



## Implementation of Bureaucratic Reform and Development of Integrity Zones: Study at State Civil Service Agency

Agustina Dorsima Dolonseda<sup>1</sup>, Stefanus Sampe<sup>1</sup>, Very Y. Londa<sup>1</sup>

<sup>1</sup>Postgraduate Program, Sam Ratulangi University, Indonesia

\*Corresponding Author: Agustina Dorsima Dolonseda

Email: [agustinadolonseda9@gmail.com](mailto:agustinadolonseda9@gmail.com)



### Article Info

#### Article history:

Received 12 December 2023

Received in revised form 5

January 2024

Accepted 13 January 2024

#### Keywords:

Bureaucratic Reform

Staffing

Integrity Zone

### Abstract

*Implementing the construction of an integrity zone is one of the steps taken by the government related to bureaucratic reform. The State Civil Service Agency is a government institution responsible for the development and implementation of State Civil Service Management. This research was conducted to describe the implementation of bureaucratic reform that needs to be carried out by the Regional Office XI BKN to move towards a Clean and Serving Bureaucratic Region. By using a qualitative design, it was found that the bureaucratic reform that had been carried out by the Regional Office.*

## Introduction

The history of bureaucracy in Indonesia has a bad report, especially during the New Order which made bureaucracy a political machine (Turner et al., 2022). As a result of all this, people have to pay expensive costs. Uncertainty of time, uncertainty of costs, and uncertainty of who is responsible are some of the empirical facts about the breakdown of bureaucratic services (Poeppelbuss et al., 2022). More than that, bureaucratic services are actually one of the main causes of rampant corruption, collusion and nepotism. Political officials who fill the government bureaucracy are very dominant. This condition has been established for a long time to form attitudes, behavior and opinions that make political officials and bureaucrats indistinguishable (Cascini et al., 2021). Reform in Indonesia began with the collapse of the New Order which was motivated by the financial crisis experienced by Indonesia in 1997. Since 1998, a multidimensional crisis has been experienced by Indonesia which has resulted in strong demands from all levels of Indonesian society for the government to carry out reforms in the political, economic, legal and social fields. culture, and religion. At that time, various TAP MPR RI were established to answer the demands of the community (Rastati, 2022).

In 2010, to provide direction for the implementation of bureaucratic reform in Ministries/Institutions and Regional Governments so that it runs effectively, efficiently, measurably, consistently, integrated, institutionally and sustainably, Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform Number 20 of 2010 concerning Road Map was stipulated (Mascia, 2021). Bureaucratic Reform 2010-2014. The measure of success of the 2010-2014 bureaucratic reform is the realization of a clean government free from Corruption and Corruption, improving the quality of public services to the community, and increasing the capacity and accountability of bureaucratic performance. In 2011, all Ministries and Institutions (K/L) as well as Regional Governments are targeted to have a commitment to implementing the bureaucratic reform process (Marzuki et al., 2020).

In 2023, bureaucratic reform will be in the third period of the National Bureaucratic Reform Grand Design, namely 2020-2024. At this stage, the aim of bureaucratic reform is to produce an advanced, world-class bureaucratic character with increasingly high-quality public services

and increasingly effective and efficient governance. The expected result of bureaucratic reform is the realization of a clean and accountable government so that it can provide services to the community quickly, precisely, professionally, and free from practices of corruption, collusion and nepotism (KKN) in accordance with President Joko Widodo's direction regarding speed of service and bureaucracy. Accountability, effectiveness and efficiency are the keys to realizing bureaucratic reform (Kallio et al., 2020).

In order to achieve the goals and objectives of the 2020-2024 Bureaucratic Reform Road Map, each government agency needs to determine a strategy for implementing bureaucratic reform as best as possible by determining priority programs that are considered strategic, fast and effective. Since 2014, one of the programs carried out by the Government to encourage the achievement of the goal of a clean and accountable bureaucracy and excellent public services is the development of integrity zones in work units/work units in government agencies using the Minister of State Apparatus Empowerment and Bureaucratic Reform Regulation Number 52 of 2014 as a guide (Freddy et al., 2022). In 2021, this regulation was deemed no longer appropriate to the current situation, so it was replaced with Minister of State Apparatus Empowerment Regulation Number 90 of 2021 concerning Development and Evaluation of Integrity Zones Towards Areas Free from Corruption and Clean and Serving Bureaucratic Areas in Government Agencies (Jones & Hameiri, 2022).

In the attachment section of the Regulation of the Minister for Empowerment of State Apparatus Number 90 of 2021, it is explained that the implementation of the construction of integrity zones (ZI) is a miniature implementation of bureaucratic reform in work units, with priority in work units/work units that directly provide services to the community. There are two components to developing an Integrity Zone, namely leverage and results. The leverage component is the internal governance aspect of the work unit and the results component is the impact of changes to the leverage component felt by stakeholders/service users (Seth et al., 2020).

The levers for developing an integrity zone consist of 6 (six) aspects, namely change management, structuring governance, structuring the HR Management System, strengthening accountability, strengthening supervision, and improving the quality of public services. These six levers are the determining factors in achieving the results and goals of developing an integrity zone, namely the implementation of clean and accountable government governance, and the public can experience better service quality.

In the Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform Number 90 of 2021, it is stated that "after an organization/work unit has carried out the entire construction of an integrity zone, the success of the construction of the integrity zone will be monitored by the TPI (Internal Assessment Team). "Based on the results of the assessment from TPI, the heads of government agencies then proposed to the Ministry of PANRB as the National Assessment Team to carry out an evaluation of the suitability of work units/work units with the designation of being a Corruption Free Area (WBK)/Clean and Serving Bureaucratic Area (WBBM)."

The State Civil Service Agency (BKN) is a government institution in Indonesia. Guiding and administering ASN Management from procurement to termination of ASN, providing technical considerations for formation, procurement, moving agencies, providing technical considerations for promotions, retirement and managing ASN data is the function of BKN as regulated in Law Number 5 of 2014. Office Regional The Regional Office convey the results of the construction of integrity zones in their respective units along with supporting data to the BKN Internal Assessment Team (TPI), and the results of the BKN TPI assessment show that

there are 6 (six) work units within the BKN environment that have met the requirements to be proposed to the National Assessment Team (TPN ) to obtain the title of Corruption Free Region (WBK), and one of them is the Regional Office XI BKN. After an assessment was carried out by TPN through data documents supporting the construction of integrity zones and direct observation in each work unit, on December 21 2020 the XI BKN Regional Office received the title of Corruption Free Area (WBK).

In building an integrity zone, after a work unit has received the WBK designation, the work unit is obliged to consistently carry out the construction of an integrity zone so that it becomes a Clean and Serving Bureaucratic Area (WBBM) zone. The "criteria that must be met by a work unit to go to WBBM are that the work unit must have a SAKIP predicate of at least BB, an RB Index value of at least BB, a minimum SPIP Maturity Level value of Level 3, there is a core of main services in the work unit, and the quality of the services provided can have a real impact on the public's view of the quality of bureaucracy, follow-up to the completion of follow-up monitoring results from APIP/BPS is 100%, LHKASN and LHKPN reporting is carried out by 100% of employees in the work unit, and the work unit has carried out activities in framework for developing ZI towards WBBM for at least one year" (Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform Number 90 of 2021).

The Head of Regional Office to be proposed to the National Assessment Team for evaluation in terms of obtaining the title of Clean and Serving Bureaucratic Area (WBBM).

## Methods

The method used in this research is qualitative method. According to Renjith et al. (2021) Qualitative research is exploratory (digging). Through exploration you will be able to discover something. The findings can be something that is already known (because it is lost or buried), some that are unknown and all that are still unknown. "The goal of qualitative research is to gain an in-depth understanding of what people feel in their life processes, provide meaning, and describe how they interpret their experiences" (Pryshlakivsky & Searcy, 2021).

Data sources in this research consist of primary data sources and secondary data sources. (Schuurman, 2020). The primary data sources or informants in this research are employees within the XI BKN Regional Office and stakeholder representatives in the work area of the XI BKN Regional Office who receive personnel services from the XI BKN Regional Office. Secondary data is data obtained indirectly, for example in this research it is data documents supporting the implementation of bureaucratic reform, and evaluation monitoring reports on the provision of personnel services at the XI BKN Regional Office from 2020 to the present. The main data collection carried out using this qualitative method was carried out using techniques in the form of a. Participant observation, b. In depth interview, c. Documentation, and d. Triangulation (Busetto et al., 2020).

Data analysis in qualitative research is carried out from the time data collection takes place until the data collection is completed within a certain time. The researcher is expected to immediately carry out an analysis of the interviewee's answers during the interview, with the intention that if the answers given by the interviewee do not meet the researcher's expectations, the researcher will ask further questions until the data obtained is considered credible by the researcher (Lareau, 2021). The data analysis technique used in this research is the Miles and Huberman data analysis model, namely data collection, data reduction, data presentation and drawing conclusions/verification. The credibility test carried out in this research is by extending observations, increasing perseverance to ensure that the conclusions drawn are worthy of being called credible, and if at any time there are events or cases that do not match

the research results, they will be analyzed again after discussions with experts regarding the research object.

## **Results and Discussion**

BKN Regional Office . Bureaucratic reform through the development of an integrity zone towards a Clean and Serving Bureaucratic Area (WBBM) is the right step that needs to be taken by the XI BKN Regional Office in order to be able to carry out its functions. In accordance with the statement in Presidential Regulation Number 81 of 2010.

To accelerate the achievement of bureaucratic reform targets, especially in terms of achieving a clean and accountable bureaucracy, and capable of providing excellent public services, it is necessary to implement the construction of an Integrity Zone (ZI) which is a miniature implementation of bureaucratic reform. In this research, there are 2 (two) aspects that are specifically studied, namely the components of Integrity Zone development which consist of levers and results. Leverage is the internal governance aspect of Regional Office The results of this research are:

### **Leverage**

The development of Integrity Zones in leverage areas is focused on 6 (six) areas of change which are part of bureaucratic reform changes. The construction of leverage areas is determining in achieving the targets resulting from the development of the Integrity Zone. These areas are the implementation of Change Management, Management Arrangement, HR Management Arrangement, Strengthening Supervision, Strengthening Performance Accountability, and Concrete Improvement of the Quality of Public Services. BKN Regional Office The following are the institutions of Regional Office XI BKN which are the focus of implementing the Integrity Zone development levers.

### **Distribution of Integrity Zone Development Roles based on institutions**

As stated by Max Weber, "the ideal type of bureaucracy includes the duties and functions of each position in the hierarchy being specifically different from each other, and each official has a job description which is the authority and responsibility that must be carried out in accordance with their respective work contracts. respectively" Sager & Rosser (2021). The research results show that the ideal state of organizational institutions at the XI BKN Regional Office is very influential in the implementation of bureaucratic reform towards WBBM, especially in the leverage area.

### **Fulfillment of Lever Components**

The lever components for developing the Integrity Zone are divided into 2 (two) assessment criteria, namely compliance (according to the Evaluation Worksheet (LKE) in the Regulation of the Minister for Empowerment of State Apparatus Number 90 of 2021) and reform (describing changes in the six lever areas). The following are the results of research on the fulfillment of the Evaluation Worksheet that should be carried out by the Regional Office XI BKN and the reforms that need to be carried out to move towards a Clean and Serving Bureaucratic Area.

### **Strengthening Accountability**

Things that need to be considered in strengthening accountability include leadership involvement and Performance Accountability Management. Leadership involvement in strengthening accountability can be seen starting from the preparation of the Strategic Plan for the XI BKN Regional Office. Performance accountability management is carried out by the

Administration Section of the XI BKN Regional Office, especially by the Financial Planning Sub-Division. Performance accountability management uses strategic plans as its basis. The Strategic Plan for the Regional Office and Review of the Ministry/Agency Strategic Plan (Renstra K/L) 2020-2024. The strategic plan is intended to provide guidance and direction for the renewal process carried out by the Regional Office XI BKN so that it is carried out in a more structured, more measurable and targeted manner. The strategic plan does not cover the possibility of changes occurring over a period of 5 (five) years.

### Strengthening Supervision

In order for the BKN Regional Office The following are several things that are material for research related to the implementation of strengthening supervision within the Regional Office XI BKN: Gratification Control, Public Complaints and the Whistle Blowing System

### **Improving the Quality of Public Services**

#### ***Service standard***

Every government agency as a public service provider is obliged to determine and implement public service standards for each type of service determined by the leadership of the agency. This is regulated in the Minister of State Apparatus Empowerment and Bureaucratic Reform Regulation Number 15 of 2014. Based on the results of interviews with several informants and supporting data in the form of related documents, information was obtained that the Regional Office Service Standards for 2023 are based on the Decree of the Head of Regional Office XI of the State Civil Service Agency Number 42 of 2023.

#### ***Excellent Service Culture***

Various efforts to increase capabilities and competencies to implement a culture of excellent service at the XI BKN Regional Office. According to existing supporting data and interview results, these efforts include training to develop work culture and mindset, training to increase employee capacity and competency, providing appropriate infrastructure for providing personnel services, utilizing the Regional Office's website and social media to disseminate information. personnel services, providing rewards in the form of awards for outstanding employees and exemplary employees, providing sanctions based on statutory provisions for those who do not provide services in accordance with SOPs, as well as developing innovations in providing increasingly excellent services. Innovations developed by the Regional Office

#### ***Assessment of Satisfaction with Services***

Excellent service is good service and satisfies customers or the public or other stakeholders; efforts to fulfill needs or requests, prepare, take care of what is needed in an excellent manner, so that customers get something that exceeds their expectations. Service is said to be successful if the person receiving the service is satisfied. Satisfaction of the service recipient is obtained if the service recipient receives the service as expected and needed. BKN

#### ***Utilization of Information Technology***

Regional Office XI of the State Civil Service Agency is committed to realizing clean, effective, transparent and accountable governance towards a clean and serving bureaucratic area. To make this happen, the XI BKN Regional Office utilizes an electronic-based government system. Most of the personnel and internal administration services of the XI BKN Regional Office have utilized information technology. The use of information technology makes it easier to provide personnel services to stakeholders of the XI BKN Regional Office, and the services

provided are fast, effective and efficient, and assist ASNs within the XI BKN Regional Office in carrying out their duties, principal and functions.

The results components according to the Minister of State Apparatus Empowerment and Bureaucratic Reform Regulation Number 90 of 2021 are an illustration of the achievement of bureaucratic reform targets, namely a clean and accountable bureaucracy and excellent public services. In line with the principle of reinventing government according to Osborne and Gaebler, New Public Management (NPM) is demonstrated by efforts to create effectiveness, efficiency and results-oriented government, as well as New Public Service (NPS) according to Denhardt & Denhardt (2003) whose principles include serving Citizens, prioritize the public interest, and serve rather than direct.

In the 2022 BKN XI Regional Office Performance Report, the realization of performance and budget is presented, and in general the achievement of the main performance indicators shows positive development with a Strategic Target Achievement Score (NPSS) of 100.41 (very good). The results of the achievements of the Regional Office Based on the survey values of the Community Satisfaction Index and statements from several informants, it can be said that the services of the Regional Office

Based on the demands of the Integrity Zone Development Evaluation Worksheet, apart from a service quality survey, it is necessary to conduct a corruption perception survey among stakeholders at the XI BKN Regional Office. The corruption perception survey was carried out by the Integrity Zone Development Assessment Team of the Ministry of State Apparatus and Reform and Bureaucracy when the Regional Office, it can be seen that there is no supporting data found in the research.

## **Conclusion**

In the Change Management area, a work team has been formed and a plan for the development of the Integrity Zone has been prepared, monitoring and evaluation has been carried out in the construction of the Integrity Zone, and there has been a change in the mindset and work culture of employees within the XI BKN Regional Office, however, based on the supporting data available from the Office Regional XI BKN has not adapted to the work culture of the AKHLAK bureaucracy. In the business process management area, SOPs have been determined referring to business processes, but these business processes have not been adjusted to the direction of bureaucratic reform in accordance with the Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform Number 3 of 2023 concerning the Road Map for Bureaucratic Reform 2020-2024. Thus the existing SOP needs to be reviewed. For all services provided by the XI BKN Regional Office, the Electronic Based Government System (SPBE) has been utilized and public information disclosure has been implemented. In the HR Management System Arrangement area, the employee needs planning apparatus has been prepared in accordance with the needs of the XI BKN Regional Office and evaluated periodically, but it is still found that the current number of employees in certain positions does not match the number of employee needs, and there are still employee placements that are not in accordance with assigned job map. Employee development is competency-based, where all employees within the BKN Regional Office XI are given the opportunity to develop competency. Regarding performance, all employees determine individual performance, and this performance is measured periodically and annually. Enforcement of disciplinary rules, code of ethics and employee code of conduct has been implemented, and processing of personnel information data at the Regional Office XI BKN has utilized the State Civil Apparatus Information System (SIASN).

In the area of Strengthening Accountability, it can be seen that the Head of Regional Office XI of the State Civil Service Agency was involved from the start in preparing the Strategic Plan Document for Regional Office The XI BKN Regional Office Performance Agreement consists of Main Performance Indicators with real targets every year, and performance reporting has been prepared by reliable human resources and completed on time using the MAKO Application. In the area of Strengthening Supervision, a Gratification Control Unit has been established at the Regional Office Risk control has been implemented at the discretion of the Head of Regional Office XI BKN. Public complaints have been followed up. For complaints received in 2022 that have been 100% followed up, the public and stakeholders of the Regional Office However, there are still shortcomings in strengthening supervision, namely the socialization of complaint channels is still lacking, and the time for resolving complaints is sometimes still not in accordance with the available SOPs. In the area of Improving the Quality of Public Services, service standards for the Regional Office Various innovations have been implemented to provide better services to the community, including the development and use of various applications to provide effective and efficient public services, the provision of various facilities and infrastructure that suit the needs of the community served by the XI BKN Regional Office. There are still several notes for improving the quality of public services, namely that service standards have not yet adapted to the new work system based on the Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform Number 7 of 2022.

In the results component based on existing supporting data, and the results of interviews with several informants, it was found that the Strategic Target Achievement Value of the XI BKN Regional Office for 2022 was 100.41 (very good), and the quality of the public service results of the In 2022 the value is 91.45 (very good), and the Community Satisfaction Index for 2023 to Quarter II is 92.20 (very good). Stakeholders of the XI BKN Regional Office are very satisfied with the personnel services provided by the XI BKN Regional Office. Fast, cheap and quality service.

Based on the results of the discussions and conclusions previously presented, here are several suggestions that the Integrity Zone Development Team hopes can be implemented to maximize the implementation of bureaucratic reform at the XI BKN Regional Office to move towards a Clean and Serving Bureaucratic Area. it is necessary to adapt business processes and service standards to the new work system as regulated in the Minister of State Apparatus Empowerment and Bureaucratic Reform Regulation Number 7 of 2022, where through the new work system functional officials can be assigned flexibly, changeable and moveable with accountable performance management. It is necessary to maximize the strengthening of supervision by carrying out massive outreach regarding complaint media that can be used by the public, namely Report, BKN Whistle Blowing System, Econ11, Facebook and Instagram at the XI BKN Regional Office, and follow up on complaints received at the XI Regional Office BKN needs to be carried out according to the time specified in the available SOP, so that the public feels that the complaint service is carried out quickly. To minimize workload that is not in accordance with the number of employees, employee appointments and placements in positions need to be adjusted to the number of employee needs on the established Position Map. To ensure that the Regional Office.

## References

Busetto, L., Wick, W., & Gumbinger, C. (2020). How to use and assess qualitative research methods. *Neurological Research and practice*, 2, 1-10.

- Cascini, F., Pantovic, A., Al-Ajlouni, Y., Failla, G., & Ricciardi, W. (2021). Attitudes, acceptance and hesitancy among the general population worldwide to receive the COVID-19 vaccines and their contributing factors: A systematic review. *EClinicalMedicine*, 40.
- Freddy, H. T. R., Achmad, W., & Nasution, M. S. (2022). The Effectivity Of Public Services Based On Smart Government In Bukit Raya Distric Pekanbaru City. *Journal of Governance*, 7(1), 239-259.
- Jones, L., & Hameiri, S. (2022). COVID-19 and the failure of the neoliberal regulatory state. *Review of international political economy*, 29(4), 1027-1052.
- Kallio, T. J., Kallio, K. M., & Blomberg, A. (2020). From professional bureaucracy to competitive bureaucracy—redefining universities’ organization principles, performance measurement criteria, and reason for being. *Qualitative research in accounting & management*, 17(1), 82-108.
- Lareau, A. (2021). *Listening to people: A practical guide to interviewing, participant observation, data analysis, and writing it all up*. University of Chicago Press.
- Marzuki, S., Laksmono, B. S., & Subroto, A. (2020). Improving government's performance management by using the balanced scorecard on stakeholders perspectives. *Journal of the community development in Asia*, 3(3), 29-47.
- Mascia, C. (2021). How bureaucracies shape access to rights: the implementation of family reunification in Belgium. *Journal of Ethnic and Migration Studies*, 47(9), 2127-2143.
- Poepplbuss, J., Ebel, M., & Anke, J. (2022). Iterative uncertainty reduction in multi-actor smart service innovation. *Electronic markets*, 32(2), 599-627.
- Pryshlakivsky, J., & Searcy, C. (2021). Life Cycle Assessment as a decision-making tool: Practitioner and managerial considerations. *Journal of Cleaner Production*, 309, 127344.
- Rastati, R. (2022). Internalizing Pancasila through pop culture and youth community. *Jurnal Masyarakat Dan Budaya*, 24(2).
- Renjith, V., Yesodharan, R., Noronha, J. A., Ladd, E., & George, A. (2021). Qualitative methods in health care research. *International journal of preventive medicine*, 12.
- Sager, F., & Rosser, C. (2021). Weberian bureaucracy. In *Oxford research encyclopedia of politics*.
- Schuurman, B. (2020). Research on terrorism, 2007–2016: A review of data, methods, and authorship. *Terrorism and Political Violence*, 32(5), 1011-1026.
- Seth, H., Chadha, S., Ruparel, N., Arora, P. K., & Sharma, S. K. (2020). Assessing working capital management efficiency of Indian manufacturing exporters. *Managerial Finance*, 46(8), 1061-1079.
- Turner, M., Prasajo, E., & Sumarwono, R. (2022). The challenge of reforming big bureaucracy in Indonesia. *Policy Studies*, 43(2), 333-351.