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## **Good Governance and Strengthening the Management of Civil Servant Towards to World Class Bureaucracy**

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**Abstract:** *Bureaucracy as a system of organizing state apparatus with a very broad and complex task is very necessary in controlling the operation of government management, but the performance of bureaucracy and routine activities of officials and bureaucratic apparatus often cause new problems. This new problem makes the bureaucracy static, less sensitive to the social environment, even seem likely to be resistant to the renewal. This situation often raises the potential of potential mal-administration practices on corruption, collusion and nepotism (KKN) praxes and the decline in public services. Starting from such bureaucratic conditions, bureaucracy reform and good governance are the main pillars and the central point in creating State Civil Apparatus Management becomes a necessity towards world-class bureaucracy.*

**Keywords:** *Good Governance; Strengthening; Bureaucracy; World Class.*

### **INTRODUCTION**

In the early 1990s there was a new wave of thought that had a partnership between government, private and public in managing the public sector. The end of the Cold War era has also triggered the birth of a concept based on participation, transparency and

accountability as a reflection of the basic elements of democracy<sup>1</sup>.

Based on a series of seminars on Good Governance in Manila (1994),

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<sup>1</sup> Basic elements of Democracy include, among others: People's sovereignty; Government under the consent of the governed; Majority rule; Minority rights; Guarantees of human rights; Free, fair and honest elections; Equality before the law; Fair legal process; Constitutional government restrictions; Social, economic, and political pluralism; and Values of tolerance, pragmatism, cooperation, and consensus.

there are several reasons for the emergence of the good governance movement: (i) the monopolistic role of the Government, (ii) the rapid and radical changes, (iii) the impact of globalization, (iv) the influence of privatization, (v) technological change, (vi) demands for community participation, (vii) urbanization symptoms, (viii) declining environmental quality, (ix) the spread of individualism and consumerism, and (x) gender, racial, and economic inequalities<sup>2</sup>.

According to Cendrawasih University State Constitutional law expert, Lily Bauw<sup>3</sup> argues that the government in a state of the state has a crucial position in the administration, a very crucial administration, especially in a vast country of territory, large populations with high levels of fragmentation). Because on the other hand will refer to the quality of government relations and people. which must be served and protected by the

government. Good Governance refers to the process of management (management), through the involvement of all stake-holders, all aspects of social, economic and political life of a country and in the utilization of natural resources, finance, and human resources for the benefit of society on the basis of principle -the principle of equality, fairness, equity, efficiency, transparency and accountability.

The concept of good governance has become a global trend that will shift the traditional government that involves all sectors in society including the private world. The unilateral concept of government by the government turns to the multi-lateral concept of involving stake-holders with features such as: (i) interaction<sup>4</sup>; (ii) communications<sup>5</sup>; (iii) self-enforcing process<sup>6</sup>; (iv) balance of force; and (v) interdependence.

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<sup>2</sup> Oentarto, I Made Suwandi, Dodi Riyadmadji, 2004 *Menggagas Format Otonomi Daerah Masa Depan*, Jakarta: Samitra Media Utama, p. 54-58.

<sup>3</sup> Bauw Lily, *Special Autonomy of Papua: A Review from the Perspective of the Unitary State of the Republic of Indonesia.*, Papua Law Journal., Volume I, Issue 1 November 2016 Fakultas Hukum Universitas Cenderawasih

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<sup>4</sup> Includes three partners: government, private and community, Oentarto, I Made Suwandi, Dodi Riyadmadji *Ibid.*, p. 60.

<sup>5</sup> In the process of good governance involves multi-system networks (government, private and community). Oentarto, I Made Suwandi, Dodi Riyadmadji *Ibid.*, p. 61.

<sup>6</sup> Self governing system is the key to overcoming chaos in conditions of high environmental change and community dynamics. Oentarto, I Made Suwandi, Dodi Riyadmadji *Ibid.*, p. 61.

From the reasons mentioned above, it can be concluded that the traditional governmental pattern has been unable to create voluntary community participation, solving social and political issues only by the government itself. If the concept of good governance is not done, then there will be various problems in the life of the nation and the state such as: powerlessness of the people, lack of willingness to participate, increasing apathy towards the government, the exclusion of society from the government process, the increasingly dominant government in the making of policies and their implementation, the occurrence of corruption, lack of accountability and transparency, and less responsive government to the problems faced by society.<sup>7</sup>

Moving from the development of the concept of good governance as mentioned above, then one of the demands and mandate of the reform movement in Indonesia is to realize good and clean governance (good and clean governance) .. This is due to radical political reforms were not matched by bureaucratic reforms clear. The absence of a visionary roadmap

about the direction and strategy of the bureaucracy and public administration policy led to efforts that have not been effective. In addition, the reforms we have built have not been able to produce leadership that is able to transform Indonesia towards a better one, where to date political leadership and bureaucracy are still a big issue in Indonesian politics and government<sup>8</sup>. In addition, the public service which is the pulse of government is never felt the real results by the people. This is due to the decreasing quality of service, the concept of regional planning is not comprehensive, the absence of public service standards and service accountability is still low -which is caused by the limited funds available for public services. The government is always required to improve efficiency, effectiveness, economics and accountability in the implementation of regional autonomy. Therefore, to improve the quality and quantity of public services, the format of future arrangement is done by clearly and decisively determining which basic services should be provided by the Government (local government). Thus, the existence of Minimum Service

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<sup>7</sup> *Ibid.*, p. 59.

Standards (SPM) will improve the efficiency and accountability of Local Government to the community.

In this regard, bureaucracy reform is a necessary necessity to face the era of globalization filled with challenges. The shift in the political paradigm and governance that took place during the reform era was the right momentum to reorganize the government management (read: civil state apparatus) as an effort to realize bureaucratic reform in the implementation of government in Indonesia ranging from central to regional (read: local government), efficient, professional and democratic, in the effort to realize the world-class Good Governance. To realize the world-class bureaucracy is certainly not easy and a challenge for the government to build a new paradigm in order to create the human resources of civil apparatus of world-class countries. Therefore, according to the authors to realize world-class bureaucracy, it takes a comprehensive transformation of bureaucracy and management of human resources (human capital).

As we all know, the 21st century confronts a national and international strategic environment different from the

strategic challenges faced in the 20th century. In the late 20th century and in the early decades of the 21st century, Indonesia faced tough challenges in all fields; multi-dimensional crisis, the threat of disintegration, and economic downturn is one of the reasons why the Grand Design of Bureaucratic Reform is required through various programs and policies to achieve the vision of "world-class (world-class) government". Therefore, besides the need for bureaucratic grand design, Bureaucratic Reform Road Map is also required in a policy and strategic framework for the implementation of bureaucratic reform. This is because the various policies and strategies that have been implemented have been less successful in achieving both medium- and long-term goals to achieve clean governance, improve public services, and accountability for government performance. Various indicators indicate the low performance and effectiveness of bureaucratic reform in the Ministry and Institution<sup>9</sup>.

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<sup>9</sup> Roby Arya, *Ibid.*, p. 231. See Sedarmayanti, 2007 *Reformasi Administrasi Publik, Reformasi Birokrasi, Dan Kepemimpinan Masa Depan* (Mewujudkan Pelayanan Prima dan Pemerintahan yang Baik), third edition, Bandung: PT. Refika Aditama, 2013. See Miftah Thoha, 2007

Development indicators show that Indonesia's position is in the lowest group in the development progress map of nations, whether viewed from human development index, economic resilience, industrial structure, agricultural development, legal and judicial system, clean government implementation, and good governance both in the public sector and business. In addition, Indonesia is still viewed as a high-risk country, with the highest levels of corruption, as well as the size of foreign debt<sup>10</sup>. And political developments in Indonesia, characterized by political rigor and the largest number of political parties in the world, show the unsteady political

culture and democratic life, is a phenomenon that requires the genuine concern of every national leader. But how to understand the various dimensions if we look the new paradigm of the State Civil Apparatus Act.

Associated with the implementation of the State Civil Apparatus Act No. 5 of 2014, then the question is Is Law No. 5 of 2014 will have a positive impact for the development of government bureaucracy ?, to understand this need to be understood how the new paradigm that the Act No. 5 Year 2014. On the side of substance is related to rank and position, where in Law No. 5 of 2014 has established an ideal mechanism to create professional government organizations. Employee placement based on qualification, competence, morality and integrity of employees and organizational needs is a necessity and one of the idealism that must be implemented. The division of positions based on technical competence, characteristics and work patterns is also another form of government effort to create the condition of "the right man on the right place" which has been like a mere dream. Therefore, the main

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*Birokrasi Politik di Indonesia*, Jakarta: PT RajaGrafindo Persada, .

<sup>10</sup> Transparency International Indonesia in Corruption Perception Index (CPI) In 2015, Indonesia shows a consistent rise in corruption eradication, but is hampered by high corruption in law and political sectors. Without legal certainty and the reduction of abuse of political authority, public confidence in the government will come down and trigger a worsening business climate in Indonesia. These conditions led to improvements in public service governance only able to raise Indonesia's score to 36 and rank 88th out of 168 countries measured. Indonesia's score gradually rose 2 points, and up quite 19 points from the previous year. CPI scores are in the range 0-100. 0 means that the state is perceived as very corrupt, while a score of 100 means very clean perceived. On access February 5, 2016 via <http://www.ti.or.id/index.php/publication/2016/01/27/corruption-perceptions-index-2015>.

objective of Law Number 5 Year 2014 is to emphasize on several factors, among others: (i) independence and neutrality; (ii) competence; (iii) work performance / productivity; (iv) integrity; (v) wellbeing; (vi) the quality of public services; (vii) oversight and accountability.

In addition, the provisions on development and career patterns that should be clearly defined by all government agencies that are integrated nationally are also something that has been in the idam-idamkan by the employees at the level of implementation. Supported by the existence of the State Civil Apparatus Commission and the performance appraisal team as a staffing supervisory agency and performance measurement agency employee, so I think this personnel system is quite ideal. However, among the various advantages are the most important is the level of implementation. Consistency in the implementation rules that will be developed in the future, the proper description of the substance of the law as well as the consistent implementation of all implementing stakeholders that will determine the effectiveness of this Law

on improving the quality of civil service performance in the future.

## **METHOD OF THE RESEARCH**

The type of research is normative-legal research, which is used to study the rules of law or legal provisions with emphasis on the principles of law that relating to the international and national laws, especially related to the interaction between them.

The technique of data collection used is literature study, by studying various legal materials includes primary, secondary, and tertiary in accordance with the object of study. Data analysis is done by analyzing qualitative data by reducing data, presenting data and drawing conclusion.

## **ANALYSIS AND DISCUSSION**

### **Good Governances and Strengthening the Management of Civil Servant Towards to World Class Bureaucracy**

As mentioned above, that if the concept of good governance is not done, then there will be various problems in the life of the nation and the state such as: powerlessness of the people, lack of willingness to participate, increasing apathy towards the government, the exclusion of

society from governance process, governance by a ruling elite, increasingly dominant government in policy making and execution, corruption, lack of accountability and transparency, and less government response to problems facing society. Bureaucracy as a system of organizing state apparatus with a very broad and complex task is very necessary in controlling the operation of government management, but the performance of bureaucracy and routine activities of officials and bureaucratic apparatus often cause new problems. This new problem makes the bureaucracy static, less sensitive to the social environment, even seem likely to be resistant to the renewal. This situation often raises the potential of potential mal-administration practices on corruption, collusion and nepotism (KKN) praxes and the decline in public services. Starting from such bureaucratic conditions, bureaucracy reform and good governance are the main pillars and the central point in creating State Civil Apparatus Management becomes a necessity towards world-class bureaucracy.

Given the importance of bureaucracy reform and good

governance, then one of the important things in the Law No. 5 of 2014 is more emphasis on the importance of Merit System, the policy and management of ASN based on qualifications, competence, and performance fairly and fairly without distinguishes political background, race, color, religion, origin, sex, marital status, age, or disability conditions. In this connection, the basic principle of "Merit System" as referred to in UU ASN is done through: (i) fair and competitive selection and promotion; (ii) applying the principle of fairness; (iii) performance-based payroll, reward and punishment; (iv) standards of integrity and behavior for the benefit of the public; (v) effective and efficient human resource management; and (vi) protect employees from political intervention and from arbitrary action. To implement the basic principles as meant in the ASN Law, the Government's consistency in implementing the law through comprehensive bureaucracy reform is required. Considering, bureaucratic reform is a broad concept of scope, including structural reform (institutional) and bureaucratic cultural, procedural, and bureaucratic ethics

which is very complicate, in which the Government already has norms, standards, procedures and criteria in governance. Therefore, to achieve world-class bureaucracy, it is necessary strengthening and consistent Government in implementing Merit policy this system is a necessity. Peace-meal policy approach in the application of merit system as a bureaucratic system and bureaucratic role model, will never achieve the vision of world-class bureaucracy as expected.

An line with the realization of that vision, bureaucracy reform becomes a rationale choice. Government bureaucracy reform is defined as the use of authority to make improvements in the form of application of new regulations to the system of government administration to change the objectives, structures and procedures intended to facilitate the achievement of development goals. Normatively in MENPAN Regulation no. PER / 15 / M.PAN / 7/2009, About: The General Guidelines of Bureaucracy Reform stated that Bureaucracy Reform is an effort to carry out reform and fundamental changes to the system of governance especially concerning aspects of institutional, management

and human resources apparatus. It further mentioned that Bureaucracy Reform is a strategic step to build the State apparatus to be more efficient and effective in carrying out the general duty of government and national development. In this context, when linked to a still strong paternalistic culture, the success of bureaucratic reform will be largely determined by the role of bureaucratic leader or high official. So the improvement should be done from the top level, because the bureaucratic leader often acts as a 'patron' so it will be easier to be an example for his subordinates.

Bureaucracy reform leads to a rearrangement of internal and external aspects of the bureaucracy. At the internal level, bureaucracy reform should be applied both at the top level bureaucrats, middle level bureaucrats, and the level of executors (street level bureaucrats). Improvement at the top level should take precedence because the strategic position of top level bureaucrats is as a strategic decision maker. At the intermediate level, strategic decisions made by leaders must be spelled out in operational decisions and subsequently into

technical decisions for street level bureaucrats.

## CONCLUSION

As already mentioned that the bureaucracy reform policy is designed in order to achieve the vision of "realization of world class (read: bureaucracy) government". The meaning of the vision is to realize professional government, and high integrity (read: free of KKN), capable of providing excellent service to the society and able to face challenges in the 21st century, where Indonesian bureaucracy is expected to be world class bureaucracy and can competing with other countries in the world. Therefore, the reinforcement of ASN Management is more directed or oriented to produce professional Bicrokrasi (read: employees of ASN), have basic values, professional ethics, free from political intervention, clean from corruption, collusion and nepotism practices based on principle: value principles, codes of conduct, commitment, moral integrity, and responsibility for public services, the competencies necessary to support the task field, academic qualifications, legal protection in the performance of duties, and professionalism of office.

To achieve or realize the vision of the world-class bureaucracy of Indoneaia, there are two main factors that may be a problem and cause the slowing down and effectiveness of bureaucratic reform of the Ministry / Institution at both the Central and Regional levels:

*First*, the uniform factor of policy strategy and implementation of bureaucratic reform. For example, the strategy places too much emphasis on top-down procedural uniformity, regardless of the specific conditions of the bureaucracy reform implementation structure in the field.

*Second*, the bureaucratic factor of bureaucratic reform. In many cases, the fulfillment of bureaucratic reform documents is a top priority for bureaucratic reform, not the achievement of substantial reform objectives. Goals and targets of bureaucratic reform are misguided.

In addition to these two factors, according to the authors also needed a Bureaucracy Road Map to realize the vision of world-class bureaucracy in the future, namely:

*First*, the establishment of a clean and corruption-free government, collusion and nepotism. Corruption is

one of the biggest problems of the Indonesian nation today, where corruption not only endangers sustainable development and law enforcement, but has the potential to weaken the government bureaucracy system in Indonesia. Therefore, the improvement and correction of corrupt bureaucratic system is absolutely necessary to achieve the vision of Indonesia's world-class bureaucracy. For, if the corrupt bureaucratic system is not addressed thoroughly, then to reach the world-class bureaucracy is just a dream and a figment only.

*Second*, the realization of improving the quality of public services to the public; *Third*, the increased capacity and accountability of bureaucratic performance. The achievement of these three goals is measured using various indicators. *First Goal*, using Corruption Perceptions Index indicators (CPIs) and Unacceptable (Unqualified) CPC Opinions; *Second targets* use public service integrity indicators and ease of business ranking; and *Third Targets*, using indicators of government effectiveness index and accountable government agencies (SAKIP).

Starting from various things as mentioned above, especially related to Good Governance as a manifestation of strengthening the State Civil Apparatus Management in order to answer the dynamics of change and challenges Bureaucracy in the future is needed a transformation of bureaucracy and management of Human Resources (HR) Civil State Apparatus in comprehensive and sustainable to the world-class bureaucracy, then according to the authors there are 3 (three) main things that emphasis is more oriented on: first, rule-based bureaucracy through improvement / improvement of the Personnel Administration; second, performance based bureaucracy through improvement / improvement of HRM HR Management; and third, dynamic governance through the development of human capital potential - which in turn will create a clean, corruption-free, competent and serving Indonesian bureaucracy. Only through the transformation of bureaucracy and human resource management of State Civil Apparatus based on 3 (three) main things as mentioned above, it can realize the vision of Indonesia World Class Bureaucracy.

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