



## Dynamics of the Implementation of the Papua Province Bureaucratic Reform Agenda

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### ABSTRACT

This study aims to look at the implementation of bureaucratic reform in Papua Province in the context of realizing good governance. As part of this type of qualitative research, this research uses library research. Data were obtained from various library sources that are relevant to the topic being discussed. Data analysis was carried out through data reduction, data presentation, and drawing final conclusions. The results of this study indicate that the Provincial Government of Papua has attempted to realize better Governance, through continuous improvement marked by an increase in value on the fulfillment and reform aspects, and followed by an increase in value on the total component results.

## **INTRODUCTION**

The embodiment of good governance makes bureaucratic reform one of the efforts made by the government. In fact, bureaucratic reform in Indonesia is not a new phenomenon, but if you look at history, the journey of Indonesian bureaucratic reform began in the 1980s, at which time the term "bureaucratic reform" was known as state administration reform with the scope; political, legal, economic, social, cultural to defense and security (Astuti, 2016). Since the collapse of the New Order regime, in 1998 the term reform has become a hot topic of public discussion again. Then entering this era, bureaucratic reform in Indonesia was also marked by the birth of various laws and regulations in order to improve the performance of the bureaucracy and the administration of public services (Haning, 2018). Currently, the long journey of the bureaucracy in Indonesia has entered its 3rd (three) phase as contained in Presidential Regulation Number 81 of 2010 concerning the Grand Design of National Bureaucratic Reform. According to Sugiarto (2020) the last phase will determine the success of the roadmap for change towards Indonesia as a just, prosperous and prosperous country with the preconditions for building a world-class bureaucracy, in this case a good and clean bureaucracy (good governance and clean bureaucracy).

Bureaucratic reform is logically believed will have a positive correlation with development (Holidin et al, 2016). Therefore, bureaucratic reform is then not only directed at the central government, but entering the current era of globalization, bureaucratic reform is needed, including for Regional Government as a basis for structuring the structure and culture of the bureaucracy, policy in compiling any existing programs in the region (Rohayatin, 2017). Bureaucratic reform continues to be echoed, including within the Papua Provincial Government in order to improve quality towards a world-class bureaucracy in 2024. The Minister of State Apparatus Empowerment and Bureaucratic Reform Abdullah Azwar Anas said that it is hoped that the State Civil Apparatuses in Papua can focus on work, by working as a passion so that the bureaucracy can continue to improve to be even better. He continued, he said that in order to create a better bureaucracy, the Ministry of State Apparatus Empowerment and Bureaucratic Reform is currently promoting impactful bureaucratic reform according to President Joko Widodo's directions. State Civil Apparatus, including in Papua as frontline troops must also be ready to adapt and work agile in order to meet public expectations (Humas Menpan RB, 2023). Departing from this description, this study will then discuss the dynamics of the Papua Provincial Government's bureaucratic reform agenda under the framework of moving towards a world-class Papuan bureaucracy in 2024.

## THEORETICAL REVIEW

### Dynamics Concept

According to the Big Indonesian Dictionary, dynamics is movement from within, moving energy, or enthusiasm. The word dynamics comes from the Greek word meaning strength. The dynamics show a harmonious relationship between fellow group members (Pangemanan, 2023). Not much different from Santoso (2004: 5), saying that dynamics means the behavior of one citizen directly influences another citizen reciprocally. Dynamics means that there is interaction and interdependence between members of one group and members of the group as a whole. Rahmi Widyanti, in Fikriansyah (2022), provides an understanding of dynamics as something that means energy. This word also refers to the condition of always moving, developing, and adapting to circumstances.

### Bureaucratic Reform

Bureaucratic reform comes from the word "reform" and bureaucracy. Reform is defined as a change to a system, while bureaucracy is a form of organizational system. Referring to Tysara (2022) explains that reforms are changes that occur drastically with the aim of making improvements that apply to the social, political, religious fields and occur in a society or country. Meanwhile, the bureaucracy in government is interpreted as a process and system that is born rationally to guarantee work mechanisms and systems that are orderly, certain and easy to control (Sitindjak, 2017). According to Muhammad (2018) in simple terms, bureaucracy is often also referred to as a government agency or sector.

Furthermore, bureaucratic reform can be interpreted as an attempt to make changes to the governance system. In the same vein, launching the official website *kemenkopmk.go.id*, (2020) it is also explained that bureaucratic reform is an effort for the purpose of carrying out fundamental updates and changes to the system of governance that stems from good governance. Talking about the embodiment of good governance, in the perspective of public administration, the implementation of quality public services will lead to the realization of good governance, so bureaucratic competence is needed to design and implement every existing policy (Ndue in Haning, 2018). Therefore, as one of the government's work priorities, bureaucratic reform contains 3 (three) important agendas, namely; speed of serving and granting permission; remove linear mindset, monotone and stuck in the comfort zone; and, adaptive, productive, innovative & communicative (*menpan.go.id*, 2019). Meanwhile, efforts to improve the quality of the bureaucracy can be done in 2 (two) ways, namely; simplifying the bureaucracy and digitizing the bureaucracy (Srii, 2021).

Regarding bureaucratic simplification, the Ministry of Administrative Reform and Bureaucratic Reform has prepared and issued policies, such as; Regulation of the Minister for Administrative Reform and Bureaucratic Reform regarding Work Mechanisms after Simplification of the Organizational Structure, Regulation of the Minister for Administrative Reform and Bureaucratic Reform Number 17 of 2021 concerning Equalization of Administrative Positions into Functional Positions and Regulation of the Minister of Administrative Reform and Bureaucratic Reform Number 25 of 2021 concerning Simplification of Organizational Structures in Government Agencies to Simplify Bureaucracy (Srii, 2021). Furthermore, it is stated that the simplification of the organizational structure of the central government has been carried out maximally, while specifically for local governments, collaboration is carried out between the Ministry of Administrative Reform and Bureaucratic Reform with the Ministry of Home Affairs in order to carry out the settlement.

### **Regulation: Bureaucratic Reform Agenda**

Implementation of the Agenda Reform Bureaucracy carried out as a consequence of obedience to the mandate of the statutory regulations that have been stipulated, namely: Presidential Regulation Number 81 Year 2010 About Grand Design Reform Bureaucracy 2010-2025, Regulation of the Minister of Administrative Reform and Bureaucratic Reform Number 25 of 2020 concerning Road Map Reform Bureaucracy 2020-2024, and Regulation of the Minister of Administrative Reform and Bureaucratic Reform Number 26 of 2020 concerning Evaluation Guidelines Reform Bureaucracy (Pekpekai, 2023).

### **METHODOLOGY**

The studies conducted are an integral part of scientific development (Muttaqin et al., 2022). When conducting research, it is important to have a method that is used as a necessity (Ilham et al., 2022). Therefore, in this study the method used is a type of qualitative research using a literature approach. Moleong referred to by Ilham et al., (2021) synthesizes that qualitative research intends to gain an understanding of what is experienced by research subjects, such as; perception, behavior, motivation, and action, and others. Meanwhile, library research according to Hamza in Tebay and Ilham (2023) works at the analytical level and emic perspective by obtaining data not based on the perceptions of researchers but based on conceptual facts and theoretical facts. Quoting Patmasari (2022) argues that the library method is part of qualitative research, this is also reinforced by the opinion of Hamzah (2020), who also says this (ie; library research is actually part of a type of qualitative research).

Referring to Tokang et al., (2023) in library research, time and place were carried out in the library room. In the context of library research, the subject matter is library materials. By him, the data sources for this research were obtained from various articles, papers, essays, documents from seminars, online platforms and other library sources. Furthermore, the data analysis process is carried out through three stages of activity, first performing data reduction, both present data, and third conclusion. The final conclusion will only be drawn after it is not found its a more information about the case under study. Then the

conclusions that have been drawn will be done verify properly as a form of the researcher's thinking framework until a consensus is reached at an optimal level between researchers with information sources and with the research team so that validity and accuracy are obtained (Miles & Huberman, in Ilham et al., 2020)

## RESEARCH RESULT

### Papua Province Government Bureaucratic Reform

It is undeniable that the achievements of bureaucratic reform in Indonesia under the leadership of President Joko Widodo have made progress. According to the official website *kominfo.go.id*, it is stated that these various achievements have been carried out by the Ministry of Administrative Reform and Bureaucratic Reform so that support and collaboration between the central and regional governments, this collaboration is a necessity to realize the vision and mission of the President and Vice President of the Republic of Indonesia “a bureaucracy that is agile and quick to make decisions in serving the community” (Srii, 2021). Furthermore, it was also stated that in supporting the implementation of simplification and digitization of the bureaucracy, it requires the role of the State Civil Apparatus (ASN) as a driving force for the bureaucracy. industrial revolution 4.0. Even the President of the Republic of Indonesia, Joko Widodo believes that through consistent implementation of bureaucratic reform, ASN will be able to provide excellent quality services throughout the country (*kominfo.go.id*, 2022).

Provincial government Papuan as part of the national government administration unit has the obligation to also be able to carry out the Reform agenda bureaucracy so as to improve performance bureaucracy to realize good governance so that it can accelerate the increase in development and community welfare (Pekpekai, 2023). Therefore, responding to the vision and mission of the President and Vice President of the Republic of Indonesia, the Provincial Government of Papua is ready to carry out this bureaucratic reform agenda. Through the assistance provided by the Corruption Eradication Commission, Assistant for General Affairs Elsy Auri hopes that all ASN will be committed to implementing bureaucratic reform in Papua (Wisanggeni, 2019). In the *jubi.co.id* media release, it was stated that Papuan bureaucratic reform was carried out through changes in management, structuring laws and regulations, strengthening the organization, managing human resource management, including strengthening accountability, supervision, and improving the quality of public services (Wisanggeni, 2019).

As part of bureaucratic reform, Papua continues to improve which is not only focused on the human capital architecture in order to be able to accelerate ASN transformation but improvements are also being made in relation to the ASN leadership mindset, both at the High Leadership Position level as well as the Policy Analysis Functional Position. The main targets are changing mindsets and professional work methods that are oriented towards performance and public services, including institutional governance as well as digital transformation, as well as policy deregulation in relation to improving human resources and the effectiveness of internal supervision (Riri, 2022).

To improve competence for ASN to become a clean, effective, professional and serving bureaucracy, efforts are being made through the implementation of leadership training activities and competency development within the Papua Provincial government (Kurniawan, 2022). With regard to continuous bureaucratic improvement in supporting the realization of a world-class bureaucracy in 2024, Lukas Enembe said the training was carried out with the aim of developing the competence of primary high leadership positions, including functional positions of policy analysis with the main goal of improving bureaucracy through changing mindsets that stem from improving performance, improving service quality public and institutional governance including digital transformation (Utomo, 2022).

Referring to the official website of the Papua Provincial Government, *papua.go.id*, (2019) under the leadership of Lukas Enembe, the Papua Provincial Government has shown its seriousness in reforming the bureaucracy through streamlining the Regional Apparatus Organizations (OPD), where the fusion of a number of OPDs is an innovation that is being discussed as a model pilot which will have the potential to be adopted and implemented in provinces or districts/cities in Indonesia. The Governor of Papua, Lukas Enembe also said that the downsizing of the OPD within the Papua Provincial Government was carried out in order to streamline ASN performance in order to achieve quality public services (Ratu Makin, 2019).

Furthermore, downsizing the Regional Apparatus Organizations according to Lukas Enembe that the Papua Provincial Government made cuts from 51 (fifty one) to 35 (thirty five) Regional Apparatus Organizations so that the impact was as many as 16 (sixteen) OPD leaders leaving their positions (Ratu Makin, 2019). Downsizing positions, as emphasized by Lukas Enembe, is carried out openly through selection in accordance with the applicable State Civil Apparatus (ASN) mechanism (Ratu Makin, 2019). On another occasion, Lukas Enembe said that downsizing the Regional Apparatus Organization was carried out, of course, poor in structure but rich in function (*papua.go.id*, 2019). Streamlining Regional Apparatus Organizations as a form of bureaucratic reform in Papua has the support of the Papuan People's Representative Council, because efforts will save OPD spending which so far has been considered too fat (Imelda, 2018).

Referring to the study, Ibrahim (2018) stated that downsizing makes an organization more flexible in responding, quickly adapting to change, effective and innovative, and will be more committed to the goals to be achieved. Sedarmayanti cited by Tanti et al. (2015) also said that the purpose of carrying out bureaucratic reform is for the realization of effectiveness, efficiency and accountability. Based on the previous description, the authors see that to realize effectiveness, efficiency and accountability, one of the efforts of the Papuan provincial government is to carry out bureaucratic reform through simplification of the bureaucracy by merging a number of Regional Apparatus Organizations and increasing the capacity of the State Civil Apparatus (ASN) through training (*papuatoday.com*, 2019).

**The Dynamics of Implementing the Papuan Bureaucratic Reform Agenda**

Every year the Ministry of State Apparatus Empowerment and Bureaucratic Reform always evaluates the progress of the implementation of the agendaReform Bureaucracy for each Provincial and Regency/City Government, using the following assessment predicates: (1) Score D for numbers below 45, (2) Score C for numbers 45-55, (3) Score CC for numbers 55-65, (4) Grade B for numbers 65-75, (5) Score BB for numbers 75-85, (6) Grade A for numbers 85-95, and (7) Grade AA for numbers above 95. In 2021, according to the evaluation results implementation Reform Bureaucracy, the Ministry of State Apparatus Empowerment and Bureaucratic Reform gave the Provincial Government of DI Yogyakarta an A predicate, a BB predicate to the Provincial Governments of Bali, DKI Jakarta Province, West Java Province, Central Java Province, and East Java Province. There are 12 (twelve) Regencies/Cities that are part of these Provinces, which also receive the BB title. Regencies/cities that have received the BB title are: Badung Regency, Bantul Regency, Kulon Progo Regency, Sleman Regency, Yogyakarta City, Bandung City, Banyumas Regency, Semarang City, Banyuwangi Regency, Malang City, Surabaya City and Padang City. Meanwhile Province Papuan is still in the CC predicate category, while the Regencies/Cities in its territory are still in the D to C predicate category.

Government Observer, currently an expert on Commission III of the House of Representatives Papuan and Special Staff to Acting Yapen Islands RegentVictor Pekpekai (2023) quoting from the official website of the Provincial Government of Papua, meanwhile efforts made by the Provincial Government of Papua to be able to implement the Agenda Reform Bureaucracy. Several things were done in the 8 (eight) Areas of Change Reform Bureaucracy can be seen in the following table:

**Table.1 Areas of Change in Papua's Bureaucratic Reform**

No	Bureaucratic Reform Change Area	Description of the changes made
1	Organizational Structuring and Strengthening Area	<ul style="list-style-type: none"> <li>• Making Changes to Provincial Regulations Papuan Number 19 of 2016 concerning the Formation and Composition of Regional Apparatuses through the Stipulation of Regional Regulations Number 2 of 2019 concerning Amendments to Regional Regulations Number 19 of 2016 concerning the Formation and Composition of Regional Apparatuses, the contents of which are reducing the number of Regional Apparatuses from 51 to 31 Regional Apparatus Organizations.</li> </ul>
2	Management Arrangement Area	<ul style="list-style-type: none"> <li>• Establish Construction Project Management (CPM) Organization</li> </ul>

		<p>Bureau in the context of Management of Public Service Standards;</p> <ul style="list-style-type: none"> <li>• Making Provincial Business Process Map Papuan;</li> <li>• Governor Regulation Papuan Number 15 of 2019 concerning the Information and Communication Technology Master Plan;</li> <li>• Governor Regulation Papuan Number 14 of 2013 concerning Guidelines for Standard Operating Procedures in the Provincial Government Environment Papuan.</li> </ul>
3	Human Resource Management System Arrangement Area	<ul style="list-style-type: none"> <li>• Governor Regulation Papuan Number 51 of 2020 concerning Procedures for Handling Conflicts of Interest;</li> <li>• Governor's decree Papuan Number 188.4/341/2018 concerning Appointment of Provincial Information and Documentation Services Management Officer Papuan;</li> <li>• Governor Regulation Papuan Number 19 of 2018 concerning Integrity Shoots in the Province Papuan;</li> <li>• Governor Regulation Papuan Number 3 of 2020 concerning Additional Electronic-Based Civil Servant Income in Provincial Government Environments Papuan Fiscal Year 2020;</li> <li>• Governor Regulation Number 14 of 2017 concerning the Implementation of Licensing and Non-Licensing Services Electronically; and</li> <li>• Governor Regulation Papuan Number 34 of 2020 concerning the Code of Ethics and Code of Conduct for State Civil Servants in the Provincial Governmentm Environment Papuan.</li> </ul>
4	Policy Deregulation Area	<ul style="list-style-type: none"> <li>• There isn't any</li> </ul>
5	Accountability Areas	<ul style="list-style-type: none"> <li>• There isn't any</li> </ul>

6	Public Service Improvement Area	<ul style="list-style-type: none"> <li>• Governor Regulation Papuan Number 19 of 2018 concerning Integrity Shoots in the Province Papuan;</li> <li>• Governor Regulation Number 14 of 2017 concerning the Implementation of Licensing and Non-Licensing Services Electronically; and</li> <li>• Governor Regulation Papuan Number 17 of 2020 concerning Implementation of Public Services in the Province Papuan.</li> </ul>
7	Change Management Area	<ul style="list-style-type: none"> <li>• Governor Regulation Papuan Number 69 of 2019 concerning Road Map Reform Bureaucracy Papuan Year 2019-2023; and</li> <li>• Governor's decree Papuan Number 188.4/72/Year 2020 concerning the Formation of a Steering Team and Implementation Team for the Acceleration of Implementation Reform Bureaucracy Within the Provincial Government Papuan 2020 year.</li> </ul>
8	Supervision Strengthening Area	<ul style="list-style-type: none"> <li>• Governor Regulation Papuan Number 51 of 2020 concerning Procedures for Handling Conflicts of Interest;</li> <li>• Governor Regulation Number concerning Whistleblowing System in Provincial Environments Papuan;</li> <li>• Governor Regulation Papuan Number 19 of 2018 concerning Integrity Shoots in the Province Papuan;</li> <li>• Governor Rule Papuan Number 72 of 2017 concerning Reports on Wealth of State Officials in the Provincial Government Environment Papuan;</li> <li>• Governor Regulation Papuan Number 17 of 2017 concerning Guidelines for Gratification Control within the Provincial Government Papuan; and</li> </ul>

		<ul style="list-style-type: none"><li>• Governor Regulation Papuan Number 26 of 2018 concerning the Government Internal Control System within the Provincial Government Papuan</li></ul>
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Source: (Pekpekai, 2023/www.lintaspapua.com)

## DISCUSSION

Based on the results of the implementation evaluation Reform Bureaucracy carried out by the Ministry of Administrative Reform and Bureaucratic Reform in 2022 in the Province Papuan, it can be concluded that Index Reform Bureaucracy Provincial government Papuan for 2021 is 55.96 points or the "CC" predicate category. Implementation evaluation results Reform Bureaucracy this shows that the Provincial Government Papuan has endeavored to realize better Governance, through continuous improvement which is marked by increasing values in the aspects of fulfillment and reform, and followed by increasing values in the total component results (Pekpekai, 2023).

Furthermore, Pekpekai, (2023) when compared to the previous year, there was some improvement in the quality of the intermediate results, namely an assessment of the quality of management of procurement of goods and services and an assessment of the quality of records management. The Maturity of the Government's Internal Control System and the Capability of the Internal Supervisory Apparatus of the Provincial Government Papuan also still low and does not show an increase from the results of the 2020 assessment. The assessment of the intermediate in 2021 shows that the results are not very good, so that overall the results Papua in 2021 will decrease. Provincial government Papuan also has not fully followed up on the recommendations presented in the Evaluation Report Reform Bureaucracy year 2020.

Departing from the explanation above, Pekpekai (2023) said several things that still need to be considered to optimize the program Reform Bureaucracy in Province Papuan, including the following:

1. Determination of agents of change carried out by the Provincial Government Papuan not yet fully based on the needs of the organization, so that change agents have not been able to optimally drive change within the organization;
2. Provincial government Papuan has not yet compiled a policy mapping of the Central/Regional Government and Regional Apparatuses which are obstructive and not harmonious;
3. Business process maps for some work units have not been prepared and evaluation has not been carried out against the previously applied Standard Operating Procedures (SOP), so that the suitability of the effectiveness of work relations between organizational units and performance has not been answered;

4. Provincial government Papuan has not built the governance of the Electronic-Based Government System (SPBE) to the fullest. This is illustrated by the Provincial SPBE Index Papuan namely 1.8 with the category of "less";
5. Provincial government Papuan has attempted to implement a "Merit" system, one of which is by conducting an assessment of employees, but only for Regional Apparatus Leaders. In addition, policies related to talent management have not yet been developed;
6. Individual performance indicators are not fully aligned with organizational or work unit performance;
7. Provincial government Papuan has developed supervisory policies, including policies on the Whistleblowing System, control of gratuities, and handling of conflicts of interest. However, the implementation of these supervisory policies is still not optimal;
8. In public services, there is no compensation system policy for service recipients, if they receive services that are not up to standard. In addition, there has been no visible effort to follow up on the results of the community satisfaction survey.

Furthermore, still according to Pekpekai (2023) based on records of evaluation results and to improve the quality of Governance and foster a culture of integrity, performance and service Bureaucracy to the Provincial Government Papuan, a number of things that need to be improved, namely:

1. Optimizing the role of change agents in increasing employee understanding of work culture, ASN Core Values with Morals, measuring the level of success in the area of change in Reform Bureaucracy and encourage change agents to develop action plans/action plans;
2. Ensure that all issued policies have a linkage map between policies, by including all policies issued by the Provincial Government Papuan, then linked to other related policies, both internal and external policies, so that the linkage map can be used as one of the bases in carrying out policy harmonization efforts;
3. Establish business process maps and evaluate existing SOPs to ensure work processes can run optimally;
4. Improving the implementation of SPBE management in the Provincial Government Papuan in accordance with the stipulated SPBE architecture and the National Electronic-Based Government System Master Plan;
5. Carry out assessments for all employees and make the results the basis for competence-based individual career development. Furthermore, implementing all the provisions stipulated in the Regulation of the Minister of Administrative Reform and Bureaucratic Reform Number 40 of 2018 concerning Guidelines for the Merit System in ASN Management;
6. Improving individual performance measures so as to support organizational or work unit performance;

7. Conduct periodic monitoring and evaluation of the implementation of supervisory policies in order to find out whether the supervisory system is in good condition, so that it can detect and prevent acts of fraud that can harm the state;
8. Increasing the maturity of the Government's Internal Control System and the Capability of the Internal Supervisory Apparatus of the Provincial Government Papuan to achieve the effectiveness and efficiency of achieving the goals of governance;
9. Develop policies for providing compensation to service recipients, if they receive services that are not up to standard and follow up on the results of community satisfaction surveys.

### **ADVANCED RESEARCH**

This research is the result of text and discourse analysis, where the data comes from library sources. Therefore, it allows for changes when it reaches its readers (dynamic in nature). So that similar research is needed with different data collection methods, such as; interviews, observations to strengthen and support the results of this study.

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