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ARTICLE

Dynamic Governance As Perspective in Indonesian Bureaucracy Reform

Qualitative Analysis of Indonesian Bureaucracy Reform Based on Dynamic Governance

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Abstract: This study was conducted in the context of Indonesia, which has entered the final stage of the three-period bureaucratic reform. Although progress has been made in various fields, indicators show that Indonesia still needs to achieve the ideal standard in terms of bureaucratic reform. The study aims to analyze the developing reform bureaucracy from the perspective of government dynamics to evaluate the Indonesian government's efforts and identify the factors that become obstacles in the bureaucratic bureaucracy. Researchers use NVivo to map the practices of dynamic governance in Indonesia based on the systematic literature review (SLR) results. The results showed that the Indonesian government has begun to apply a dynamic governance approach in contextualizing and implementing the bureaucracy. However, resistance to change and past habits from the New Order era became an obstacle to bureaucratic reform. The results also showed that corruption is a fundamental problem that is still being faced in Indonesian culture and needs to be addressed immediately in efforts to reform the bureaucracy.

Keywords: bureaucracy reform; dynamic governance; public service; adaptive policy; Indonesia.

1. Introduction

Indonesia's bureaucratic reforms have rapidly progressed since the post-Soeharto reform era (Komarudin & Prama Dewi, 2019). Progress in Indonesia's bureaucratic reform took time, requiring three waves of reform (Hutahaeen & Pasaribu, 2022). The new bureaucratic transition occurred significantly in the first wave of 2003 by making change targets (Turner et al., 2022). The government is trying to rebuild the life of the nation and state in the political field (Keban, 2019; Komarudin & Prama Dewi, 2019), public service (Hutahaeen & Pasaribu, 2022; Ibrahim, 2022), and economics (Siksiawati et al., 2020). Democracy in politics was rebuilt on the ruins of the New Order, which was full of corruption, collusion, and nepotism (Umam et al., 2020) by reviving the ideals of Indonesia based on the 1945 Constitution (Turner et al., 2022). However in practice, Indonesia's first bureaucratic reform did not bring much change from the New Order era, especially in terms of corruption, collusion, and nepotism, which were still thick in society (Umam et al., 2020).

The second wave of reform was marked by the grand design of national-scale bureaucratic reform carried out by the governments of Susilo Bambang Yudhoyono and Joko Widodo in 2010, as stipulated in Presidential Regulation Number 81 of 2010 concerning the Grand Design of Reforms (Farisy & Chalid, 2020). The grand design of bureaucratic reform has lasted from 2010 to 2025. It consists of three periods: the 2010-2014 Bureaucratic Reform Road Map, the 2015-2019 Bureaucratic Reform Road Map, and the 2020-2024 Bureaucratic Reform Road Map (Keban, 2019). Grand design Bureaucratic reform includes improving public services by applying two assessment schemes: leverage and results (Turner et al., 2022). Leverage is 60% of the assessment scheme covering eight areas of national-scale bureaucratic change, including change management, institutional strengthening, governance, laws and regulations, apparatus HR management systems, supervisory systems, work accountability, and the quality of public services, each of which is measured based on different indicators. While 40% of the assessment scheme is measured based on the performance and financial accountability, quality of public services, clean government and free of KKN, and organizational performance. This assessment scheme is widely applied in all government agencies and public services (Farisy & Chalid, 2020).

The grand design of the second wave of bureaucracy will end in 2025, which is currently entering its final period (Turner et al., 2022). Worldwide Governance Indicators (WGI) data as a global index to measure state bureaucracy shows that Indonesia still has various scores for each indicator (Kaufmann & Kraay, 2023). This is shown in Figure 1.

The graph in Figure 1 illustrates the development of each sector, which indicates the state bureaucracy based on WGI indicators since bureaucratic reform began in 2010 until the latest available data in 2021 (Kaufmann & Kraay, 2023). Each indicator ranges from 0 (lowest) to 100 (best). Based on the graph above, two areas have a high level of improvement, especially government effectiveness and regulatory quality. The other two fields have an upward trend although fluctuating, especially in the rule of law and control of corruption. Other fields, especially voice and accountability, political stability and the absence of violence/terrorism, are still experiencing slow growth. However, in the field of voice and accountability, the score is quite good, especially in the range of ± 50 . Based on these data, it can be seen that the areas included in the area of change for the 2010-2024 bureaucratic reform experienced significant progress. However, Sari (2020), minimize violence and terrorism (Haripin et al., 2020; Syam et al., 2020), and remembering the most

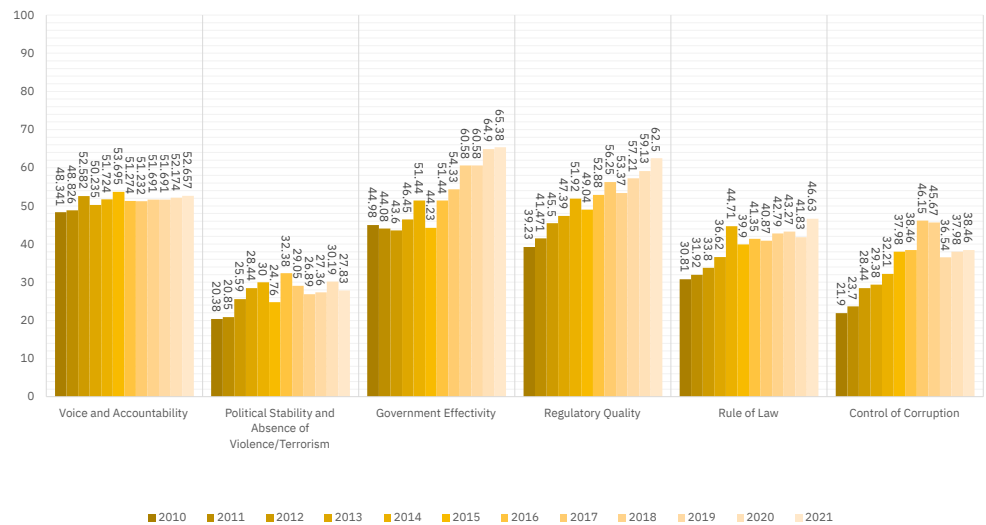


Figure 1. Indonesia WGI Indicators From 2010 to 2021

Source: Processed from Kaufmann and Kraay (2023)

important sin of the new order, especially corruption control (Paranata, 2022; Umam et al., 2020). Data released by Transparency International shows that the corruption perception index in Indonesia is currently experiencing a downward trend (Figure 2) (Transparency International, 2023). This shows that Indonesia's bureaucratic reform has progressed, but it is still far from ideal (Keban, 2019; Turner et al., 2022).

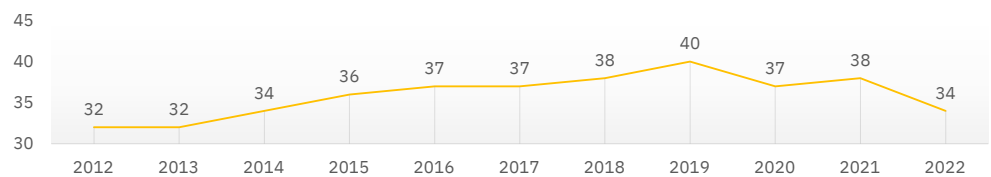


Figure 2. Corruption Perception Index of Indonesia

Source: Processed from Transparency International (2023)

This research looks at what has been done by the Indonesian government for the ideals of the Indonesian bureaucracy through sustainable bureaucratic reform based on dynamic governance (DG) in accordance with the direction of the development of the Indonesian bureaucracy (Badan Pendidikan dan Pelatihan Keuangan, 2018; Wicaksono, 2018). Indonesia needs to immediately respond to changes that occur in the 21st century, especially with the development of megatrends that change the need for a more inclusive bureaucracy and public services (Szpilko, 2020) and eco-friendly (Leung et al., 2020).

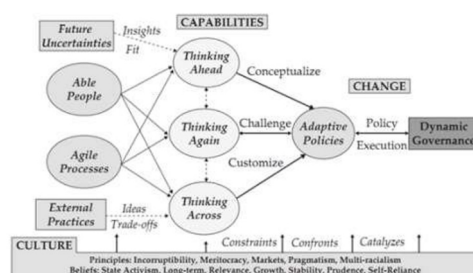


Figure 3. Dynamic Governance Framework

Source: Neo and Chen (2007)

Dynamic governance in its theoretical framework (Figure 3) is the final result of adaptive policies (Wiryani & Senastri, 2022). Adaptive policies are proactive, innovative and sustainable in contextualizing and implementing policies (Li et al., 2019). Dynamic governance is built on a cultural foundation that is formed from values, beliefs, and principles that encourage dynamic capabilities characterized by thinking ahead (Ruangpermpool et al., 2020), the ability to implement policies in accordance with the evaluation results (thinking again) (Colm et al., 2020), as well as dynamic bureaucracy and cooperation between government agencies in different fields (thinking across) (An et al., 2021).

The grand design of bureaucracy reform in Indonesia has embarked on a lengthy journey over 15 years and will conclude by 2025 (Kuhlmann et al., 2019). Faced with the nearing end of the bureaucracy reform era, the need to design a new approach for the Indonesian bureaucracy that can support Indonesia's aspirations becomes crucial. Dynamic governance aligns with the goals of the Indonesian bureaucracy, emphasizing transparency and accountability, making it a foundation suitable for Indonesia's current needs (Badan Pendidikan dan Pelatihan Keuangan, 2018; Ferdian et al., 2021; Rahman & Bakri, 2019).

This study adopts a systematic literature review (SLR) approach to gain a detailed analysis of bureaucracy practices in Indonesia based on each dimension within the dynamic governance framework. The novelty of this research lies in the use of SLR and the NVivo analytical tool. By applying the SLR method, this research conducts a comprehensive analysis of dynamic governance practices in Indonesia (Linnenluecke et al., 2020). The findings from the SLR are then analyzed and categorized based on the dynamic governance framework using NVivo. Then, researchers dissect bureaucracy practices in Indonesia based on each dimension of dynamic governance, obtaining a more detailed picture of how dynamic governance is implemented and identifying dimensions that may not have been fully achieved. This can be used as a basis for designing a new bureaucratic approach.

2. Methods

This study uses a systematic literature review (SLR) to analyze the development of bureaucratic reform in the Supreme Court based on dynamic governance theory. 2020 PRISMA models by Page, McKenzie, et al. (2021) are used as the basis of the SLR groove. SLR is done in several stages. First, the researcher identified related studies analyzed on the Scopus and Science Direct databases. Scopus has extensive coverage of peer-reviewed journals and a larger database, which allows researchers to access a wider range of publications, which is better for conducting systematic literature reviews (Carrera-Rivera et al., 2022). These databases were chosen because of the wide coverage of articles in the field of governance that are relevant to this research (Wynants et al., 2020). Science Direct provide features that allow searches to be carried out flexibly (Snyder, 2019).

Identifying articles on Scopus is also the basis for bibliometric analysis performed on the VOS Viewer application. Bibliometric analysis can help find articles effectively through bibliometric visualization that shows the relationship between the selected articles. Bibliometric analysis was carried out using keywords to find research trends regarding bureaucratic reform in Indonesia (Donthu et al., 2021). That way, researchers can more effectively map the trend of bureaucratic reform in Indonesia (Linnenluecke et al., 2020).

Keywords are based on the research topic, especially bureaucratic reform in public services in Indonesia, so the keywords used include 'Indonesia,' 'bureaucracy

reform,' and ' public service.' Researchers develop basic keywords with synonyms that can broaden search results based on recommendations from Scopus searches. In more detail, this can be seen in Table 1. So, the keywords used in research identification in Scopus are Indonesia AND bureaucracy OR bureaucratic AND reform OR politics AND public OR government AND service. In the Science Direct database, researchers use the keyword Indonesia bureaucracy reform. Identification results show as many as 41 articles in the Scopus database and 1662 results in the Science Direct database.

Table 1. Development of Research Identification Keywords

Purpose	Play Keywords	Enriched Keywords
Bureaucratic reform in public services in Indonesia	Indonesia	-
	Bureaucracy reform	Bureaucratic reform; Bureaucracy politics
	Public service	Government services

The researcher then screened the results of the previous identification (Page, Moher, et al., 2021). The first screening is based on the limited research year for the last five years, especially from 2019 to 2023. This research year limitation is in accordance with the recommendations (Mohamed Shaffril et al., 2021). Screening results by research year limits the number of articles to 22 articles in the Scopus database and 316 results in Science Direct. The results identified in both databases indicate that the language used is in accordance with the researchers' criteria, especially Indonesian or English, so that the number of the screening results is already the final screening number. Screening was also carried out by looking at the title and abstract of the research so that it could eliminate articles that were not in accordance with the topic of this research (Snyder, 2019).

Next, the process of measuring eligibility for research results that have been screened (Page, Moher, et al., 2021). The results of the screening showed that there were several studies discussing bureaucratic reform in several countries or

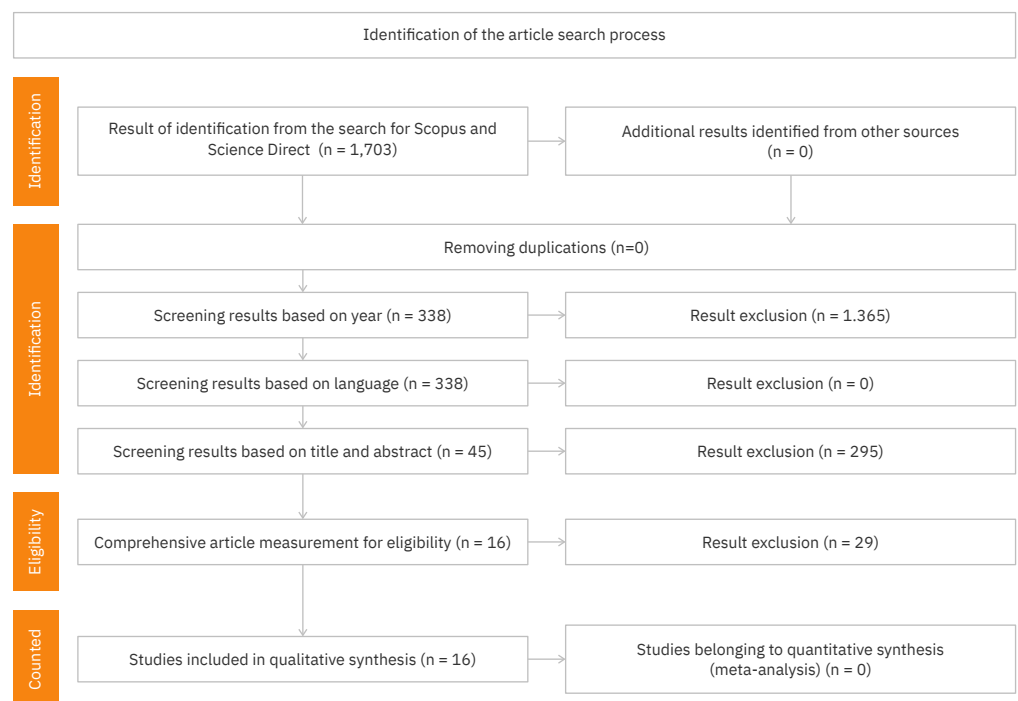


Figure 4. PRISMA Flow Chart

Source: Processed Through Data Analysis, 2023

continents, only using Indonesia as an example and not providing sufficient information about bureaucratic reform in Indonesia so that it was excluded from the analysis.

3. Results and Discussion

3.1. Bibliographic Coupling

Bibliographic coupling is a method of bibliometric analysis that uses the same references to identify relationships between scientific documents. The assumption is that documents with similar references have a similar topic or subject. The process begins with selecting reference documents and then analyzing the references used by these documents. Other documents in the database are analyzed to see if they also share the same reference. The documents have bibliographic coupling if there are common references (Ma et al., 2022). This method helps identify groups of documents with similar topics or subjects. The results of the bibliographic coupling show that there are six identified cluster groups shown in Figure 4.

Cluster 1, shown in red, consists of 5 items representing 'technology based public services'. The keywords include 'artificial intelligence,' 'industrial revolutions,' 'leadership style,' 'public services,' and 'technology-based.' The Indonesian government recently demonstrated technology development efforts as a form of innovation within the bureaucracy (Aminah & Saksono, 2021; Aminullah & Erman, 2021; Astuti, 2021; Callen et al., 2023; Effendi & Pribadi, 2021; Muliawaty et al., 2019). The application of technology is indeed considered to be able to increase efficiency, effectiveness, and improve the monitoring and evaluation function in government institutions (Aminah & Saksono, 2021; Aminullah & Erman, 2021; Astuti, 2021; Callen et al., 2023; Effendi & Pribadi, 2021; Muliawaty et al., 2019). Although, in practice, this innovation process is constrained by the unpreparedness of human resources, both users and applications still experience frequent errors (Aminullah & Erman, 2021; Callen et al., 2023). Not to mention the minimal information to the public that an application is available to meet their needs (Herdiyanti et al., 2019; Pribadi, 2021).

Furthermore, cluster 2 consists of 4 items shown in green. Cluster 2 represents the 'reform of the bureaucratic structure.' The keywords included in this cluster are 'bureaucratic reform,' 'bureaucrats,' 'decentralization,' and 'digital.' The research included in this group analyzes the trend of bureaucratic reform carried out by the Indonesian government, especially by implementing decentralization (Astuti et al., 2022; Novalia et al., 2020) and digitization of the bureaucracy (Herdiyanti et al., 2019). In certain leadership, this has been successfully applied as a means of communication, evaluation of satisfaction, and even campaigns (Effendi & Pribadi, 2021). However, in several institutions, the application of technology in the bureaucracy still shows mixed results (Aminah & Saksono, 2021; Aminullah & Erman, 2021; Moeliono et al., 2020; Muliawaty et al., 2019) and tends to be influenced by the quality of human resources in the institution (Callen et al., 2023).

Cluster 3 is shown in blue, consisting of 3 items representing 'community reform.' Keywords in this cluster include 'community forestry,' 'land reform,' and 'poverty alleviation.' This group reflects research interests related to efforts to make changes or reforms in the context of a community or society (Moeliono et al., 2020). In this case, the government is shown to need to better understand and improve the socio-economic conditions of the community through policy changes, community participation, and increased access to natural resources (Astuti, 2021; Astuti et al., 2022; Moeliono et al., 2020; Purnomo et al., 2021).

Cluster 4 is shown in yellow, representing 'external factors.' This cluster group consists of 3 items, especially 'bureaucracy,' 'covid-19,' and 'environment.' The Indonesian government is trying to respond to external challenges, but unpreparedness is often revealed when facing events such as the COVID-19 pandemic (Aminullah & Erman, 2021; Callen et al., 2023). This shows the need for the government to be more preventive and proactive in dealing with problems that may occur in the future (Astuti, 2021). One of the things that the government needs to pay attention to is environmental policy. Indonesia needs to seriously consider switching to more sustainable fuel sources in the face of climate change and environmental degradation, especially with large natural potential (Maulidia et al., 2019).

Cluster 5 also consists of 3 items. The three items are purple, which represents 'bureaucratic tools.' This cluster group consists of 'digital transformation,' 'Indonesia,' and 'policy.' The Indonesian government is committed to building digitalization but needs to pay attention to regional infrastructure capabilities because digitalization is often only focused on one area (Herdiyanti et al., 2019), while in other areas that do not have an adequate internet connection, they do not receive attention (Aminah & Saksono, 2021) which in turn creates greater inequality. Not to mention the mental readiness of the community in facing the explosion of information from the internet (Aminah & Saksono, 2021). Technological development is no doubt a must, but this development step needs to start with educating the public to reduce the negative impact of technological development (Herdiyanti et al., 2019; Pribadi, 2021).

Cluster 6 is a bright blue cluster group consisting of two items. These items represent 'public service reform,' which consists of 'service quality' and 'web-based services.' The development of better public services is a significant achievement from the government in its efforts to reform the bureaucracy. In bureaucratic reform, the government seeks to increase efficiency, openness, and the quality of services provided to the public. Improving public services can be reflected in various aspects, such as services that are faster, more transparent, and easily accessible, better use of information technology in services, more active public participation in public decision-making, and increased public satisfaction with the services provided.

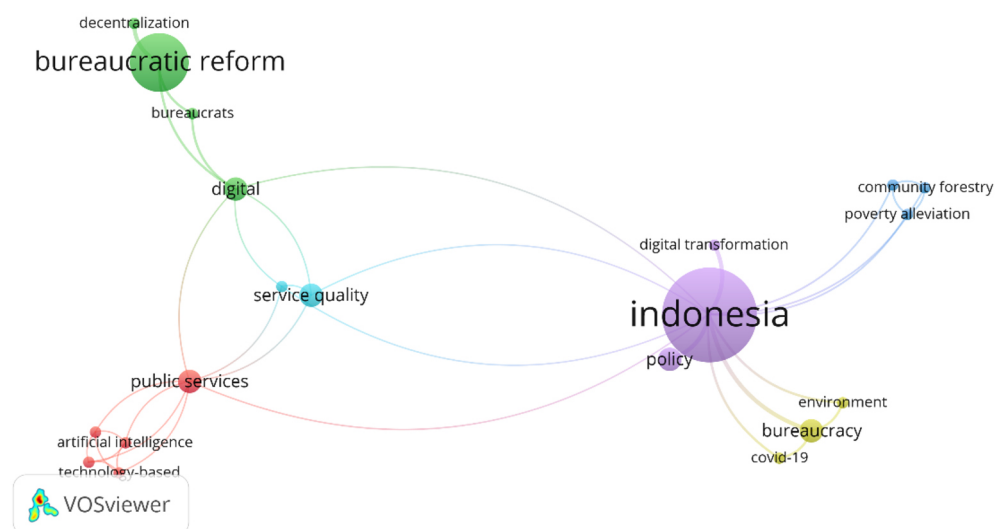


Figure 5. Dynamic Governance Framework

Source: Processed Through Data Analysis, 2023

3.2. Bureaucracy Reform in Indonesia Based on Dynamic Governance

Researchers use NVivo to analyze bureaucratic reform based on DG aspects by grouping each aspect of capability and its interaction with adaptive policies and dynamic governance according to Figure 5. Nodes analysis is built based on the DG framework by including all parts. Each indicator in the framework becomes a code that is matched to the context of the previous research being analyzed.

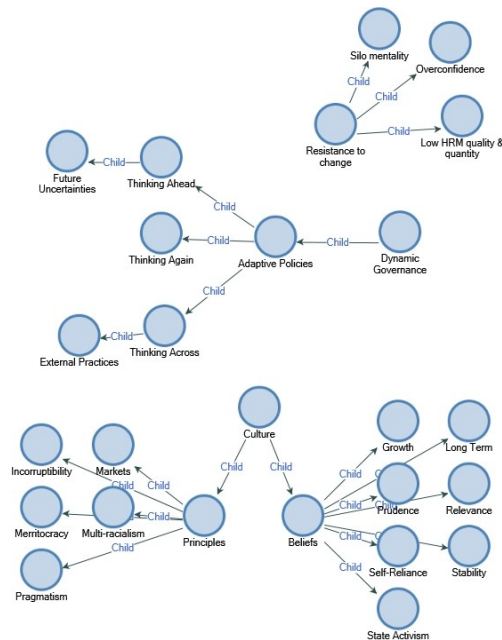


Figure 6. Dynamic Governance Framework

Source: *Processed Through Data Analysis, 2023*

The researcher conducted an analysis of the systematic literature review (SLR) within the framework of dynamic governance. According to this framework, dynamic governance represents the outcome of adaptive policies and is influenced by various factors such as the capabilities, the culture, and the change within the nation (Neo & Chen, 2007). To carry out this analysis, the researcher systematically reviewed each article to comprehend the situations and conditions discussed in the literature within the context of these three critical elements: capabilities, culture, and change. This approach allowed for a structured evaluation of how dynamic governance is discussed and implemented. By dissecting each article through this lens, the researcher gained insights into the multifaceted aspects influencing dynamic governance, thereby providing a comprehensive perspective on its implementation in the Indonesian context.

3.2.1. Capabilities

The grand design in bureaucratic reform reflects thinking ahead, thinking across, and thinking again, which aims to change the bureaucratic system to a world level of excellence. Although the government has not yet achieved the goal of becoming a "world class" country, the bureaucratic reforms that have been running for 14 years have shown significant progress in improving the performance and effectiveness of the bureaucracy (Turner et al., 2022). In the course of bureaucratic reform, the government has taken various steps, including changing policies, establishing a supervisory agency, introducing a performance evaluation system, increasing transparency, and developing human resources (Alaerts, 2020; Herdiyanti et al.,

2019; Pribadi, 2021). All of these aims to improve public services, speed up the decision-making process, reduce corruption, and increase the efficiency of the bureaucracy. Although there is still a long way to go, progress in bureaucratic reform has been seen.

3.2.2. Culture

Indirect factors that drive this thinking are also considered, including culture. Future uncertainties are also considered as an indirect driver of forward thinking and external practices as an indirect driver of thinking across. The main concern in the analysis based on DG is culture as the basis that forms dynamic governance itself. In this case, culture is divided into principles and beliefs and the values needed to encourage dynamic governance. The principles in question are paying attention to the market, multi-racialism, a meritocratic attitude, being pragmatic, and being free from corruption. Most of these principles have already begun to be applied aggressively (Alaerts, 2020; Effendi & Pribadi, 2021; Salman et al., 2019), a fast-paced and efficient culture of pragmatism implemented through technology-based bureaucratic innovation (Aminah & Saksono, 2021; Aminullah & Erman, 2021; Moeliono et al., 2020; Muliawaty et al., 2019), subsidized support for entrepreneurs and for markets (Alaerts, 2020; Malanski & Póvoa, 2021; Turner et al., 2022), as well as multi-racialism which has become a cultural value of Indonesian brotherhood (Alaerts, 2020). Meanwhile, incorruptibility, even though anti-corruption regulations and programs have begun to be activated, but has experienced setbacks (Turner et al., 2022).

Researchers found that the biggest homework for bureaucratic reform in Indonesia is to create a corruption-free bureaucratic environment (Paranata, 2022), a bureaucracy that is no longer wordy and responsive to the needs of public services (Turner et al., 2022), and change the mindset of the people from being rigid, closed to changes like the old public management to being open-minded (Turner et al., 2022). Changes in the performance evaluation system for state apparatus from the New Order era, which was based on political connections to the use of strict and detailed work indicators, is an important shift in creating a more professional and transparent bureaucracy (Muliawaty et al., 2019; Turner et al., 2022). During the New Order era, the quality of the performance of the state apparatus was not always fair and objective because it was influenced by political and personal factors. However, with measurable and objective work indicators, performance appraisal can be based on concrete and verified performance achievements, such as achievements in achieving performance targets and improving public services (Pribadi, 2021; Sambodo et al., 2023). This reduces the influence of political connections on judgments while emphasizing competence, dedication, and tangible results (Pribadi, 2021). This change aims to create an accountable bureaucracy and motivate the state apparatus to improve public services and career development based on merit (Muliawaty et al., 2019).

The culture of dynamic governance is also driven by belief. This includes the belief in prioritizing growth (Malanski & Póvoa, 2021; Salman et al., 2019), prudence (Malanski & Póvoa, 2021; Salman et al., 2019), self-reliance (Herdiyanti et al., 2019), long term (Aminullah & Erman, 2021), relevance, and stability (Malanski & Póvoa, 2021; Novalia et al., 2020). Indonesia's current bureaucracy also tends to follow changes and is more communicative and interactive with the public through social media and government applications (Effendi & Pribadi, 2021). Meanwhile, other beliefs, although they are still taken into account, tend to be secondary (Turner et al., 2022).

These points are included in the indicators analyzed, but implementing these beliefs in bureaucratic practices is still minimal (Turner et al., 2022). Bureaucratic reform has described forward thinking that prioritizes long-term interests. However, the Indonesian government prioritizes developments that can have a quick and visible impact (Marten et al., 2023). The Indonesian government is more inclined to believe in growth and stability as an effort to maintain public confidence (Astuti et al., 2022; Muliawaty et al., 2019).

3.2.3. Change

An indirect factor that also has a big effect, although it tends to be an obstacle, is change. Innovations made by the government will be in vain if people still tend not to want to change. Such as applying technology in the bureaucracy, which aims for efficiency and effectiveness when society cannot keep up with these changes (Aminah & Saksono, 2021). Either because of inability or unwillingness, it will be difficult to push for significant changes in the Indonesian bureaucracy (Moeliono et al., 2020). In fact, this problem of misunderstanding often arises from the state apparatus itself as a result of what the government calls the 'silo mentality' (Turner et al., 2022). Unfortunately, this is rarely noticed by the government, which seems to be in a hurry when launching new programs or applications.

Collaboration from government agencies, both with other government agencies and with the community, still needs a lot of improvement (Turner et al., 2022). This should be an evaluation for the government to carry out the right recruitment process and provide training for state apparatus to ensure the quality of human resources and to be more aggressive in disseminating government programs. Moreover, informing the public is much easier with social media and other online media (Effendi & Pribadi, 2021). The government needs to have an awareness of the importance of achieving the stated policy targets and programs, as well as the importance of collaboration with other institutions and the community (Alaerts, 2020; Aminullah & Erman, 2021; Marten et al., 2023; Novalia et al., 2020).

4. Conclusion

The government has attempted to involve stakeholders in policy-making with an inclusive and collaborative approach. Nonetheless, the success of adaptive and dynamic policies is limited by the resistance to change from the people, including the state apparatus. Low openness hinders the effective implementation of dynamic governance, which requires community participation and awareness. In addition, development in a hurry often ignores an important foundation, not only about what's on the performance report but also that bureaucratic reform is fundamental to building society.

The important part is the condition of corruption in Indonesia. The corruption that is still strong and the New Order culture that is still attached significantly impact the difficulties of change faced by society. Widespread corruption and the New Order culture that still influences people's thinking and acting create a difficult environment for substantial change. Previous administrations have taken important steps in eradicating corruption by establishing the Corruption Eradication Commission and stricter law enforcement. However, this effort must be strengthened in the next draft of bureaucratic reform. Therefore, policy reform requires new ways to influence people's mindsets to adapt to dynamic world developments.

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