city implemented the position auction policy and continued to the position promotion conducted in December 2016. Through the position auction, it is intended for the apparatuses promotion is conducted openly, and gets the professional structural officials, has high competence, integrity in accordance with the organization's expectation. It is regulated in the Government Regulation of the Republic of Indonesia Number 100 in 2000 about the Appointment of Civil Servants in Structural Positions. Similarly, the Regulation of the Ministry of Administrative and Bureaucratic Reform, Republic of Indonesia Number 13 in 2014 regarding to the Fulfillment Procedures of Leadership Position Openly within the Government Agencies, and more clearly stated in the Constitution Law of Republic of Indonesia Number 5 in 2014 on the State Civil Apparatus. Therefore, the appointment of Civil Servants (i.e., known as PNS in Indonesia acronym) in a position must be conducted based on the assigned principles, i.e., professionalism, appropriate competence, work performance, and the position rank. The Makassar City Government conducts the position auction for headman and sub-district heads as well as for the heads of other Regional Device Work Units (i.e., known as SKPD in Indonesian acronym) which is aimed as one of the strategic steps to respond the society aspirations which are not satisfied with the performance of some urban village and sub-district heads and other SKPD's leaders. The main issue investigated in this study was the existence of some officials in work units of local government recruited in position promotion possessed lack of competencies, work performances, commitments, integrity, the position rank, and inappropriate field of knowledge so that those will affect in declining performance of local government and the slow service and advancement of regional development of Makassar City.

## LITERATURE REVIEW

The competencies of apparatus officials refer to the abilities as an official or a leader in developing proficiency and skills. Each official who will be promoted to the position should have managerial competence, employment competence, and field competence. The managerial competence deals with the ability to plan, organize, develop the staff, implement the government programs, monitor, and evaluate the activities implementation. Meanwhile, the employment competence is related to the accuracy and suitability between the position (job) given with the maturity (mature) and psychological personality which are possessed. The field competence refers to the suitability of the position types with the field of knowledge, so that every official has a good performance and can integrate with the work environment. The competence refers to the work ability of each individual that includes knowledge, skill, and work attitude aspects in accordance with the established standards (Constitution Law No. 13 in 2003 about Employment, article 1, paragraph 10). Initially, there are only two types of competence definitions, namely: 1) competence defined as descriptions of what should be known or conducted in order to carry out the work well (Miller, Rankin, and Neathey, 2001). This type competence definition is known as the Technical or Functional Competency. 2) The competence that illustrates how a person is expected to behave in order to carry out his/her work well. This competence is called as behavioral competencies or can also be called by Soft Skill/Soft Competency. According to Rylatt and Lohan (1997), competence provides several benefits, namely: 1) a clearer career change option to change to a new position, someone can compare his/her current competencies with the competencies required for new positions. The new required competencies may be only 10% different to those which have been possessed; 2) provide more

objective performance assessment and clearly defined standard of competency-based feedback; and 3) improve skills and 'marketability' as an employee. .

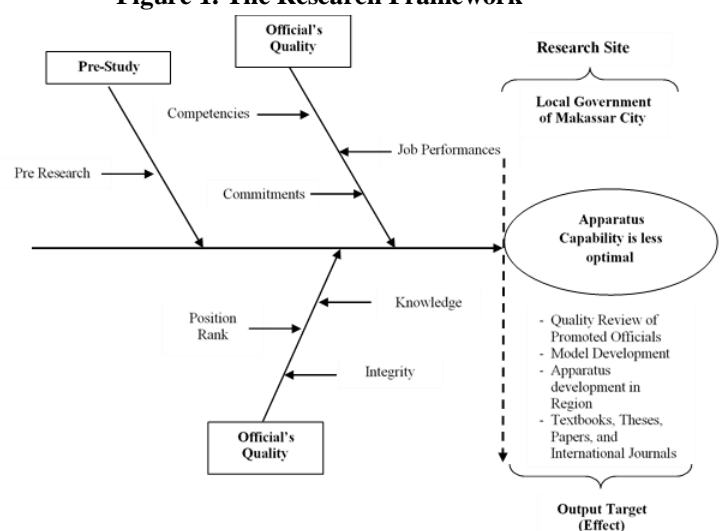
The job performance deals with the activities and work results achieved or showed by someone in conducting the work duties. It can be also stated that job performance is a manifestation or appearance in carrying out the work (Supardi, 1989). The benefits of job performance assessment include: a) work performance improvement, b) compensation adjustment, c) assisting decision-making in determining salary, bonuses, and other compensations forms, d) decision for promotion, transfer, and demotion placement, e) training and development needs, f) career planning and development, g) knowing the staffing misconduct, h) help to identify inaccuracy information, i) work design diagnosis, j) fair employment opportunities, and k) overcoming external challenges.

Integrity can be interpreted as a complete and intact effort that is based on quality, honesty, and consistency of a person's character. Santoso (2010) states that integrity is often interpreted as the unity of thoughts, words, and actions to create a reputation and trust. If it is referred to its derived word, integrity has the meaning of speaking intact and completely/entirely. Meanwhile, according to Harefa (2000), integrity is the three keys that can be observed, namely show honesty, fulfill commitments, and do things constitutently. When talking about integrity, it will not be separated from the effort to become a complete and integrated person in every part of the different self, which works and performs his or her functions well based on what has been designed previously. The integrity is closely related to the integrality and effectiveness of a person as a human being (Cloud and Townsend, 2002).

Robbins and Judge (2007) define commitment as a state in which an individual sides with the organization and

its goals and wants to maintain its membership within the organization. The commitment is a promise which is expressed by someone to her/himself and others and must be reflected in actions and behaviors. The commitment is also as a whole confession that comes from the character or personality of a person who appears spontaneously from within her/himself. Therefore, everyone should have a commitment in the organization. According to Steers (as cited in Kuntjoro, 2002), organizational commitment is as a sense of identification (trust in organizational values), involvement (willingness to do the best possible for the benefit of the organization), and loyalty (the desire to remain a member of the concerned organization) which are assigned by employees to their organization. Steers argues that organizational commitment is a condition in which employees are very interested in the goals, values, and objectives of the organization. The commitment to the organization means more than just a formal membership, because it includes an attitude of liking to the organization and a willingness to strive for a high level of effort for the organization's interest for the achievement of the goal. Similarly, Griffin (2004) states that organizational commitment is an attitude that describes the extent to which a person knows and is bound to the organization. This research was described in the research framework as follows:

**Figure 1. The Research Framework**



## RESEARCH METHOD

The method used in this study was descriptive qualitative and relevant types of research such as triangulation of data which were related to the implementation of the position auction policy from the informants. The qualitative approach by using observation and in-depth interview was used to obtain the valid data and information and to explain comprehensively the capability of the local government to develop the position promotion.

## RESULTS AND DISCUSSION

### Competence, Job Performance, Commitment, and Integrity

#### A. Official Apparatus Competence

The recruitment process of Makassar City Government officials, as stated through interviews with the administration officials (i.e., called BKD's staffs) revealed that one of the models use in the official's recruitment was based on the proposals from SKPD which would be reviewed by the Position and Rank Consideration Board (i.e., known as BAPERJAKAT in Indonesian acronym) regarding to the official's track record and searching information to the immediate supervisor.

Referring to the intended competencies, such as organizational competence, job competence and field competence are also considered in the official's recruitment process, and those competencies have been regulated in the government policy of Makassar City, but the competency assessment was remained preceded by the proposal of SKPD itself. Furthermore, officials who assess the competence, it is not only assessed by the mayor, but also involves direct supervisor. The competency assessment is conducted by looking at and assessing the daily performance of the officials such as how far they are able to carry out the responsibilities given to them, and it is an added value when the officials can complete the work given on time and based on the expectations. The

officials involved in conducting competency assessments are included in the BAPERJAKAT by conducting official assessments, including assessment obtained previously, such as from BKD, Inspectorate and from the elements of city administration assistants, and assessments can not be separated by looking at the official's work records.

Regarding to the position promotions, there were 2 things that need to be observed, namely the first was related to JPT (Senior Leadership) or Echelon 2 with 11 position items which were open (Open Promotion) and proposed by some Civil Servants. Furthermore, the assessment was conducted in cooperation with the State Employment Board (i.e., known as BKN in Indonesian acronym), then after the assessment with various models such as sociometry, interviews and teamwork, then the next it was the selection committee (i.e., known as Pansel in Indonesian acronym) section to explain the proposed opinion and papers and direct interviews with Pansel. The result of score accumulation from BKN with selection committee would appear rank 1, 2, and 3 which then reported to Mayor as personnel appraisal official. The indicators of position promotion determined by Makassar municipal government was not separated by seeing the work performances, so that if there were officials who are considered fewer performers, they will be non-worked, and the second is by looking at integrity. Related to the competencies of officials who have been promoted, the informants stated that the competencies used in the official's recruitment in Makassar City Government were still less optimal. Similarly organizational competencies, occupations, and field of knowledge were unclear measurement because they tended to like and dislike perception. However, the three competencies are clearly regulated in general by the Ministry of Administrative and Bureaucratic Reform (i.e., known as Kemenpan-RB in Indonesian acronym).

In assessing who is a competent official, it was conducted directly by the relevant officials in accordance with their position. Besides, the percentage of officials who were replaced because of having lack of competence, the informants stated that the officials' change was not based on competencies because there were some and even more officials who have lack of competencies instead replaced by people who lack competence including having no background in that field of knowledge. Therefore, the informants stated that in the Government of Makassar City did not arrange the competence indicators in position promotion. This phenomenon is not congruent with the government regulation No. 101/2000 on the education and training of civil servant positions that mention competence as a capability and characteristics possessed by a civil servants in the form of knowledge, skills and behavioral attitude required in the implementation of their duties and positions. However, the Mayor of Makassar keeps the principle of placing officials in accordance with their competence by signing a memorandum of understanding with the Head of Assessment Center for the competence of the State Civil Apparatus (i.e., known in Indonesian acronym as ASN), Aris Widyanto, and the assessment team for the assessment of candidates for senior management in the scope of Makassar City Government. The cooperation is a form of transparency and implementation of bureaucratic reform in the scope of Makassar City Government.

The assessment was conducted to get official candidates in accordance with the required competence in order to fill the chairman position that is served by the task executor and charging positions of regional equipment restructuring according to Government Regulation No. 18 in 2016. If the official candidates are not competent, it will affect and cause the service to the community, the service will be slow, work at random, not maximal, less efficient and the results are less appropriate in

accordance with the standard operating procedures (SOP) that have been determined. The Mayor of Makassar as an informant stated that the poor bureaucracy (low performance) due to lack or even less competence as a structural official in the government. Therefore, the assessment becomes very important so that the performance of structural officials can be achieved better to the progress in the Government of Makassar City. Based on the results of the official competence assessment record, it shows that the promoted officials' competencies on average were at the value of index 2.4 which means that it is still in the good (medium) category or only 60 percent of officials who have good competence. The rest of 40 percent still have competencies that are in the poor category. It shows that almost half of the promoted officers still need to be improved their owned competencies both managerial competence, job competence, and or field competence.

### **B. Official's Job Performance (Having good performance and work discipline)**

The performance assessment of civil servant officials is an important part of effective civil service administration. With job performance assessment, the Mayor informs employees about their work and productivity levels that are useful as the best consideration in determining decision-making in position promotions. Therefore, job performance assessment is as a process that is conducted by the Mayor of Makassar to promote an official. The results of observations and interviews indicated that one of the indicators to see the officials' performance, is such as for the position of urban village head, the Mayor has launched a program known as *LONGGAR* (i.e., *Lorong Garden*), each urban village has at least 4 to 5 *longgar*, so that the performance indicators can be seen by how far the officials are able to implement the program proclaimed by the Mayor. For this year, the job performance assessment is not applied

anymore because previously the assessment has been conducted, so the value that has been obtained previously is combined with the Employee's DPK (Performance Work List). This is the indicator of job performance in this year. For the promoted staffs, they should have integrity, loyalty and the achievements were accompanied by the leadership that is assessed by the special team, because in SKPD, the staff is the spearhead of the administration so that the indicators in assessing the performance is the success of building and fostering communication with the employee leadership and discipline. If they violate integrity, loyalty and have less performance, the employees will be sanctioned by not included in position promotion. For position mutation or replacement sanction, it was usually conducted by looking at the assessment from the beginning of the serving until now, whether the placement from the beginning is appropriate or it needs adjustments. Although the assessment has been done from the beginning, but the officials' educational background and work experience are also considered. However, the Mayor of Makassar has performed job performance assessment in accordance with the policies and programs proclaimed, then as a public official which is bound by the applicable legislation, so each position promotion policy is based on job performance assessment which is always obliged and refers to the Government Regulation Number 46 in 2011 about the work performance assessment of civil servants. Article 1 paragraph 3 explains that work performance is the work achieved by every civil servant in an organization unit in accordance with the objectives of employment work and work behavior.

The job performance assessment of civil servants aims to ensure the objectivity of civil servant guidance that is conducted through the system of work performance and career system that are emphasized on the work performance system (Article 2). The job performance assessment is

conducted based on the principles of: a) objective, b) measurable, c) accountable, d) participative, and e) transparent. While the work behavior assessment includes aspects of: a) service orientation, b) integrity, c) commitment, d) discipline, e) cooperation, and f) leadership. The work performance and work behavior indicators should be the main basis in considering whether or not an official can be promoted. In the employment administration, the merit factor system or career system remains to be preferred in the position promotions so that someone can further develop his/her career and feels rewarded for the achievements that have been made. That is why in the preparation of a new structure in the Government of Makassar City should be based on objective assessment. All officials have the right to get a position by showing maximum performance in performing their duties. As an implication of the objective assessment, the Mayor of Makassar in December 2015 had defined three officials' names, namely the Head of Industry and Trade Department, Head of Disaster Management Agency of Makassar Region, and Head of Environment Agency of Makassar Region. The three officials were replaced by more accomplished officials based on objective assessments. Similarly, positions that have been simulated consisted of Kasubag level, Section Head, Head of Section, Head of Agency, Head of Village, Head of Regional Office and Director of Regional Company. This policy was not only related to the continuation of the previous auction results, but also applied after the decree of Government Regulation No. 18 in 2016 on the restructuring of regional apparatus.

Based on the results of the officials' job performance assessment records, it shows that the average performance of promoted officials on average was at a value of 2.4 index which means that it is still in the good (medium) category or only 55 percent of officials have good work performance. Meanwhile the rest of 45 percent are still having poor work

performance. This shows that almost half of the promoted officials have lack of good work performance. Therefore, in accordance with the promise of the Mayor of Makassar when inaugurating the *Camat* and *Lurah* of Makassar City on the *Pinisi* ship at the Losari Beach Pier, in December in last year stated that it would be conducted evaluation to the work performance of officials, sub-district and village heads and would announce the evaluation results. The official's performance assessment indicator was simple to see performance during the last three months; especially how to conduct the programs that have been declared by the Government of Makassar City. If within three months of serving and they are less able to match the monitoring in the field, then the officials will be replaced so that the program can run rapidly.

### **C. Official's Commitment (Obey the Law Regulation, Appointment, and Asseveration)**

The official's commitment is an important indicator in performing functions, duties and responsibilities. The commitment is a consistent attitude toward the goals to be achieved that is preceded the agreement or deal to do something. The city government officials who have stated their commitment to help to conduct the city government programs are officials who are willing to comply with legislation and fulfill their appointment to advance the Makassar City Government. With regard to the officials' commitment, in the first year they have signed the Integrity Pact, which consists of several points relating to the commitment of officials themselves such as compliance with laws, promises and asseveration. The city government officials, either SKPD's officials, sub-district heads and urban village heads who are less disciplined, violate the rules and ethics of a civil servant even though they have the competence and performance, they will not be included in the position promotions. Similarly, if in conducting their duties

regarding to the disciplinary issues such as immorality or lack of ability to provide services in accordance with the legislation rules, and conduct the illegal charges, then the officials immediately replaced and processed into the court domain if they stumble over the legal issues. Some headmaster officials of Makassar High School became a proof of assertiveness of Makassar Mayor to be removed their position due to illegal charges. Similarly, several heads of government departments and headmen were sanctioned for dismissal and subsequently carried out the guiding efforts so that the officials could be changed and may be possible to rule out being given new positions as long as they were able to perform well.

Commitment is needed to support the city government programs by assessing through performance reports that can be obtained at BAPPEDA –i.e., Indonesian acronym of Regional Development Planning Agency– in the form of data per period about the achievement of commitment development, because the commitment assessment is also an indicator of position promotion. To support the officials' commitment, in the Regional Employment Board of Makassar City, there are several indicators of knowledge development which are conducted in order to foster the officials' commitment, such as:

- a. Technical guidance of LHKPN (i.e., Indonesia acronym of Civil Service Assets Report), therefore, they understand how to fill in the wealth report, if there is an addition to the wealth number, then it is reported again and this is done per period.
- b. For the development of human resources, it is conducted the Leadership Education and Training (i.e., known in Indonesian acronym as DIKLATPIM), which has been conducted lately, such as DIKLATPIM 4 for 5 Grades and DIKLATPIM 3 for 2 Grades.

- c. For contract employees are also given technical guidance about the Employment Ethics.

In addition, the spiritual guidance was conducted for every *dhuhur* prayer which was centered at Mushollah/Mosque of Makassar City Hall. Even one of the place of official's inauguration conducted on the place that is considered sacred as at the garden of the hero's tomb and on the *phinisi* boat as a *da'wah* –religious propaganda– effort so that the inaugurated officials always remembered the death and struggle, therefore, in carrying out their duties, they can be more disciplined and obey the employment regulation and other constitution laws.

Based on the results of the officials' commitment assessment records, it reveals that the promoted officials' commitment on average was at a value of index 2.1 which means that it is still in the good (moderate) category or only 52.5 percent of officials who are committed in performing the task properly. The rest of 47.5 percent still have a relatively poor commitment. Therefore, it indicates that the compliance or obedience of officials to the constitution regulation and the oath of office that is expressed still needs to be improved before the officials are promoted.

#### **D. Official's Integrity (Trustworthy, Honest, and Having Character)**

The integrity creation and strengthening for the public officials have been proved in many countries as one of the most important factors in the eradication of corruption as well as in administrative reforms in order to establish the good governance. The Mayor of Makassar ensures that the officers who are mandated to become officials in the new organization structure of Makassar City Government in 2017 are the professional and integrate State Civil Servants (i.e., known as ASN in Indonesian acronym). For the official's integrity, ideally an integrity assessment should be conducted in stages, but if a leader conducts an assessment and

discovers nonconformity with the Integrity Pact that they have previously fulfilled and signed, then the non-employment status will occur in the sense that it will not be given another position because integrity is an indicator to the position promotions. That is because the determination of this State Civil Apparatus as an official based on the track record, or performances achieved during its served in Makassar City Government. Positions currently occupied by task executors such as Social Department, Education Department, Communication and Informatics Department, and Housing Department, are not necessarily held by Task Executor (i.e., known in Indonesian acronym term as PLT) currently being served. So it is not necessarily that the PLT is patented, and still selected which one is more competent. Therefore, the appointed officials can support the Constitution of Public Information Disclosure (i.e., known as KIP in Indonesian acronym). It aims as a form of transparency and publicize programs that have been possessed by regional work devices in Makassar.

Based on the results of the officials' integrity assessment records, it reveals that the promoted officials' integrity was on average at a value of index 2.0 which means still in the good (medium) category or only 50 percent of officials who have good integrity. The rest of 50 percent still have poor integrity. It shows that half of promoted officers have lack of good integrity in the form of performing their duties and mandate based on the principle of firmness, trust, honest and noble character in carrying out the tasks.

In addition to the four main elements, namely official's competency, job performance, commitment and integrity discussed previously, then it is also presented two additional discussion elements, namely: 1) position rank, and 2) the suitability of the official's field of knowledge.

#### **1) Position Rank**

The position rank is one of the indicators that will be achieved in the implementation of position promotion. The position rank should be based on the rules as a criterion in placing the candidate of the elected officials. Its aim is that in the implementation of the position auction can get the official candidates who have the competence, capacity and capability based on expanding structural positions. One of the government regulations governing the appointment of the rank of civil servant in a structural position as amended by Government Regulation No. 13 in 2002 is the Government Regulation No. 100 in 2000. This regulation becomes the legal basis to be implemented so that the officials appointed in structural positions can be objective. For example, the officials' appointment should consider to the track experience records so that the officials can work professionally when they serve the society. The officials who are not appointed objectively and based on the professional manner will difficult to understand the new task being carried out. One of policy objectivity principles to appoint officials is to conduct the merit system and does not to violate, so the appointed civil servants in their position qualify the requirements.

Some officials within the scope of Makassar City Government occupy the position of Echelon II b while the concerned officials were the first time to serve the position and had never occupied the position of Echelon III a and also had never followed the structural training, both training PIM IV and III (Head of Women's Empowerment and Child Protection Agency, recorded until April 2016). Similarly, an official was appointed in the position of Echelon II b, while the concerned rank of class III d, 2 (two) levels below the rank, while the base of Echelon II b is IV b and has never followed the structural training PIM III (Head of Regional Disaster Management Agency, recorded until April 2016). The temporary data in previous research found that approximately 12 appointed officials in the

position of Echelon II b, Echelon III a and Echelon III b had not qualified the rank requirement for occupied Echelon positions as well as educational qualification and level, and expertise competence in the field of knowledge in accordance with the relevant positions. This is not only contrary to the Government Regulation No. 100 in 2000 concerning the appointment of civil servant rank in structural positions but also contradictory to the Regional Regulation No. 3 in 2006 concerning on Education, Article 19 Paragraph (1). Therefore, the implementation of the position auction as a policy in the implementation of government needs to be returned to the applicable rules, so the government officials can perform their duties and functions as a good regulatory implementer, i.e., precisely to the right law regulation and proper discipline as authoritative government officials and have high accountability in conducting the government tasks.

## 2) Official's Field of Knowledge

The suitability of the official's field of knowledge is also one of the indicators in the position promotion of as has been conducted previously in the official's assessments. If it is less or not in accordance with the work field of knowledge, it will be replaced with appropriate officials. The knowledge level of a person to be able to develop a position must be adjusted to the position so she/he is able to conduct her/his works properly. The Merit System is a policy and management of the State Civil Apparatus (ASN) based on the fair qualifications, competence and performance without distinction of political, race, color, religion, origin, gender, marital status, age, or disability condition background (Article 1 number 22 of Constitution Law Number 5 in 2014). In Government of Makassar City, the studying permit is an early action before the municipal officials of Makassar continue their educational level, so that when the studying permission is taken firstly by conducting the interviews and then asked



their purpose to continue their study and the suitability of the field of study that will be taken. It is intended to be linear between positions/jobs with the field of knowledge. For the educational accreditation assessment is minimum accreditation B in accordance with Decree of Minister of Administrative Reform (i.e., known in Indonesian acronym as Menpan). However, for the nursing Department, it is an exception with the consideration that has no minimum accreditation B, so for the field of nursing is devoted.

Technological developments where the assessment of educational accreditation made through the online system are very helpful in knowing the officials' educational accreditation value. When it is conducted the input to the system and it is found that accredited C, except the nursing field, then it will be immediately rejected by the system. In the position promotion in the municipal government of Makassar, the suitability assessment of the official's field of knowledge with the work field remains to be consideration of the mayor, although in the realization there are still some officials served less appropriate with their field of knowledge. Based on the suitability assessment results of the officials' field of knowledge, it indicates that the promoted officials are on average at an index of 2.3, which means it is still in the good (moderate) category or only 57.5 percent of them who have the suitability of the field of knowledge with the positions held. The rest of 42.5 percent are still less appropriate to the field of knowledge. This shows that half of promoted officials have lack of good skills in performing their duties. The logic is often a model that when the position is highest, the knowledge must also be highest. Even with the basic knowledge that can be a character indicator in performing the tasks.

Overall, the promoted officials' quality assessment can be identified based on the following table:

Table 1. The Promoted Officials' Quality

Quality	Indeks (Mean)	Category	Percentage (%)
Competency	2.4	Good	60
Job Performance	2.2	Good	55
Commitment	2.1	Good	52.5
Integrity	2.0	Good	50
Field of Knowledge	2.3	Good	57.7

Source: Primary Data Analysis Results, 2017

### 3) The Quality Development Model of the Promoted Officials

The quality development model for officials which was developed in the second year is the rational model prototype of the first year position auction policy, which is a conceptualized model of a series of theories based on first year research results. Based on the framework model, it can be stated that an auction policy that aims to be implemented in a transparent, accountable, professional and objective manner, so the things that need to be conducted are: 1) formulation of all policy plans that will be implemented, including methods and prescriptions for policy actions so that they are easily to be implemented. Formulation is the first step of a phase or activity development of a policy that unifies the perceptions of emerging needs in society. In the formulation, it has been formulated that how the activity plan can be implemented; who is the executor and who is that will get the benefits from this activity; 2) implementation refers to the policies implementation that can truly be supported by all administrative officials at all levels. The administrative apparatus must have a strong commitment in implementing the policy in order to truly achieve the policy objectives; and 3) policy evaluation is related to the assessment process, whether the policy objectives have been achieved well or there are still many insufficiencies,

and the weakness from the implementation. The three main elements were implemented in accordance with the Constitution Laws, Ministry Regulations and Government Regulations as the regulation basis so that the policies can be implemented normatively without contrary to the constitution.

The results of a transparent, accountable, professional and objective policy were expected to produce the official's candidates who have competency, job performance, commitment, integrity, based on the position rank and the appropriate field of knowledge. The managerial competence, job competence and field competence can be realized if the official's candidates have organizational capability, physical and psychic maturity and mastery of knowledge from the positions that are given to them. The officials' prototype is not born by itself but it must be by design through quality training and adequate budget support. The investments for human resource development in governance should be prepared in advance, in other words, the quality selection of the officials is not sufficient to be obtained when the position auction or promotion is carried out, since inappropriate assessment or mis-assessment and like-dislike factors easily occur and be apply subjectively to the behaviors of the deciding regional heads, including the difficulty to evaluate the officials' job performance, commitment, and integrity objectively. Therefore, a credible and independent assessment apparatus should also be involved without being easily intervened. There is a need to guarantee a failure to promote an official and open acknowledgment of the wrong assessment that has been conducted. The abstraction of Quality Development Model for the promoted officials can be described as follows:

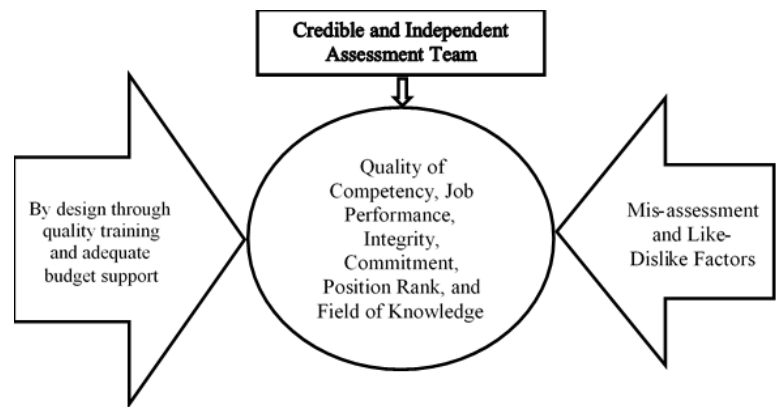


Figure 2. The Quality Development Model of Officials based on Competency, Job performance, Commitment, Integrity, Position Rank, and Field of Knowledge

## CONCLUSION AND SUGGESTION

### Conclusions

Based on the results and discussion previously, it can be concluded that as follows:

- 1) The officials' competency assessment shows that the competence of officials who were promoted was on average at the value of index 2.4 which means that it was still in the good (medium) category or only 60 percent of officials who had good competence. The rest of 40 percent still had poor competencies. It shows that almost half of the promoted officials still need to improve their competencies both managerial competence, job competence and field competence.
- 2) The officials' job performance assessment indicates that the average performance of the promoted officials was at an index average of 2.4, which means that it was still in the good (moderate) category or only 55 percent of officials who had good job performance. The rest of 45 percent still had poor job performance. This shows that almost half of the promoted officials have lack of good job performance.
- 3) The officials' commitment assessment indicates that commitment of Makassar government officials that were promoted was on average at the index

- value of 2.1, which means that it was still in good (moderate) category or only 52.5 percent of officials who have commitment in doing their works well. The rest of 47.5 percent still had a relatively poor commitment. It indicates that the compliance or obedience of officials to the constitution laws and the oath of office that had been expressed still needs to be improved before they are promoted.
- 4) The officials' integrity assessment shows that the integrity of promoted officials was on average at an index value of 2.0 which means it was still in the good (moderate) category or only 50 percent of officials who had good integrity. The rest of 50 percent still had poor integrity. It shows that half of promoted officers had lack of good integrity in the form of carrying out their duties and mandate based on the principle of firmness, trust, honest and noble character in carrying out the tasks.
  - 5) The temporary data in the previous studies found that approximately 12 appointed official in the position of Echelon II b, Echelon III a and Echelon III b had not yet qualified the Echelon position's rank, the educational qualifications and level, and the expertise educational competency for field of knowledge based on the relevant positions. This was not only contrary to Government Regulation No. 100 in 2000 concerning the appointment of civil servant rank in structural positions but also contradictory to Regional Regulation No. 3 in 2006 concerning to Education, i.e., Article 19 Paragraph (1).
  - 6) The suitability assessment in the field of officials' knowledge shows that the promoted officials were on average at an index value of 2.3, which means it was still in the good (moderate) category or only 57.5 percent of officials who had the suitability of the field of knowledge with the positions that were held by them. The rest of 42.5 percent were still less appropriate to the field of their possessed knowledge. This shows that half of promoted officials lack good skills in performing their duties.
  - 7) The outcomes that had been achieved were the publication of international journals and will follow the national seminar based on the papers to be presented.
  - 8) The next research plan phase in 2018 is related to the performance of apparatus officials in providing services to the community with indicators of community satisfaction towards services ranging from agencies, departments, districts and sub-districts.

### Suggestions

- (1) It is recommended that the fulfillment or promotion for the official's candidates of local government should be based on the assessment of competency, job performance, commitment, integrity, position rank and suitability of field of knowledge for the relevant positions based on the objective assessment and publicly announced.
- (2) The implementation of a conditional assessment or appraisal for a civil service official should be conducted by the Regional Employment Board and assisted by an independent team as a policy which is as long as does not contrary to the existing laws and regulations so it is appropriate to choose a government official who is authoritative and has high accountability in conducting the government tasks.
- (3) In order to easily understand the new implemented tasks by the officials, then one of the policy objectivity principles is to appoint officials based on the merit system principle and does not violate the employment regulation so that civil servants who are appointed

to the relevant positions qualify the requirements.

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