

Public Policy in Improving Institutional Performance

Prof. Dr. Agus Sukristyanto, Prof. Dr. Sida Sonsri, Dr. Sucipto, Dr. Nyoman Diah Utari Dewi, Dr. Zakariya

Received 14 September 2018 ▪ Revised 23 October 2018 ▪ Accepted 24 November 2018

Abstract: Public policy has been carried out in an effort to fix the bureaucracy. Bureaucracy is identical with the procedure twisted, there is no certainty of time, expensive fees, and attitude of the officers who are not friendly to the community. The bad stigma of public service like this does not seem to change that meaningful. Bureaucracy and public officials seem to preserve culture and power, rather than developing a new culture of service to society. The World Bank survey results (2015) indicate that Indonesia Public Service Indices are still in the order of 109 out of 180 countries. World Bank released the 2018 Ease of Doing Business (EoDB) Indonesia report. As a result, from 190 countries, Indonesia has again risen from 91st to 72nd in Doing Business Report 2018. East Java Provincial Government Education and Training Agency has implemented policy changes that are implemented in bureaucratic reform and have resulted in changes in public service to the public. Therefore this paper explores how far public policy in bureaucratic reform has been done at East Java Provincial Government Education and Training Agency. Through qualitative method of narrative research which can describe a policy process in bureaucracy reform. The results obtained that the Index of participants' satisfaction of Education and Training (Diklat) on the Provincial Government Training Board of East Java on the Training of Apparatus Training which is measured through the survey by distributing the questionnaire of monitoring and evaluation of the training implementation to the direct training participants as the training user and implemented at the end of the training. Based on the feedback given by the participants shows the realization of the index value obtained from the target performance of 2017 by 81 with the realization of 80.48 and the achievement of 99.36%.

Keywords: Public Policy, Bureaucratic Reform, Education and Training Agency (Diklat).

INTRODUCTION

Bureaucracy reform and structural transformation in Indonesia have been carried out in the context of state administrative reform, to what extent bureaucratic reforms touch on aspects of bureaucratic culture in the structural transformation of Indonesia's development. There are three things that form the basis of bureaucratic reform. First, the bureaucratic culture occupies a strategic position in realizing the goals of national development. Second, the bureaucratic structure has become a reference in the stage to realize the ideals of development. Third, such bureaucracy reflects the interaction between value factors and factual factors.

Value interaction and factual factors that in the bureaucracy of public service becomes a problem. The value of bureaucratic reform in order to create a clean and free government of Corruption, Collusion and Nepotism; improving the quality of public services and accountability of the performance of a clean, competent bureaucracy and serving the community into a value that is always expected. Meanwhile, the factual condition indicates a change, although it is still far from being expected. Based on EOD's (Ease of

Prof. Dr. Agus Sukristyanto, MS, University of 17 August 1945 Surabaya, Indonesia.

Prof. Dr. Sida Sonsri, University of the Philippines and MSU.

Dr. Sucipto, MS, East Java Provincial Education and Training Agency, Indonesia.

Dr. Nyoman Diah Utari Dewi, A.Par., M.AP, Ngurah Rai University, Indonesia.

Dr. Zakariya, MS, University of 17 August 1945 Surabaya, Indonesia.

Doing Business) report 2018 released by World Bank, Indonesia's business ranking rose to 72 from 190 countries. This increase is supported by improvements made Indonesia against a number of indicators surveyed by the World Bank. In the last three years, the ranking of ease of Indonesian business has gone up quite significantly. From 106th rank in 2016, rising to 91th position in 2017. The rankings are back on EODB 2018 to 72th position (Fitra, 2017). The results of the Ombudsman Institute of the Republic of Indonesia's survey concluded that the quality of public services in 2017 is still low. The survey shows that 57 percent of ministries and institutions in Indonesia are in the yellow zone or have moderate adherence and 8 percent are in the red zone or have low adherence. While ministries and agencies are in the green zone or have high adherence rates only 35 percent (Nupus, 2017).

Regarding the East Java Province, it is a province that is improving in bureaucracy reform, especially public service. The community satisfaction survey shows, "the level of satisfaction with the governor is 72%. The remaining 18 percent said they were not satisfied. While vice governor, 72 percent expressed satisfaction, and 15 percent not satisfied. From various sides of government, the majority of people claim to be better. Starting from the cost of the economy the majority is much better (78 percent). Then the cost of education and treatment that the majority admitted affordable (62 percent) (Koloway, 2017). In the case of public services, East Java Province is included in Top 40 Public Service Innovations. The three innovations are the Archive Services for School Children (WARAS), Rebuttal and Complaints Risk Management (MR SAHDU) Government Procurement Service, and PLANET KAKAO: Integrated Management and Education of Cocoa through People's Garden For Indonesian Democratic Chocolate. These three innovations are among the top 40 of a total of 3,054 public service innovations from ministries / agencies, local governments and state-owned enterprises / BUMDs that are competed (Rozack, 2017).

The bureaucratic reform policies and reforms carried out at the East Java Provincial Training and Training Board established in 1980 in Surabaya are the implementing elements of the East Java Provincial Government in the field of education and training for the apparatus has evolved from small educational and training organizations into an educational and training institute big. In 2008, the East Java Provincial Training and Training Board experienced changes to the organizational structure based on the East Java Provincial Regulation no. 10 Year 2008. On December 27, 2002 has received accreditation and certification from the Institute of Administration of the Republic of Indonesia through the Decree of the Head of LAN RI 741 A/ IX/ 6/4/2002 in the implementation of Training Prajabatan and Leadership Training Level IV, III and II. On September 28, 2005 it has obtained ISO 9001: 2000 Accreditation and Certification for Quality Management System of Education and Training.

MATERIALS AND METHODS

Research Methods

The type of approach used is descriptive qualitative narrative, a method used to analyze data by describing through the form of written words and using secondary data. This study describes, and analyze it from collecting reasoning from the data obtained. The author may include discussion of narrative agreements in the form of sentences from interviews, primary data obtained directly from the first source through interviews, and secondary data which are the documents obtained from the year-end report, and the results of the performance measurement of local government organizations .

Data analysis using the descriptive analysis techniques which attempt to describe the data which has been collected, both primary and secondary data, and the results of interviews are conducted. In addition to descriptive analyze ,analysis and interpretation from these data are obtained from the Board of Education and Training Government of East Java Province. Through descriptive analysis, the researchers expected to provide an in-depth description of the changing that has been done on the agency.

RESULTS

Performance of East Java Province Training and Training Agency

The function of Education and Training Agency of East Java Province performs the functions of: (a) Formulating technical policies in the field of education and training; (b) Implementation of technical support tasks in education and training; (c) Monitoring, evaluation and reporting of the implementation of technical support tasks in the field of education and training; (d) Technical guidance on the function of supporting regional government affairs in the field of education and training; (e) Implementation of administrative bodies in the field of education and training; (f) Implementation of other duties granted by the Governor.

Six programs of East Java Province Training and Training Agency are: (1) Office Administration Service Program; (2) Program for Improving Facilities and Infrastructure Apparatus; (3) Institutional Capacity Building Program of Local Government; (4) Preparation Program; (5) Control and Evaluation of Government Implementation Documents; (6) Program for Capacity Building of Apparatus Resources and Program of Appraisal Appraisal and Certification.

The objectives of East Java Province Training and Training Agency are;

1. Developing a system of planning, organizing and evaluation of effective and efficient apparatus training. "Increasing Competence Apparatus Through Training In accordance with Needs" less than 100% ie 91.75%.

2. Developing training institute as center of excellence (Center of Excellence). "The Increased Modern and Professional Resources of Civic" achieves more than 100% of 107.61%.

Based on Key Performance Indicators (IKU), "Percentage of Alumni Leadership Training", realization of 89.71%, of 100% performance target with 89.71% achievement. 100% target can not be achieved due to the implementation of Leadership Training which is the source of funding from the contribution of education service, some sending agencies cancel the delivery because it is not budgeted in budget and there are some participants who resign. For IKU "Percentage of qualified and satisfying qualified leadership training participants", realization of 71.48%, of the 65% performance target of 2017 with 109.97% achievement. For IKU "Percentage of Technical Training Alumni", the realization of 71.11% of the 2017 performance target of 100% with the achievement of 71.11%. 100% target can not be achieved because the participants are resigned, not present at the time of execution, illness or assigned by Overseas Offices by instansinya. For IKU "Percentage of Functional Training Alumni" the realization of 76.35% of the 2017 performance target of 100% with the achievement of 76.35%. 100% target can not be achieved because the realization of the participants is not in accordance with the target because the participants there are resigned or not present at the time of execution. For IKU "Percentage of functional training participants who passed satisfying and satisfactory qualification", realization result was 39.29%, from the target of performance in 2017 at 65% with achievement of 60.45%. For IKU "Percentage of Pre-Service Training Alumni" the realization of 100%, of the 2017 performance target of 86.92% with the achievement of 86.92%. Not reaching the target is due to the number of CPNS in districts / cities many who have followed the training and also the limited number of new CPNS acceptance. For IKU "Percentage of Pre-Service Training Participants graduating with satisfying qualification and very satisfactory", realization result of 91,23%, from 65% performance target by 65% with achievement of 140.35% For IKU "Percentage of Learning Outcomes of Training Participants "As measured from the pre-test and post test results showed the average learning outcome improvement of 58.38%, from the target of 57% with the performance achievement of 102.42%.

As for IKU "Percentage of Alumni that implements the results of the training in their workplace", as measured by the result of the evaluation of the training impact on the training alumni obtained from the respondents (by sampling technique). Actual acquisition of 87.91%, based on the target performance of 2017 by 84% with the percentage of achievement of 104.65%. The outcomes of alumni who follow up on the training result exceed the target set because of the new patterned training system that requires each training participant to implement the learning outcomes in the form of "Project Change" in each participant institution.

IKU "Percentage of beneficiaries with satisfactory and highly satisfactory evaluation results" as measured through Evaluation of Training Activities (Special Form C - Assessment of Widyaiswara) and Development of Widyaiswara activities. Based on the results of the questionnaire of the participants of the training in the judyaiswara assessment on the mastery of material and performance widyaiswara with a range of values 81 to 100, the realization of 86.51% with a target performance of 2017 of 81% of the realization of 100% and achievement of 123.46% .

IKU "Percentage of Internal and External Internal Audit Result Measured" is measured by the Number of Internal/ External Audit Findings Result which is followed up by the Number of Internal/ External Audit Findings. The result of the realization is 100% with the target of 100% performance in 2017 obtained 100% achievement percentage. The results of realization and achievement in accordance with the targets set because each of the findings of internal audit and external audit is always followed up for improvement or resolved.

IKU "Satisfaction Index of Training Participant on Apparatus Training Service" is measured through survey by distributing questionnaire of monitoring and evaluation of training implementation to the direct training participants as the training user and implemented at the end of the training. Based on the

feedback given by the participants shows the realization of the index value obtained from the target performance of 2017 by 81 with the realization of 80.48 and the achievement of 99.36%.

DISCUSSION

Paradigm Shift of Public Administration and Bureaucracy Reform

The paradigm shift of public administration from Old Public Administration to New Public Management, and New Public Services. The Old Public Administration emphasizes on the political aspect that views politics as a goal. This is reflected in the role of the government that is very strong in every public policy making, both designing and implementing any policies that act as rowing. The government bureaucracy as a public servant sees the community as the clients and constituents to be served. In terms of hierarchical accountability following Weber's bureaucracy, which raises several issues. Among the issues of bureaucracy itself, as Hugh mentioned (2003: 34): There are two particular problems with the theory of bureaucracy. These are: first, the problematic relationship between bureaucracy and democracy and, secondly, formal bureaucracy could no longer be considered as a efficient efficient form of organization.

At New Public Management emphasizes public interest, therefore public service operators are customer-oriented and the government's role focuses on guidance, not the production of public services. In the organizational structure has decentralized public organizations with primary control within the agency. Decentralized government from hierarchy to participation and teamwork. Market oriented government, leveraging change through the market. According to Huges (2003: 50) that; "New public management represents a transformation of public sector and its relationship with government and society". While Hood (1991), in Huges (2003: 52); new public management as comprising seven main points: (1) hands-on professional management in the public sector; (2) explicit standards and measures of performance; (3) greater emphasis on output controls; (4) a shift to disaggregation of units in the public sector; (5) a shift to greater competition in the public sector; (6) a stress on private sector styles of management practice; (7) a stress on greater discipline and parsimony in resource use.

While New Public Services emphasis on serve citizen, not customer. The public interest results from a dialogue about values, rather than aggregation of individual self-interest. Therefore, public servants do not merely respond to the demands of "customers", but focus on building relationships between trust and collaboration with and among citizens. Value citizenship and public service above entrepreneurship. The public interest is better advanced by public servants and citizens committed to making the managers acting as if their own money. Serve, rather than steer. An increasingly important of the public servants is to help citizens articulate and meet their shared interests, rather than to attempt to control or steer society in new directions.

East Java Provincial Education and Training Agency was established in 1980, in 2008, the East Java Provincial Training and Training Board changed its organizational structure based on the East Java Provincial Regulation no. 10 Year 2008. Up to 2018 more than 260,000 alumni from all provinces and districts/ cities in Indonesia have participated in apparatus training. On December 27, 2002, he received accreditation and certification from the State Administration of the Republic of Indonesia through the Decree of the Head of the LAN RI 741 A/ IX/ 6/4/2002 in the implementation of Training and Leadership Training Level IV, III and II. On September 28, 2005 it has obtained ISO 9001: 2000 Accreditation and Certification for Quality Management System of Education and Training. With its vision and mission, East Java Provincial Education and Training Agency has a Vision "Becoming a Center of Excellence in Achieving State Civil Apparatus Who Have Competence, Dedication and High Integrity". With the Mission: (1) Achieve competent and effective competency-based Management Training Apparatus; (2) Realizing the modern, effective, efficient and accountable institute of Training of Apparatus. As well as Quality Policy, the whole range of East Java Provincial Training and Training Board is determined to consistently and continuously realize qualified personnel human resources through professional and competence-based Training.

CONCLUSION

Implementation of Education and Training Program Apparatus Year 2017 in the Board of Education and Training of East Java Province can achieve performance targets even exceeded the performance target set in 2017.

This is a form of success in the implementation of the main tasks and functions and commitment with all parties in the Education and Training Agency of East Java Province in accordance with the vision, mission and development priorities of East Java Province.

Policy Recommendation

Performance Report of Education and Training Board of East Java Year 2017 can be used as a reference for the following year as:

- a. Material of performance accountability evaluation;
- b. Completion of future planning documents;
- c. Completion of implementation of upcoming programs and activities;
- d. Completion of the various policies required.

With a comprehensive synergy, hard work and intelligent work of East Java Provincial Education and Training Agency can solve problems faced and can implement programs better and accountable so as to "Develop a system of planning, organizing and evaluation of effective and efficient apparatus training" and "Developing the training institute as a center of excellence (Center of Excellence)" can be achieved nationally and internationally.

REFERENCES

- [1] Agus Sukristyanto. Bureaucratic Reform and Structural Transformation. The Fourth International Conference on Local Government 4 (Blue Economy), Proceeding Printed in Surabaya, 2013.
- [2] Agus Sukristyanto; Rudy Handoko; Aris Sunarya, (2018). Shifting of Public Service Bureaucracy: A Study on Revenue Service of East Java Province. A Paper Presented at KEPCO Academy, Annual KAPA International Conference 2018. Organized by The Korean Association for Public Administration, Sponsored by National Research Foundation of Korea, Date: 21-23, June 2018.
- [3] Abdul Rozack (Editor). Jatim Raih 3 Penghargaan Inovasi Pelayanan Publik. <https://www.jawapos.com> 2017.
- [4] Acs, J. Zoltan; Roger R. Stough. Public Policy in an Entrepreneurial Economy Creating the Conditions for Business Growth, Springer USA 2008.
- [5] Bobby C. Koloway. Hasil Survei Indikator: Masyarakat Jatim Puas Dengan Kinerja Gubernur dan Wakil Gubernur. SURYA.co.id. 2018.
- [6] Badan Pendidikan dan Pelatihan Pemerintah Provinsi Jawa Timur. Laporan Kinerja Instansi Pemerintah. Penerbit Badan Pendidikan dan Pelatihan Pemerintah Provinsi Jawa Timur, Surabaya 2017.
- [7] Berman, M. Evan; Jae Moon; Heungsuk Choi, ed. Public Administration in East Asia Mainland China, Japan, South Korea and Taiwan. RC Press Taylor & Francis Group 6000 Broken Sound Parkway NW 2010.
- [8] Denhardt, Janet V and Denhardt, Robert B. The New Public Service. Serving Not Steering. Expanded Edition. M.E, Sharpe, Armonk, New York, London, England 2007.
- [9] Edwards, Meredith; Cosmo Howard; Robin Miller. Social Policy, Public Policy From problem to practice. ALLEN & UNWIN. NSW Australia 2001.
- [10] Dipak S. Patel, P. B. Shah, N. B. Managoli (2012) Comparison of Antioxidant and Free Radical Scavenging Potential of Polyherbal Formulations of SIDITI. International Journal of Pharmacy Research & Technology, 2 (2), 42-46.
- [11] HayatiNopus.. Ombudsman: Pelayanan Publik Indonesia Rendah. Perlu Peningkatan Penggunaan Teknologi Informasi Agar Pelayanan Publik Akuntabel dan Bebas KKN. <https://www.aa.com.tr/id> 2017.
- [12] Hill, Michael; Peter Hupe. Implementing Public Policy: Governance in Theory and in Practice. SAGE Publications London 2002.
- [13] Hveem, Helge and Kristen Nordhaug, ed. Public Policy in the Age of Globalization Responses to Environmental and Economic Crises. PALGRAVE MACMILLAN Houndmills, Basingstoke, Hampshire RG21 6XS and 175 Fifth Avenue, New York, N.Y. 2002.
- [14] Farhan, A.R. " Estimation of insulin-like growth factor system in Iraqi children with hypothyroidism", (2018) International Journal of Pharmaceutical Research, 10 (3), pp. 489-492.
- [15] Hughes, E. Owen. Public Management and Administration, An Introduction, Third Edition. Published by PALGRAVE MACMILLAN, Hounmills, Basingstoke, Hampshire. New York 2003.

- [16] Kay, Adrian. (2006). *The Dynamics of Public Policy Theory and Evidence*. Department of Politics and Public Policy, Griffith University, Brisbane, Australia. Printed and bound in Great Britain by MPG Books Ltd, Bodmin, Cornwall 2006.
- [17] Osborne, David, dan Gaebler, Ted. *Mewirauahakan Birokrasi. Reinventing Government*. Penerjemah, Abdul Rosyid. PT. Pustaka Binaman Pressindo, Jakarta 1996.
- [18] SafreziFitra. *Ranking Kemudahan Usaha RI Naik 19 Level Ke Peringkat 72*. [HTTPS://KATADATA.CO.ID/](https://katadata.co.id/) 2017.
- [19] Smith, B. Kevin; Lincoln Christopher W.Larimer. *The Public Policy Theory Primer*. by Westview Press Published by Westview Press, USA 2009.
- [20] V Rudy Handoko and Agus Sukristyanto. *Information Technology Based Reform A Case Study on Surabaya Open City*. *Proceedings Books, ICONPO V International Conference On Public Organization. ASEAN Integration Opportunities and Challenges. APSPA Asian Pacific Society for Public Affairs*. Printed on Yogyakarta 2015.