

5-7-2018

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Recommended Citation

Sakinah, Nada (2018) "Employees' Attitude toward the Implementation of Open Selection System for Senior Executive Service Positions," *BISNIS & BIROKRASI: Jurnal Ilmu Administrasi dan Organisasi*: Vol. 24 : No. 1 , Article 4.

DOI: 10.20476/jbb.v24i1.9469

Available at: <https://scholarhub.ui.ac.id/jbb/vol24/iss1/4>

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Employees' Attitude toward the Implementation of Open Selection System for Senior Executive Service Positions

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Abstract. The Civil Service Law has become the foundation for government's human resource management reform. One of the major changes that the law brought about was the open selection for the filling of senior executive positions. The attitude of the parties affected by the changes is a factor that determines the success of a reform. Taking a case of the Indonesian Ministry of Energy and Mineral Resources as one of pioneering government ministries that has implemented such reform, this research aims at describing the attitude of civil servants of the ministry toward the open selection policy for senior executive positions, particularly first level senior executives service (jabatan pimpinan tinggi/JPT Pratama), as well as to describe the attitude differences that are showed by the officers based on their age, gender, education level, position type, and service length in the ministry. As a result, there is generally a positive attitude without significant differences between the officers in terms of age, gender, and different position type, but there are also partial differences between one group and another based on education level and service length.

Keywords: attitude, open selection, attitude difference, human resource management, civil service reform

Abstrak. Undang-undang Aparatur Sipil Negara menjadi pondasi bagi reformasi manajemen sumber daya manusia aparatur. Salah satu perubahan utama yang dilahirkan undang-undang tersebut adalah seleksi terbuka untuk pengisian jabatan pimpinan tinggi. Keberhasilan suatu perubahan salah satunya ditentukan oleh sikap para pihak yang terkena dampak perubahan tersebut. Mengambil sebuah kasus berupa Kementerian Energi dan Sumber Daya Mineral, Republik Indonesia, sebagai salah satu kementerian perintis reformasi tersebut, penelitian ini dilakukan untuk menggambarkan sikap pegawai kementerian tersebut terhadap kebijakan seleksi terbuka jabatan pimpinan tinggi (JPT), terutama JPT Pratama, sekaligus menggambarkan perbedaan sikap yang ditunjukkan oleh pegawai berdasarkan kelompok usia, jenis kelamin, tingkat pendidikan, jenis jabatan, dan masa kerja di Kementerian ESDM. Hasilnya, secara umum ditemukan sikap yang positif tanpa perbedaan signifikan antara pegawai dengan usia, jenis kelamin, dan jenis jabatan berbeda, tetapi ada perbedaan parsial antara satu kelompok dengan satu kelompok lain berdasarkan tingkat pendidikan dan masa kerja di Kementerian ESDM.

Kata kunci: sikap, seleksi terbuka, perbedaan sikap, manajemen sumber daya manusia, reformasi kepegawaian negara

INTRODUCTION

In the public sector the role of senior officers in bureaucracy becomes very significant since they must be able to perform various roles, such as maintaining partnerships with external parties, acting as change agents in their own institutions, and even advocating for public values and national agenda (Kim, 2007:137). It is not uncommon for a country to reform the management of senior officers of bureaucracy as the leverage of the overall bureaucratic reform (World Bank, 2012:1). What is usually done is to form a bureaucratic elite group consisting of senior officials (senior executive services/SES). The underpinning rationality is due to the very high dependence between the leader (superior) and the led (subordinate) in the bureaucracy. By making changes to bureaucratic leaders, it is expected to be able to transmit even greater changes to the personnel under their authority and how the personnel have attitude differences towards it. This issue subsequently goes to fore as Colby and Ingraham (1982:107) early put it, attitudes of

officers toward the SES system are a valid measure for evaluating the objectives of establishing the SES system. In addition, attitudes become important to be studied because the attitude shapes people's perceptions of their world and influences people's behavior toward the world (Albarracin et al., 2008:19).

In Indonesia the issuance of Law Number 5 Year 2014 about the Civil Service (Undang-undang Aparatur Sipil Negara/UU ASN) has become a cornerstone of the beginning era of senior executive service (Jabatan Pimpinan Tinggi/JPT) in Indonesia. In the Law one aspect that explicitly and significantly distinguishes JPT from other positions in the management of ASN officers is related to the mechanism to fill JPT positions known as the open position system. Prasojo (2014) stated that the open and competitive filling of JPT besides to reduce political intervention in the bureaucracy, is also to improve bureaucratic productivity and performance. In the past, with a system of seniority and rank rankings, the position in the bureaucracy was partly obtained due to the close relationship and personal loyalty of an employee to their

superiors. It was also suspected that some civil servants also occupy positions due to various political economic transactions. Consequently, competence, qualification and performance were often not the requirements in filling positions in the bureaucracy. As Korea's experience, open selection can reduce the impact of political influence and prioritize more on the performance (Kim 2007:133).

The Ministry of Energy and Mineral Resources (hereinafter refers interchangeably as to either the Ministry or the MEMR) is one of the pioneer agencies that implement the JPT open selection process, particularly in a way that not only has the Ministry applied the system to fill vacant positions due to retirement but also to find better candidates to assume the positions. The use of the open position system by the Ministry was not a matter of "have to", but "want to". The use of the open position system is not a case of abiding to the national recruitment system; rather it is a case of institutional commitment towards a merit-recruitment system. This way, the Ministry has also opened up opportunities for professionals from outside the Ministry, including both civil servants and non-civil servants, to apply for the job vacancies. In addition to the mid-level JPT (JPT Madya), the Ministry has also conducted the process of open selection to fill in the position of the entry-level JPT (JPT Pratama). In 2015 the ministry opened up eleven JPT Pratama positions for open selection, while in the early of 2016 there were three open vacancies at JPT Pratama level. While JPT Madya positions can be filled in by non-civil servants, JPT Pratama positions are currently restricted to civil servants only.

The open selection of JPT Pratama in the Ministry has opened up opportunities for all civil servants who meet the qualification requirements to follow the process. By 2015, total applicants to become JPT Pratama were as many as 90 people with only 52 percent of those applicants came from those who were already employed by the Ministry and the rest came from those who held positions outside the Ministry. This shows that qualified civil servants have not maximally utilized the open position system for the vacancy in JPT. At the beginning of 2016, there was an increasing number of JPT Pratama positions applicants, whereby 71.4 percent of the total applicants came from internal employees of the Ministry, while 28.6 percent came from other agencies. However, on this occasion, only three vacant positions with total number of applicants are only 28 people.

Changes in organization are usually accompanied by employees' attitude toward them (Giauque, 2015). The open selection policy for JPT position as mandated by the UU ASN is a change in the way an employee can reach his or her top career ladder on competitive expertise and skills, no longer on merely hierarchical que. This brings about consequences on the employees' attitude toward the organization they work for, which ultimately affecting the success of the JPT system and the organization performance. With the open position system, there may be resistance from current employees that can be rooted back to the prevailing values, such as seniority culture,

uncompetitiveness, less innovative that causes the employees reluctance to accept the changes.

As pointed out by Dhakidae (2014), Indonesian bureaucrats believes in hierarchy as the source of knowledge. Those standing at the lower hierarchy tend to follow whatever those standing at the upper hierarchy said, including in terms of attitude toward policy. Since bureaucrats are very likely to suppress their resistance toward policy, at least in public, this paper suggests that MEMR's employees' attitude toward open selection policy of JPT position to be positive.

In this paper, the different attitude amongst employees based on their gender, age, job type, education level, and job tenure categories will be discussed. Before the discussion, theoretical review on concepts such as attitude, attitude toward change in the organization, and the open promotion system is described.

Attitude is a hypothetical construct, so it can not be observed directly, but can be inferred from a number of measurable responses. These responses can describe whether a person's attitude towards an object is positive or negative (Ajzen 2005, p.3). The object of attitude can either be a concrete object, a behavior, an abstract concept, a human, or an event (Albarracin 2008, p.19). Attitude is the tendency to act, perceive, think and feel in facing objects, ideas, situations or values. Attitude is different with behavior, but it is a tendency to behave in certain ways toward the object of attitude. The object of attitude can be things, people, places, ideas, situations or groups (Rakhmat 2009, p.39). Dunham et al. (1989, cited by Rashid et al. 2004, p.163) state that attitude consists of three dimensions, namely affective, cognitive, and behavioral tendency. Cognitive response describes one's belief in the object of attitude. Meanwhile, the affective response describes a person's evaluation of an object relevant to his/her values. Behavioral tendency, on the other hand, include a person's desire or commitment to act on attitude objects (Ajzen 2005, pp. 4-5). The mechanism of the object-stimuli relationship and its attitudes and dimensions is illustrated in the Figure 1.

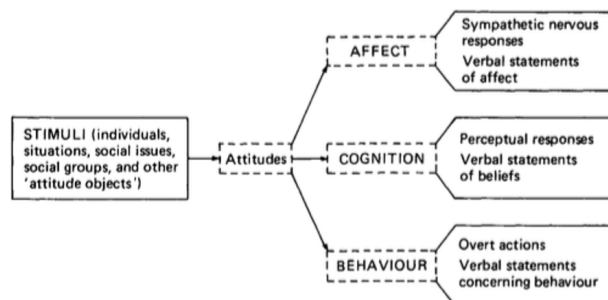


Figure 1. Mechanism of Stimulus Relation, Attitude, and Attitude Dimensions

Source: Eiser 1986, p.54

Besides his/her affective reactions to change occurred in an organization, attitudes also deals with the cognitive aspects and behavioral tendencies of a person. The changes can be accepted positively (?) or negatively, e.g. anger and fear, depending on the

employee's attitude to the change (Vakola and Nikolau, 2005, quoted by Giauque 2015:74). Most of the reform efforts meet resistance because the related parties are reluctant to support the effort, too many reforms are made at one time, or the high pressure faced by the parties involved in the reform, which is often unclear when it ends. An officer will have a different sense of responsibility or disillusionment with his or her organization, depending on his or her ability to accept pleasant or unpleasant treatments. This treatment is captured as the level of reward of the organization towards the contribution of officers and the concern of the organization to the welfare of officers (Giauque 2015, p 73). Officers tend to be more interested in participating reform efforts if they receive enough information and feel supported by their organization (Giauque 2015, p 75). Tierney (1999, as cited by Rashid et al. 2004, p.164) also states that the officer's relationships with his/her superiors and co-workers shaped the officer's attitude toward the organization, including changes in the organization.

In South Korea, Open Competitive Position System (OPS) has been conducted since 1999 (Kim, 2010: 246). OPS policy is pursued by two basic assumptions, First, every position has competency requirements and if the position is occupied by people who have the appropriate competence then the duties and functions of the position will be run optimally. Second, competition for positions will encourage officers to improve their competence, so that more potential candidates are available to occupy positions in the organization. According to Kim (2007: 130), the objective of SES open selection is to improve inter-agencies expertise mobility to support the improvement of the quality of government (Kim, 2007: 130). In addition, SES open selection is also applied to obtain human resources with specific expertise required by the government but not available in public service (Kim, 2007:76). On the other hand, the opening of positions to be occupied not only by the internal organization also increases the competition within the bureaucracy. Competition is needed to improve the motivation of employees who were previously likely to felt complacent because of their permanent status as civil servants (Kim 2010: 244). Prasojo and Rudita (2014: 36) posit that the open career system through open selection policy is a transition phase for Indonesian civil service from closed career system to open system that is proposed to happen in 2025, and it will also be the biggest lever to Indonesian administrative reform. Dwiyanto (2015:149-150) suggests that open, merit-based selection can enhance employees mobility and is a powerful instrument to form a professional public service.

The open selection policy is a manifestation of the boundary-less career model. The research done by de Caluwe et al. (2014) in Belgium found that the level of education has become one of the differentiating attitudes of officers over the application of the boundary-less career model in the public sector. Higher

educated officers tend to be more open to the reform of this career model. Another distinguishing factor are the age and work duration in the organization. Older officers tend to look negatively at this new model. The same tendency is also found in officers with long years of work or never move out from a working unit and/or organization. They also tend to view negatively to employees who move from an organization to another as disloyal or only pursue personal gain (de Caluwe, 2014: 509-510). The factor of work duration in the organization and age also distinguish the officer's attitude toward open promotional models in United States (Wynen et al., 2013: 877). In addition, Wynen et al. also found that the factor of gender also influences the officer's attitude over open promotional models. Women tend to be reluctant to leave work and workplace than men.

Despite the positive testimonial given by those experts, the open selection system implementation did not go as smooth as it was expected. Raadschelders and van der Meer (2014) study shows only few non-civil servants assume position from the system. Kim (2010) observes that civil servants tend to believe that productivity can be enhanced if the government agencies invests in permanent workers rather than recruiting someone new. This finding is supported by Ferguson and Hasan's (2013) study in India. The study found that civil servants who change agencies multiple times throughout their career tend to become generalists (not specialists) and failed to show professionalism in their duties (Ferguson and Hasan, 2013:251).

RESEARCH METHOD

This study uses a quantitative approach to measure the attitude of employees of the MEMR on the policy of open selection of senior executive positions. The purpose of this study is to describe the attitude of employees of the Ministry of EMR on the policy of filling JPT openly, as well as to explain the variance caused by age, gender, education level, length of service in the organization, and experience with the policy. This is a description and explanation research because it is done to describe a condition (employee attitude) as well as finding explanation of an event, that is between employee attitude and its different factors.

Primary data for this research is taken in a cross-sectional measure through survey and interviews during the first semester of 2016. The sampling technique used for the survey is the total sampling of the target population (87 available respondents), that is civil servants in the MEMR who are at least of the rank of Pembina Tingkat I (IV/b) and occupy the position of Administrator (Echelon III) for at least 2 years or Functional Officers at least at the Madya level, and the maximum age limit of 56 years. These requisitions are in line with the eligibility criteria for those who want to apply for a JPT Pratama position.

In doing the statistical analysis, the authors used the SPSS software tools. Measurement of the overall

attitude is done with basic computing. Analysis of attitude differences based on predetermined variables will use independent samples t-test or one-way ANOVA (analysis of variance), depending on the sample group formed on each variable. The use of ANOVA for attitude (which is naturally an ordinal variable) follows the principle that ordinal variables gathered through Likert or semantic-distance survey can be assumed as interval as the distance between its categories is scaled as equal (Carifio and Perla, 2007). Tests with ANOVA will be followed up with post-hoc test Tukey and Bonferroni.

RESULT AND DISCUSSION

Computational results of all indicators in the cognitive dimension indicate that the majority of respondents (81.6%) perceived that open selection policy is reasonable. Only 18.4 percent (16 people) alone

assume that it is not. In the affective dimension, although the majority of respondents favor the open selection policy, the percentage shows a decline compared to the respondents who considered that the open selection policy was fair, that is only 78.2 percent. Meanwhile, another 21.8 percent said they did not like the open selection policy of JPT Pratama. In the behavioral tendency dimension, respondents generally agree on an open selection policy. The majority of respondents (77%) agreed and only 23 percent said they disagreed with the policy.

The majority of respondents actually have not followed the open selection process of JPT Pratama. Only 21 (24.1%) out of a total of 87 respondents who had participated in open selection of JPT Pratama. Of this amount, the reason for “contributing to the organization with competencies” dominates (47.6%), followed by the reason of assignment by the superiors (33.3%), as shown in Table 1.

Table 1. The Reason for Participating in Open Selection

No	Reason	Frequency	Percentage
1	To contribute to the organization	10	47,6%
2	Assigned by superiors	7	33,3%
3	To improve career	2	9,5%
4	To find a new challenge	1	4,8%
5	Meet the requirements to apply	1	4,8%
Total		21	100%

Source: research findings

Meanwhile, for the respondents who have not participated in the open selection, the most reason given by them is the incompatibility of their competence with the vacant positions (24.1%). Other reasons, as shown

in Table 2, include their disinterest in open selection, the presumption that “positions are given on trust” and need not be competed, and no information about open selection to them.

Table 2. Reasons for not Participating in Open Selection

No	Reason	Frequency	Valid %
1	Not interested	13	22%
2	Want to focus on functional career	7	11,9%
3	Never received information regarding the process	9	15,3%
4	Competency required did not match personal competency	15	25,4%
5	Position is given on trust	11	18,6%
6	Want to focus on current structural position	1	1,7%
7	Vacant position not in current unit	2	3,4%
8	Open selection is merely formality	1	1,7%
9	Not answered	7	N/A
Total		61	100%

Source: research findings

In an interview with the Deputy Minister of Administrative Reform on Civil Service Management, the interviewee stated that the “trust” for occupying a real position can only be given to those who have qualifications, competence, and good performance. This is in contrast to the notion that “position is given on trust” which means that one simply needs

to wait until the “trust” is handed to. According to an interviewee whom also a civil service commissioner, the phrase “position is trust” is put forward as an excuse not to follow open selection, it is implied that employees tend to act passively and not volunteer in the open selection process. Employees are afraid of competition, particularly with outsiders. Indeed, the

open selection process is a way to fill vacant positions with competent people. Those who work in the MEMR are already familiar with the policy and values in the Ministry, therefore have advantage compare to those who came from outside the Ministry. Thus there should be no reason for them to be afraid of competing for the positions.

Based on the computation of the overall indicators that construct the attitude variable, it is found that the attitude of EMR Ministry officers towards the open selection policy of JPT Pratama tends to be positive. There are 18 respondents (20.7%) who have negative attitudes towards open selection policy though, while the rest (79.3% or 69 people) have positive attitudes towards the open selection JPT Pratama policy.

However, this positive attitude does not automatically reflect the individual behavior. This is indicated by the response to the question "If there is a JPT Pratama vacancy in the MEMR in accordance with your competence, will you participate?" Which is dominated by "Will not apply" answer (56.3% or 49 people). Of the 87 respondents, only 17 (19.5%) will apply if there is a JPT Pratama vacancy matching their competence, while the remaining 21 respondents will apply if the vacant positions are in their echelon I organization unit. Employees tend to be more interested in participating in reform efforts if they receive enough information and feel supported by their organization (Giauque 2015: 75).

Based on Gender; From 69 male respondents, 55.1 percent of them said they would not apply if there was a vacancy in the Ministry of EMR JPT Pratama that matched with their competences, while the remaining 44.9 percent said they would apply. A similar trend was shown by female respondents, with a ratio of 61 percent versus 39 percent. These data show that descriptively, female respondents tend to be more reluctant to follow open selection than male respondents.

The results of Levene's test on the difference of variance and T-Test of the means differences showed that the two groups showed p-value above research significance (0,05) that is 0,968. Thus, it can be said that the data tend to be homogeneous or there is no difference in attitude between respondents based on their gender. These data show differences with the findings of Wynen et al. (2013) which states that women tend to be reluctant to accept the idea of competition and open career systems. In fact, in this study, although statistically no differences were found, it was found descriptively that the average value of women's attitudes

toward open selection policy was slightly higher than that of male respondents.

Based on Age; At the time respondents by age group are given the question "If there is a JPT Pratama vacancy in the EMR Ministry that matches your competence, would you apply?"; Percentage of respondents with age above 50 years who stated will not apply for is higher than percentage of respondents with age 50 years and below who stated the same thing. Although not statistically significant, this table shows that respondents aged 50 years and under are more open to the possibility of participating in open selection than respondents aged over 50 years.

Based on the ANOVA test on the variance and means, again obtained level of significance (p-value) which is above the limit of research significance (0,05) that is 0,87. Thus, the hypothesis that there are different attitudes between employees in different age groups can not be proven. These statistical tests and descriptive findings show a contrast with the findings of De Caluwe et al. (2014) who see older employees tend to see negative boundary-less career policies.

Based on Position Type; The majority of respondents who occupy the position of administrator/echelon III (52.4%) stated that they will apply if there is a vacancy of JPT Pratama in the Ministry of EMR that matches with their competence. Meanwhile, in the group of respondents who occupy functional positions, the majority (64.4%) said they would not apply. This is probably due to differences in career development paths. For administrators, promotion means occupying JPT Pratama, whereas for the middle level functional skills holders, the career leverage path lies in their ability to hold key functional skills positions, although it is possible to develop a career diagonally to the JPT Pratama. The open selection system creates a competitive environment within the agency. Competition is needed to enhance the motivation of employees who were previously assured of their position and career due to their permanent status as civil servants (Kim 2010, p. 244).

Based on the descriptive data, it is known that the average attitude of respondents with certain functional positions tend to be higher (1.5914) compared with respondents who took office administrator (1.3466). Meanwhile, test result of different attitudes between respondents with different position types is shown by Table 3. below.

Table 3. Position Type Independent Sample T-Tes

F		Levene's Test for Equality of Variances			t-test for Equality of Means					
		Sig.	t	df	Sig. (2-tailed)	Mean Differ- ence	Std. Error Difference	95% Confidence Inter- val of the Difference		
							Lower	Upper		
AVR Attitude	Equal variances as- sumed	,054	,816	-1,786	85	,078	-,24480	,13707	-,51733	,02774
	Equal variances not assumed			-1,786	84,616	,078	-,24480	,13706	-,51733	,02773

Source: research findings

Table 3.3 shows that there is no statistically significant difference in attitudes between certain functional officers and administrators ($p\text{-value} > 0.05$). Thus, the hypothesis stating that there are differences in attitude between officers with functional positions and administrator position can not be proven.

Based on Education Level; The majority of respondents with doctoral education level (57.1%) will apply if there is a vacancy of JPT Pratama in the Ministry of EMR. This is in contrast to the group of undergraduate

educated respondents (60%) and magister (56.4%) whose majority stated they will not apply. However, it only shows descriptive results and is not yet a statistical proof. Based on the one-way ANOVA test, the $p\text{-value}$ was found to be 0.024 or below the alpha of 0.05. Thus, the hypothesis that there is at least a difference of variance between one group and another group can still be proven. For that, a post-hoc test is needed using Tukey and Bonferroni, as shown in the following table.

Table 4. Multiple Comparison of Education Level

	(I) Level of Education	(J) Level of Education	Mean Difference (I-J)	Std. Error	Sig.	95% Confidence Interval	
						Lower Bound	Upper Bound
Tukey HSD	Undergraduate (S1)	Magister (S2)	,25222	,15103	,223	-,1081	,6126
		Doktor (S3)	,72683*	,26774	,022	,0880	1,3657
	Masters (S2)	Sarjana (S1)	-,25222	,15103	,223	-,6126	,1081
		Doktor (S3)	,47460	,25126	,148	-,1249	1,0741
	PhDs (S3)	Sarjana (S1)	-,72683*	,26774	,022	-1,3657	-,0880
		Magister (S2)	-,47460	,25126	,148	-1,0741	,1249
Bonferroni	Bachelors (S1)	Magister (S2)	,25222	,15103	,296	-,1167	,6212
		Doktor (S3)	,72683*	,26774	,024	,0728	1,3809
	Masters (S2)	Sarjana (S1)	-,25222	,15103	,296	-,6212	,1167
		Doktor (S3)	,47460	,25126	,187	-,1392	1,0884
	PhDs (S3)	Sarjana (S1)	-,72683*	,26774	,024	-1,3809	-,0728
		Magister (S2)	-,47460	,25126	,187	-1,0884	,1392

*. The mean difference is significant at the 0.05 level
 Source: Research findings

The test results of different levels of education intergroup levels above, using both Tukey and Bonferroni showed that there are significant differences in attitude between undergraduate educated respondents and doctorate educated respondents. Nevertheless, descriptive observation indicates that the average attitude of doctorate educated respondents to JPT Pratama open selection policy is actually lower than the average attitudes of undergraduate educated respondents to the Open selection policy of JPT Pratama. This is in contrast with the findings of De Caluwe et al. on the application of the boundary-less career system in Belgium that shows officers with higher education tend to be more open to the boundary-less career system than lower-educated officers

Based on Length of Service

The length of service of respondents in the Ministry of EMR is divided over the service period under 20 years, the service period of 20 to 25 years, and the service period of above 25 years. Of these three working groups, when the respondent asked the question “If there is a vacant JPT Pratama position in the Ministry of EMR relevant with your competence, will you apply?”,

The majority of the groups said they would not apply. However, the percentage for the group with service length of 20 to 25 years is relatively lower (51%) than the group with service length of under 20 years (60%) and above 25 years (63.6%).

Based on the post-hoc test with the Tukey HSD instrument above, it is known that there is a difference in attitude towards JPT Pratama opens selection policy which is significant between the respondents with the length of service of 20 to 25 years and respondents who have worked in the MEMR for more than 25 years. Descriptive observation shows that respondents who have a service period of 20 to 25 years in the Ministry of EMR tend to have lower average attitude toward open selection of JPT Pratama (1.3645) compared to respondents who have length of service of above 25 years (1.7029). This result is in contrast to Wynen et al. (2013) which indicates that officers with shorter work duration in the organization tend to be lower in loyalty, so it will be more open to open promotion policy.

This result may occur due to respondents who have a service length of 20 to 25 years [as the assumptions used to form the grouping] are those who have a “normal”

work duration for an administrator/echelon level III or a functional position of mid-level expertise. Therefore, they also tend to expect that promotion to occupy JPT Pratama will be passed with a "normal" working period as well. Meanwhile, the open selection system opens up opportunities for employees with shorter working periods to occupy JPT Pratama, thus potentially bringing the effects of fear over competition.

Based on the primary data processing from the questionnaires distributed to 87 respondents as shown in previous part, it showed that in general, respondents' attitudes toward the open selection JPT Pratama tend to be positive. Tyson and Jackson (1992) explain that individuals who have a positive attitude toward change will exhibit supportive behaviors, such as exploring, listening, explaining the information changes that occur. This attitude is also generally held by the respondent even though it comes from the gender, age group, and different types of positions. Partial differences are found only between one group and one other group, respectively on the respondent based on years of service and education level.

Attitude is not formed through self-learning, but through interaction with other people across time. The more frequent an individual interacts with other individual(s), their attitude toward some objects tends to show similarities. In an organizational context, it is a byproduct of organization values and culture (Mullins 2005:364-365). Thus, the minimum differences across groups in the findings is not surprising.

However, this positive attitude will not be fully followed up by respondents by participating with applying if there is a JPT Pratama open selection that matches with their competence, both within the Ministry of EMR and outside the Ministry. Obstacles in the implementation of an open selection policy span from legal to technical to cultural ones. This caused officers not to choose the open selection process even though they regarded this policy as a positive breakthrough.

The legal constraints occur because until the research ended, there is no implementing regulation of the Civil Service Law (UU ASN) regarding the standard procedures of the open selection system. Although there is the Minister of Administrative Reform's Decree Number 13 Year 2014, some officials do not regard it as legitimate because the Decree was released prior to the enactment of UU ASN thus deemed invalid to be used as a legal basis for the implementation of the law.

Based on an interview with a respondent, the composition of the selection committee which is still not ideal also has the potential to cause unwillingness of officers to participate in the open selection process. Officers tend to worry about the composition of the selection committee, which is dominated by internal parties. In fact, the open selection allegedly is mere formality, while the selection winners have been prepared beforehand. Respondents' concern is in line with Blunt et al.'s observation (2012:70) that positions in the civil service were seen as 'tradable goods' open to the highest bidder. This is a heritage of the Suharto's New Order patronage system. The possibility of legal and technical constraints related to open selection can

be overcome and the reluctance of officers to follow the open selection process due to technical constraints can also be suppressed if all the process is disclosed and made clear for everyone involved. In addition, with the authority of the Civil Service Commission to submit its recommendations directly to the President, government agencies will be more careful in carrying out open selection.

Meanwhile, cultural constraints are basically in line with those expressed by Dhakidae (2014) and Averrouce and Syarien (2015). The Indonesian bureaucracy tends to generate "operational man" who only follows the instructions of its leader. This is due mainly to the values of the sacralization of the leaders and the centralization of authority, so that the employee tends to act only when commanded by or at least given direction by his/her superiors. This can be seen, for example, from 12.12 percent of respondents who said they would apply if there is a JPT Pratama vacancy outside the Ministry of EMR. They will only apply when assigned by their superiors. This is certainly against the spirit of open career system or boundary-less career system that put career development decisions in the hands of each employee. To overcome this, interventions are needed in the short and long term. In the short term, Secretary General of each agency has to invite employees to participate in the open selection process. This is a transitional phase from the 'operational man' to a boundary-less career system. By receiving invitation, employees will feel more appreciated, a similar feeling to when they are given the job (r. trust) itself. However, in the long run, institutional development of merit systems which can erode the values that impede changes is needed.

CONCLUSION

Each individual can have a different attitude with other individuals towards an object, even though they are in the same group. Based on data processing on the research sample, it is known that most of the officers have a positive attitude toward JPT Pratama open selection policy. The officer's attitude towards the open selection policy of JPT Pratama generally cannot be explained by differences in age, sex, or type of position. Partial differences in attitudes can be explained by differences in employment and education levels.

Based on the findings, discussions, and research conclusions, there are several recommendations that can be submitted to the MEMR as follows: (1) providing compact and easily understood information for officers, including stakeholders of JPT related to open selection of JPT Pratama, for example by means of leaflets or a sort of frequently asked questions (FAQs) on the website or in the booklets of JPT Pratama open selection; (2) making an effort to "pick up the ball" through the invitation mechanism to the officers who have fulfilled the administrative requirements to apply to the JPT Pratama and instructions to the leaders of the organizational unit (JPT Madya) to encourage its subordinates to apply for the vacancy of the JPT Pratama; (3) building a

culture of competition and improvement of the merit system within the Ministry, so that the officers will get used to compete and not depend on the assignment of leaders to improve their careers. This can be done through the development of a talent management system that is accompanied by the formation of a group of talent pools for highly qualified employees, competencies, and performance.

Further research is needed to see whether subsequent government regulations deriving the Law of Civil Service would create a policy layer that deviate the original intent of the Law and how it affects the implementation of the open selection system. It is also worth to observe how the displeased employees will react toward the policy in the long run. It is interesting to see this through an institutionalism-based research.

ACKNOWLEDGEMENT

This article is written based on the author's master thesis under the supervision of Pantius D. Soeling at Universitas Indonesia. The author would like to extend her gratitude to him, the Secretariat General of the Ministry of Energy and Mineral Resources, and all interviewees.

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