

THE ANALYSIS OF MERIT SYSTEM IN OPEN PROMOTION OF CHIEFS OF POLICE SECTOR POSITIONS FOR POLICEWOMEN IN JAKARTA METROPOLITAN POLICE REGION

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ABSTRACT

The lack of the number of policewomen occupying the position of sector police chief in the Jakarta Metropolitan Police Region has raised the idea of promoting policewomen to occupy such positions. Policewomen are considered capable of carrying out their duties like male police officers because it is proven that there are female policewomen who occupy strategic positions and even the position of regional police chief. The open selection for the sector police chief is a sort of mechanism to increase organizational performance which prioritizes the competency and performance of candidates to fill the position based on a fair and transparent merit system. This study aims to analyse open selection. This is descriptive research by using data collection techniques and literature studies. The results of the study show that the promotion of the open position of the chief of police sectors followed by policewomen is carried out in 2021 under the Regulation of the Indonesian National Police Chief Number 19/2017 concerning the Implementation of the Promotion of Open Positions within the Police. This open position promotion is done for the first time to provide an opportunity for policewomen to become sector police chief. The application of the merit system in the promotion of open positions is implemented through several stages, starting from announcements, registration, and tests to the announcement of the results which are implemented fairly and transparently.

Keywords: *job promotion, merit system, open, policewomen*

1. INTRODUCTION

Recruitment and selection are two important things that have always been the spearhead of human resource management. The merits of

organizations, both private and public sectors, depend on how humans manage them so that the best people are needed according to the competencies, qualifications, and

other requirements needed to occupy a position (Ali, 2018). Therefore, to improve and increase organizational performance, a merit system must be applied in all stages of human resources management. The application of a merit system in the bureaucracy aims to replace the patronage and spoils system (Woodard, 2000). The use of the merit system in employment in the public employment sector is important, especially in the recruitment, selection, promotion, and training processes.

The Ombudsman of the Republic of Indonesia has just criticized the promotion of positions carried out by the Indonesian National Police, also known as Polri or the National Police. It was reported in an online media article (Tribunnews.com, 2021) that the Indonesian Ombudsman through Johannes Widjiantoro conveyed criticism regarding promotions to positions in the National Police. The statement was made in response to the promotion of a middle-ranking National Police officer who became the Chief of Police at the South Kalimantan Regional Police. Previously, it was reported that the middle officer had been found guilty of violating the code of ethics by the National Police Headquarters, although it was confirmed by the Head of Public Relations of Jakarta Metropolitan Police Region, also known as Polda Metro Jaya that he had no evidence of violating the code

of ethics in question. This indicates that the community and related institutions are paying serious attention to the issue of promotion to positions in the National Police.

To realize excellent Polri's human resources and can produce optimal organizational performance, an appropriate mechanism is needed that is carried out objectively and consistently following applicable rules and is carried out transparently and accountably by the principle of merit (Sartio, 2019). The implementation of an open position promotion is a form of mechanism to identify personnel by looking at their competencies that are suitable for a certain type and level of work. The promotion system that prioritizes competency and achievement is a form of merit-based promotion system (Phelan & Lin, 2001).

The promotion of open positions carried out by the National Police is in the context of realizing a sense of justice and equal opportunity in career development for the members of the National Police. This is under the purpose of the National Police Chief Regulation No. 19/2017 concerning the Implementation of the Promotion of Open Positions within the Police. One of the police regions that carries out an open position promotion is the Polda Metro Jaya by opening an open promotion for chiefs of police sectors which is sourced from policewomen (*polwan*). This is carried out due to the lack of female policewomen occupying strategic

positions so it is necessary to give affirmative action to policewomen. In Polda Metro Jaya alone there are 102 police sectors and only five police sectors are led by policewomen. This means that policewomen are a minority and non-dominant group because their condition is inversely proportional to the situation of the policeman group.

The limitations of policewomen in developing their capabilities, indeed, have some reasons. They have to face several obstacles in carrying out their duties. Nature women who are known to have a gentle nature in which they always put forward feelings are considered inappropriate to carry out police duties. This trait is contrary to the attitude usually displayed by the members of the National Police in general, namely being firm in carrying out their duties. Moreover, policewomen currently have broad opportunities to occupy strategic positions, such as the chief of police sector, chief of police resorts, and other higher positions. Of course, when the strategic position is mandated, the more serious the problems will be. Therefore, policewomen must be able to develop their competencies and prove themselves that they can compete with policemen in carrying out the mandate given to them (Mega, 2006). This is evidenced by the appointment of a policewoman to become the chief of the Banten Police Region in 2008.

2.

LITERATURE REVIEW

2.1 Merit Concepts and Principles

McCourt (2007) argues that the merit system is "the appointment of the best person for any given job." This means that for certain jobs it is necessary to appoint the best people. The merit system provides an equal opportunity for a person to demonstrate his or her competency and achievement in selection for a particular position. Merit and meritocracy become two different conceptual frameworks, when McNamee (2004) defines merit as an individual character, while meritocracy as a societal character. Meritocracy is a social system in which a person is directly rewarded as a result of his work and abilities. According to Young, meritocracy has two underlying points, namely "impartial competition" and "equality of opportunity" (Talib & Fitzgerald, 2015). If meritocracy is not accompanied by equality of opportunity, then meritocracy will never achieve the society everyone wants and dreams of. Therefore, in an ideal meritocratic society, social mobility can be actualized through a fair and transparent system that can reduce the potential for corruption.

Sylvia & Meyer (2002) explain that the merit system grows in government due to a reaction to patronage (Prasojo et al., 2007:10). The patronage system assumes that loyalty will be the choice of decision-makers, not of ability so patronage has a negative connotation as expressed by Berman et al., (2001: 100). Therefore, Connor (2018: 14) states that “practices that violate meritocracy cannot be accepted in organizations that aspire to excellence,” meaning that practices that violate meritocracy cannot be accepted in organizations.

Woodard (2000) in his dissertation, quoting several experts on the principle of merit, states that historically and in a political context, a merit is a form of reform of the patronage/spoils system. Nigro and Nigro, Loverd, and Stahl focus on merit as a person's decision-making based on ability while Cayer and Loverd (1996) talk about fairness and equity in personal actions and the protection of employee rights (Woodard CA, 2000). Meanwhile, according to Stahl (1962) merit system is more broadly in modern government, the merit system in the context of modern government is a staffing system in which the comparison of achievement or

performance and ability (competency) is decisive in the individual selection process and career in a job. Stahl also puts forward the principles of merit as follows:

- a. *Adequate publicity*—There is an announcement to the public or the society about the existence of vacancies for a job and the requirements that must be met by participants. This is intended so that the community has the same opportunity to prepare for the vacancy.
- b. *Opportunity to apply*—Interested candidates have the opportunity to apply.
- c. *Realistic standards*—Enforcement of rational standards related to the work to be filled. The standard is made as realistic as possible with the work to be filled.
- d. *Absence of discrimination*—There is no discrimination whatsoever against all candidates.
- e. *Ranking based on ability*—Ranks or rankings are determined based on the abilities of the candidates and not because of other things.
- f. *Knowledge of results*—The candidates or the public can find out about the process that is being implemented and the results can be

announced that if there is a discrepancy in the results announced, the candidates can file an administrative complaint so that it can be reviewed regarding the ongoing process.

2.2 Organizational Promotion System

Woodard (2000) suggests that the technique of placing and filling positions in the public sector often uses several measurements or assessments. It is used in the public sector or in general contexts that describe a similar approach to employee placement. The public sector has historically proven that the process is more controlled with detailed procedures to limit bias and favouritism in its selection process. Woodard describes the process but does not define it as a requirement of a merit-based system. Nigro and Nigro (1994) as quoted by Woodard say that "tests applied by public employers with merit systems usually involve some combinations of...minimum qualifications, requirements, evaluations on training and experience, written tests, performance tests, oral examinations, and background investigations." This means that tests administered by public employers on a merit system

usually involve some combination of minimum qualifications, requirements, training and experience evaluations, written tests, performance tests, oral examinations, and background investigations (Woodard, 2000).

According to Phelan & Lin (2001), four promotion systems are commonly used in organizations, namely (a) absolute and relative merit-based systems; (b) up-or-out systems; (c) seniority-based systems; and (d) random promotion systems. Meanwhile, according to Klingner and Nalbandian (1998), the traditional merit placement of employees is based on the knowledge, skills, abilities, and performance of the candidate. According to them, the trend is to focus on justice as a social issue rather than a scientific issue; the topics are centralized and decentralized recruitment; test validity; job analysis; and methods of evaluating methods (such as biodata, attitude scale tests, performance tests, references, performance evaluations, interviews, and assessment centre), all of which involve similar activities in a non-public context. More specifically, they structure it in the staffing process, including criteria-based development, candidates' tests or screening

and establishing candidates' qualifications (stages that generally exist in an employee system to occupy certain positions.

2.3 Promotion

According to Manullang (2011), a job promotion is defined as a promotion to a higher position, which means that a person accepts a greater authority or power and responsibility than previous powers and responsibilities. According to Hasibuan (2012), a job promotion is the transfer of a person or employee who has a greater impact on authority and responsibility to a higher position in an organization followed by greater status, rights, obligations, and income. Based on the above understanding, it can be concluded that job promotion is marked by a change of position to a higher level. The existence of these changes gives rise to increasing status, rights, responsibilities, and authority and higher status as well as a higher income accompanied by an increase in other facilities provided.

Werther and Davis (1996) suggest that job promotion is the transfer of employees from one position to another that has a higher salary, responsibilities, and position in

return. Generally, it is given as a recognition of one's past performance and promising hopes for the future. Meanwhile, according to Dessler (2008), a job promotion is said to occur when workers make a shift in an upward direction in the organizational hierarchy and move to a place of greater responsibility.

3. METHODS

The research belongs to the type of descriptive research. According to Neuman (2018), descriptive research aims to provide an overview using words and numbers as well as to present a profile (problem), type classification, or outline of stages to answer questions such as who, when, where, and how. Based on this description, this study aims to describe how the implementation of the merit system in the promotion of the open positions of head or chiefs police sectors was fulfilled by policewomen at Polda Metro Jaya in 2021. The method of data collection uses a literature study. According to Creswell (2019), the literature study is carried out by collecting qualitative documents. These documents can be in the form of public documents such as laws and regulations, meeting minutes, official letters, magazines, newspapers, and official reports.

4. RESULTS & DISCUSSIONS

This study uses the concept and principle of merit from Stahl as the main theory supported by other theories to analyze the extent to which the merit system is implemented in open position promotions through several indicators, as follows: (a) announcement of vacancies to the public (adequate publicity); (b) opportunity to apply; (c) realistic standards; (d) absence of discrimination; (e) ranking-based on ability; and (f) knowledge of results.

4.1 Adequate Publicity

The announcement aims to make the public or the community aware of what information is conveyed by the announcer. Announcements can be delivered by mail, electronic media, mass media, and other media so that the announcement can be known by the general public. In announcing the selection of the open position of the chief of police sectors fulfilled by policewomen, Polda Metro Jaya has issued a telegram letter from Metro Jaya Police Chief Number: ST/1904/X/KEP.2021 dated October 7, 2021, regarding The Promotion of the Open Position of the Urban Police Chief for Policewomen in the jurisdiction of Polda Metro Jaya.

In the announcement, it was written that the deadline for registration was only five days

after the telegram was announced. Before the issuance of the telegram, the Polda Metro Jaya had conducted socialization to the regional HR function bearers and a banner related to the promotion of the open position had been made. Based on the National Police Chief Regulation Number 19 of 2017 concerning the implementation of open position promotions within the Polri environment, it is stated that the announcement of the implementation of open position promotions is carried out in the form of letters/telegrams in stages from the Polri Headquarters to the regional level through bulletin boards, electronic media and or other media. The announcement is made no later than seven working days before the deadline for registration. Meanwhile, the time allotted by the selection committee to participants starting from the announcement to the implementation of the selection of the open position promotions until the managerial competency test is carried out is eleven days. This is made so that the selected participants have the opportunity to prepare themselves for the tests (see Figure 1).

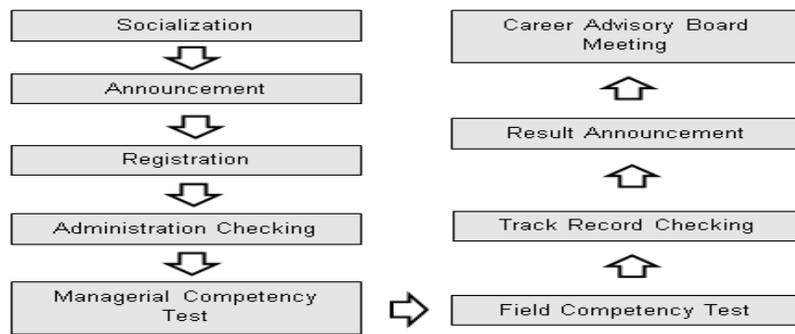


Figure 1 Mechanism of open job promotion selection

Figure 1 explains that at each stage the results are immediately announced after the test is completed using mail or other electronic media. The participants who are declared to have passed a test will carry out the test at the next stage and if the participant is declared not to have passed then he or she cannot take the next stage and can register again for the next open position promotion.

4.2 Opportunity to Apply

Article 12 of Polri Chief Regulation Number 19/2017 concerning the Implementation of Open Position Promotion within the Indonesian National Police states that every Polri personnel who meets the requirements can register or be appointed to participate in an open position promotion. Based on the provisions, Polda Metro Jaya determines the requirements related to the open position promotion for police chiefs specifically for policewomen. The requirements are as follows:

a. Police middle-rank officer with the rank of a police commissioner or first-rank officer with the rank of police senior inspector with

a minimum tenure of twelve years.

- b. having a bachelor's degree at least S-1 (undergraduate)
- c. being proposed and recommended by the head of working units or territorial units;
- d. being physically and mentally healthy;
- e. being clever and kind;
- f. having no bad personnel records, or is in the process of being investigated for violating the police discipline or code of ethics as well as criminal law;
- g. being able to operate a computer for Microsoft Office programs; and
- h. having a good performance and achievement assessment as evidenced by the results

of the recapitulation of the assessment of 13 components in the second semester of 2020 and the first semester of 2021.

From the requirements mentioned above, it can be explained that the opportunity is only given to policewomen who have met the requirements. The place of registration can be done through the HR function of each work unit.

4.3 Realistic Standards

The enforcement of the rational standards relates to the job to be filled. The standard is made as realistic as possible with the position to be filled. The standards used in the selection of open position promotions are following the duties of a police chief. The selected material is made as realistic as possible with the position of a police chief. In this case, the participants are given a test in the form of a managerial competency test and a field competency test. Managerial competency tests include Psychometrics, Leaderless Group Discussion (LGD), and behaviour-based interviews. There are several components of managerial competence that are tested, including:

- a. Analytical thinking
- b. Integrity

- c. Service Orientation
- d. Achievement Drive
- e. Leadership
- f. Supervision/Control
- g. Building Relationships
- h. Planning and Organizing
- i. Fortitude

Meanwhile, field competencies include writing papers, doing presentations, and following interviews. The material includes pre-trial, criminal acts, innovation for the police, and solving problems in society. This material is following the job description of a police chief.

4.4 Absence of Discrimination

Fair treatment without discrimination and based on ability and education (Shafritz, et al., 2001). There is no discrimination against all candidates based on ethnicity, race, religion, gender, background, and others. Candidates must be treated equally without any distinction from one another. In the selection of open position promotions, it appears that there is no discrimination from the source of formation education (*diktuk*) from Polri officers who register for the selection of the open position promotions.

The National Police Chief Regulation Number 19/2017 concerning the

Implementation of Open Position Promotions within the Indonesian National Police regarding the requirements to participate in open position promotions does not mention sources or graduates who can participate in the promotion. In the National Police, there are several sources of education and training to become a police officer, such as the Police Academy (Akpola), the School of Police Inspector Source Bachelor (SIPSS), and the Police Inspector School (SIP) and Class Transfer Education (PAG). Meanwhile, in the Metro Jaya Police Chief's Telegram Letter Number: ST/1904/X/KEP.2021 dated October 7, 2021, there is no stipulation regarding the sources of officers. This indicates that there is no discrimination against certain groups or groups because every person can take part in the selection as long as he or she meets the requirements.

Regarding gender discrimination, those who can participate in promotions specifically for female police officers are a form of affirmative action given to female police officers. However, the selection process is still guided by professional, objective, fair and transparent principles. This is consistent

with McCourt's (2007) view of the exceptions to the merit rule which requires case-by-case justification. According to McCourt (2007), there are five possible exceptions that merit cannot be applied, namely: (1) elected officials, (2) political and direct appointments, (3) affirmative action, (4) internal appointments and local managers' discretions (internal appointments and transfers; local managers' discretions), and (5) other appointments.

4.5 Rank-Based on ability

Ranks or rankings are determined based on the abilities of the candidates and not because of other things. In the selection of the open position promotions carried out by Polda Metro Jaya, the determination of results is based on the results of administrative examinations, track record searches, managerial competency tests, and field competency tests. Based on the National Police Chief Regulation Number 19/2017 concerning the Implementation of Open Position Promotion within the Indonesian National Police, weighting is only carried out on the results of the managerial competency test and field competency test. For the results of administrative checks

and track record tracing, they are only qualified (MS) or not eligible/qualified (TMS). Thus, it can be concluded that the determination of the selection ranking is based on the results of the managerial competency test and field competency test.

The promotion to the open position of police chief from policewomen source at Polda Metro Jaya is attended by eleven policewomen participants. From the results of the managerial competency test assessment, it is found that five people with very qualified criteria (SMS) and six people are declared not yet unqualified (BMS). Then from the five people, it is followed by a field competency test, the results of which are ranked from 1 to 4. Then the top four participants will be recommended in the Career Advisory Council session to occupy the position of police chief.

4.6 Results Notification

Candidates or the public can find out about the process that will be carried out, starting from the day of the test and the material to be tested. Each candidate can know the process is being carried out and the results can be announced so that if it does not match the results announced, the candidates can file an administrative complaint

so that it can be reviewed regarding the ongoing process even though there has never been a complaint about the election results. The competency test process is carried out for three days and the results are announced using letters. Based on the National Police Chief Regulation Number 19/2017 concerning the Implementation of Open Position Promotion within the Indonesian National Police, the results or rankings of the participants in the promotion of positions are announced through electronic media and/or by mail.

The results of the ranking or competency assessment rankings are only a recommendation to the leadership in the placement of a person/official to occupy a certain position. These results are taken into consideration in the career consideration council (DPK) session to select and appoint suitable and appropriate participants to occupy certain positions. Therefore, it can be concluded that the results of the selection or competency assessment in promotions do not determine whether someone is to occupy a position.

5. CONCLUSIONS & SUGGESTIONS

5.1 Conclusions

The implementation of the open position promotion of the police chiefs from policewomen sources is a form of affirmative action taken by the leadership to certain groups (policewomen) as a minority group to occupy strategic positions. This open position promotion process is carried out by referring to principles, such as professional, accountable, objective, clean and transparent so that personnel who have competency can occupy the positions.

The promotion of the positions is carried out starting from socialization and then continuing with the announcement stage which is carried out five days before the registration deadline is intended so that the National Police personnel who have met the requirements have the opportunity to prepare themselves. The provision of test material is adjusted to the duties of a police chief and the ranking is based on the scores from the managerial competency test and field competency test. The results of the selection are announced by mail or other electronic media so that the participants know the results. These results then become recommendations to the leadership in the Career

Advisory Council session to determine the person/officer to occupy the position.

From the results of the selection of open position promotions which is carried out by the Human Resources Bureau of Polda Metro Jaya based on the telegram letter of Polda Metro Jaya Chief Number ST/1904/X/KEP.2021 dated October 7, 2021, it is decided through the Career Advisory Council session that only one top-ranked policewoman is elected the chief of police sector.

5.2 Suggestions

It is necessary to lengthen the time for announcements in the promotion of the open position of the chief of police sector for policewomen. The period given is only five days which is considered insufficient. Such additional time is also intended so that the participants can prepare themselves in the selection process for open position promotions so that the selection results can be maximized. This can also increase the number of participants for promotion so that the selection committee has more candidates so that they can get competent candidates.

Article 18 of Polri Chief Regulation Number 19/2017

concerning the Implementation of Open Position Promotion within the National Police states that the results of the implementation of the promotion of open positions are the basis for consideration in the Career Advisory Council session. This causes a lack of motivation for participants to take part in the selection because there is an assumption that the top rank will not necessarily be elected as the head of police sectors, so it is necessary to emphasize in the Polri Chief Regulation that filling positions through open position promotions is based on the value or results of the selection that has been carried out.

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