

**THE EFFECTS OF BUREAUCRATIC REFORMS
IMPLEMENTATION FOR OPTIMIZING OF GOVERNANCE IN INDONESIA
(FOCUS ON THE PUBLIC SERVICE INNOVATION
IN LOCAL GOVERNMENT INSTITUTIONS)**

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Abstract

The deep-rooted pathology in public services and the high demands on its quality improvement encourage the government to focus on service functions, especially during the Joko Widodo and Jusuf Kalla Administration. In line with Nawacita (nine programs), their election promise, and the bureaucratic reforms planning of 2015-2019, the improvement of public service delivery becomes one of the most important issues. This paper uses the descriptive method and inductive approach with interviews, observation, and documentation as data collection techniques. The result shows that the Public Service Innovation Competition held by the Ministry of State Apparatus Empowerment and Bureaucratic Reforms (PAN-RB) can generate innovations that succeeded in bringing changes and greatly affect the implementation of the Bureaucratic Reforms to the optimization of governance in Indonesia, especially in local governments.

Keywords: *innovation, public service, bureaucratic reforms, good governance*

INTRODUCTION

Bureaucracy reform is an essential part in realizing good governance with an emphasis on improving the quality of public services and the eradication of corruption in a focused, systematic and integrated ways.¹ On that context, public service reform becomes a strategic point to begin the development of good governance with some rationales. *First*, the public service has been the domain of interaction between the state, represented by the government and institutions of non-governmental organizations (civil society and the market mechanism). *Second*, the various aspects of good governance can be more easily articulated and assessed in the realm of public service.²

The implementation of bureaucratic reforms related to public services in Indonesia is facing many obstacles due to various pathologies which are still deeply rooted in the Indonesian bureaucracy which requires immediate improvements.³ In addition, a survey from Tempo (2012) showed that only 18% of respondents who agreed that there was an increase in public services, while 82% disagreed. That perception is inseparable with the urban society perceptions on public services which, in fact, generally consist of the middle class. In 2010, Indonesia's middle class amounted to 137.277.113 people or about 56% of Indonesia's population which reached the number of 242 968 342 people (World

Bank, 2010). According to the World Bank criteria, the middle class is those who have a minimum expenditure of US \$ 2 per day. They are not easily satisfied, has demands and high expectations towards improving the quality of public services.⁴

To succeed the bureaucratic reform, the Central Government committed to accelerating the implementation process. The President of the Republic of Indonesia initiated to issue Regulation No. 1/2010 on Grand Design of Bureaucratic Reforms 2010-2025.⁵ This regulation contains general directions and the road map stipulated in National Bureaucracy Reform Strategy 2010-2014 which then crystallized into three (3) goals, which in point two stated "Realization of improving the quality of public services to the community." However, until the end of the period, the implementation of bureaucratic reform in 2010-2014 has not been implemented properly. Then, the Joko Widodo and Jusuf Kalla Administration reconstructed the direction of bureaucratic reform for the period of 2015-2019. The implementation of the agenda reform based on the direction of government policies that so-called *Nawacita* (a Sanskrit term for nine priorities). Explicitly, the directive on the implementation of bureaucratic reforms in *Nawacita* is written in the second point "Make government always present with a clean government management which is effective, democratic and credible."⁶ In the explanation stated: "..... We

1. RPJMD Propinsi Jawa Timur 2009-2014 Chapter XV, p.323

2. *Ibid.*, p. 324

3. The statement of Azwar Abubakar, Minister of PAN RB 2009-2014 at the opening of the Coordination Meeting of Basic Services in the Ministry of PAN-RB, Thursday, November 7, 2013. See *Layanan Publik Magazine* (Menuju Birokrasi yang bersih, Kompeten dan Melayani) Edition XLVII/2013, p.8

4. Dr. Muhammad Imanuddin, S.H. M.Si. *Artikel: Inovasi Pelayanan Publik: Percepatan Peningkatan Kualitas Pelayanan Publik.*

5. See Presidential Regulation No. 1/2010 on Grand Design of Bureaucratic Reforms 2010-2025

6. Ministry of State Apparatus Empowerment and Bureaucratic Reforms. *Road Map Reformasi Birokrasi Republik Indonesia.*, p. 14

will consistently carry out bureaucratic reform agenda in a sustainable manner by reconstructing institutions, improvement of the quality of public services, increasing the competence of personnel, strengthen monitoring and supervision functions to control the quality of public services as well as open space for public participation through citizen charter in the Public Service Contracts Act “. Then, a commitment to reform the bureaucracy and public services has a special place in the vision and mission of Joko Widodo administration. It specifically appears in paragraph 12.

Furthermore, the relationship between bureaucratic reform and public services is also stated in the National Medium-Term Development Plan (RPJMN) from 2015 to 2019.⁷ This document contains the policy and strategy direction for the agenda “Refining and improving the quality of National Bureaucratic Reform (RBN)” which is at number 4 stated Improving the quality of public services through a strategy of point b, namely Encouraging innovation of public services. The author emphasizes in point (b), the policy and strategy direction of bureaucratic reforms that encourage innovation of public services. The elaboration of the strategy later results on *Quick Wins Program*, a program for micro (institutional) level, which consists of nine programs, of which the number 7 is a national public service innovation competition to accelerate the improvement of public services. In order to achieve such improvement, the Ministry of Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia in cooperation with the Transformasi, Rajawali Foundation, United States Agency for International

Development (USAID) and The Jawa Pos Institute of Pro-Autonomy (JPIP) encourage the implementation of the “one agency one innovation” by organizing a Public Service Innovation Competition.

The linkage between bureaucratic reforms and public services which then hold the Public Service Innovation Competition encourages the writer to conduct a paper entitled, the Effects of the Implementation of Bureaucratic Reforms to the Optimization of Governance in Indonesia (Focus on the Public Service Innovation in Local Government Institutions).

LITERATURE REVIEW

Bureaucratic Reforms

Sedarmayanti puts the understanding that the bureaucratic reform is the government’s efforts to improve its performance through a variety of ways with the goal of effectiveness, efficiency, and accountability.⁸ According to her, the reform includes some changes, namely; changes in the way of thinking (mindset, attitude, and a course of action), change the mindset from the ‘ruler’ to be ‘servants’, prioritizing the role rather than authority, and thinking the final outcome rather than only the result of production.

Optimization

The definition of optimization according to W.J.S. Poerwadarminta is sameness between the results achieved and the wishes. So, optimizing is the achievement of intended results as effective and efficient as possible. Many also who interpret that optimization as a measure where all needs

7. For comprehensive explanation, see National Medium Term Development Plan (RPJMN) 2015-2019

8. Sedarmayanti. *Sumber Daya Manusia dan Produktivitas Kerja*. (Bandung: CV Mandar Maju, 2009)., p. 72

can be met from the activities undertaken⁹. Optimizing will be able to realize if the manifestations are carried out effectively and efficiently. In the process to achieve its objectives, the organization should always be managed effectively and efficiently in order to achieve the optimum results.

Innovation in the Context of Bureaucracy Reforms

Innovation is a relatively new concept in the literature of public administration. One of the classic literature that includes the idea of innovation in the context of the reform namely in the article “Innovation in Bureaucratic Institutions,” an article of Alfred Diamant published in the Journal of Public Administration Review (PAR) in 1967. At that time, the term of innovation was not popular due to characteristics of reform based more on Weberian Principles of Bureaucracy. According to that concept, bureaucracy requires clear rules, hierarchy, specialization and a relatively stable environment. In its process, reform then underwent a deflection of direction towards bureaucracy that put the results, participation, customer-oriented, driven by the mission, and decentralization to achieve the goals.¹⁰ Nowadays, the innovations are very hugely appreciated by the proponents of the reform movement. The recent developments indicate the progress in the use of the term innovation.

Innovation of Public Service

The innovation of public service is a

9. W.J.S. Poerdwadarminta. *Kamus Umum Bahasa Indonesia*. (Balai Pustaka, Jakarta, 1997)., p.753

10. David Osborne and Ted Gaebler. *Mewirauahakan Birokrasi: Mentransformasi Semangat Wirausaha ke dalam Sektor Publik*. Diterjemahkan oleh Abdul Rosyid. (Jakarta: PT Pustaka Binaman Pressindo,1996)., p. 12

creative idea aimed at improving the quality of public service itself. The Public Service Innovation Competition is an implementation of one agency one movement that encourages innovations from ministries or bodies and local governments to develop at least one innovation every year. The existence of innovation is expected to become the reference (benchmark) and reference of learning (bench learning) as an effort to accelerate the implementation of bureaucratic reforms between institutions through dissemination, transfer, and replication of innovative public services. Moreover, the aims of public service innovation policies are to encourage the development of innovative public services, promote the development and transfer of public service innovation, improve the quality of public services, and improve community satisfaction. Innovation may be the incorporation of new elements, new combinations of existing elements, significant changes, or originated from the traditional way of doing things and/or refer to the new products, new policies and programs, new approaches and new processes.¹¹

Public service competition is the selection, assessment, and awarding process for many government institutions including ministries, bodies, and local governments for their creativities to develop innovation on public services. Competition with the theme “One Agency, One Innovation” aims to capture the innovation of public services of those governmental institutions and appreciate them with rewards in order to develop the sustainable programs. The principle in the implementation of Public Service

11. NEWSLETTER OF THE DIVISION FOR PUBLIC ADMINISTRATION AND ... (n.d.). Retrieved from <http://unpan1.un.org/intradoc/groups/public/documents/un/unpan024894.pdf>

Innovation Competition is a result which can be justified (accountable), impartial and transparent or free of interest and open to all parties -proposer, appraisers, and society.

Normative Review Bureaucratic Reforms

1. Presidential Regulation No. 81 Year 2010 on Grand Design Reforms 2010-2025.
2. Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform (PAN-RB) No. 20 Year 2010 on the Road Map for Reforms 2010-2014.
3. Presidential Decree No. 14 Year 2010 on the Establishment of National Bureaucracy Reform Steering Committee and National Bureaucracy Reform Team, which replaced with Presidential Decree No. 23 Year 2010;
4. Decisions Minister of State Apparatus Empowerment and Bureaucratic Reform (PAN-RB) No. 355 Year 2010 on the Establishment of an Independent Team and the Decision Minister of State Apparatus Empowerment and Bureaucratic Reform (PAN-RB) No. 356 Year 2010 on the Establishment of Quality Assurance Team.
5. Law Number 17 Year 2007 on RPJPN 2005-2025 mandates that the development of the state apparatus made through bureaucratic reforms to support the successful development of other fields.

Public Service Innovation in Local Governments

1. Regulation of Minister of State Apparatus Empowerment and Bureaucratic Reform (PAN-RB) No. 30 Year 2014 on Guidelines for Public Service Innovation.

2. Circular of the Minister of State Apparatus Empowerment and Bureaucratic Reform (PAN-RB) of the Republic of Indonesia Number 9 Year 2014 on Public Service Innovation Competence Year 2015 in Ministries/ Agencies and Local Government.
3. Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform (PAN-RB) of the Republic of Indonesia Number 15 Year 2015 on Public Service Innovation Competition in the Ministries, Agencies, and Local Government Year 2016.

This competition divides the winners into the Top 99, Top 33, Top 25, and Top 9. The selection mechanisms according to Chapter V and Annex I in Regulation of the Minister of PAN-RB of the Republic of Indonesia Number 15 Year 2015 on Competition Public Service Innovation in the Ministries, institutions and Local Government 2016 are:

A. Selection Mechanism

1. Administrative Selection

In order to qualify as a nominee, the proposed innovation should pass the administration selection. In this selection, there some aspects which should take into account:

- a. Its relevance to the category of innovation;
- b. Completeness of the proposal on the online application;
- c. Fully implemented at least 1 (one) year;
- d. Include a plan of action in the past year;
- e. Has been institutionalized and

meet the elements of authenticity; especially for proposals from the local governments, is not a pure pilot project or policy featured at the central level, CSR programs or assistance of development partners. The central admin would provide notification to supplement or enhance the proposal to the local admin. The committee can disqualify those who fail to fill those five contingencies until the end of the deadline.

2. Assessment of Proposals Phase I

The assessment of the proposals of Phase I is the stage of evaluation by the team to the proposals that have passed the administration selection. In this stage, the team scrutinizes the substance whether it meets the criteria. The assessment of the proposals conducted as follows:

- a. Evaluation team assesses the proposals individually with a record of each proposal assessed by at least two (2) evaluators.
- b. Scores sorted by the highest score, taking into account the number of proposals submitted and representation of ministries, institutions, and local government (province, *kabupaten* (regency) and *kota* (municipal)).
- c. Admin of ministry submitted a notification regarding the proposal assessment result via e-mail to the selected candidates and/or announces it through the mass media.

3. Assessment of Proposal Phase II

In the second phase of proposal assessment, the assessors scrutinize the completeness of the evidence and its relevance to the proposal. Therefore, in this stage is conducted as follows:

- a. The successful candidates in the

first stage should submit the supporting documents via online. Those supporting documents at least should meet these following required evidence:

- 1) References from two (2) beneficiary agencies or the relevant stakeholders, which at least show the significant achievements of the innovation proposed and why that innovation is worthy of the award and ideal for reference for transfer and replication of bureaucratic reform policy;
- 2) Community Satisfaction Survey Results (Service Users). Investments in other publications will provide added value to the proposal.

- b. The Evaluation Team determines the innovations that are eligible for the fourth stage, presentation, and interview.

4. Presentation and Interview Assessment

In this stage, the qualified innovation proposals for this assessment attend the presentation and interview stage as follows:

- a. Admin of ministry sends a notification as well as invites the eligible public service innovation to deliver a presentation and interview at the same time in front of the Independent Panel Team.
- b. The Independent Panel Team gives time to each candidate to deliver a presentation, followed by an interview.
- c. Each member of the Independent Panel Team provides an individual assessment.

- d. The presentation and interview assessment result is the average score from all members of the Independent Panel Team.

5. Field Assessment

Field assessment is verification and observation in both openly and/or covertly to gain a more objective result about the circumstances and conditions to ensure the results of presentation and the interview.

In the case of open verification and observation, the Team of Independent Panel can assign the Evaluation Team or jointly to perform audit and observation with integrity, professionalism, and accountability.

In the case of a covert verification and observation, the Team of Independent Panel could assign the 'mystery shopper' to make observations covertly to assess the public service innovation. The observers then send the report to the Team of the Independent Panel. The Team of Independent Panel is entitled to strengthen, reduce or cancel the results of the assessment based on this evaluation.

6. The Final Stage Assessment

- a. The last stage of the assessment process is the session of the Independent Panel Team to determine the best public service innovation (no rank) by taking into consideration the number of proposals submitted and representation of ministries, agencies and local governments (provincial and district)
- b. Team Independent Panel Session attended by the Ministry of State Apparatus Empowerment and Bureaucratic Reform (PAN-RB) and Evaluation Team. Basically, the team from Ministry of State Apparatus Empowerment and Bureaucratic Reform (PAN-RB) and the evaluation

team only serve to provide clarification on innovations proposals discussed in the session.

- c. The Independent Panel Team announces the result of the session.

DISCUSSION

Public Service Innovation in Local Government (Public Service Innovation Competition)

Starting from a launching conducted by the Deputy Minister of State Apparatus Empowerment and Bureaucratic Reform (PAN-RB), Mr. Eko Prasjo set 2014 as the Year of Public Service Innovation (One Agency One Innovation). To support this notion, for the first time the minister issued the Circular of the Minister of State Apparatus Empowerment and Bureaucratic Reform (PAN-RB) On Public Service Innovation Competition in 2014. The ministry actively promotes this competition to all governmental institutions. Each ministry/agency and local government are expected to create at least one innovation annually which is actually in line with the obligation to bring up the "Quick Wins" theme as a requirement for the implementation of bureaucratic reforms. The innovation hoped to be more focused, in-depth and continuous for the acceleration of bureaucratic reforms for the sake of Indonesia goal as the World Class Government.

The innovation competition has a purpose of improving the quality of public services. The groundbreaking of the initiative lies in the novelty principle which means as an innovation in technology which is a unique and completely new or the development of the existing programs. The fact that the public service innovations are constantly updated and even imitated by replication,

or in popular language in Indonesia with ATM- *Amati*, *Tiru*, and *Modifikasi* which means Observe, Copy, and Modification, respectively.

Later, the Public Service Innovation Competition became an annual event to trawl the Top Public Service Innovation. The award of TOP 9 performed in conjunction with the event of *Musrenbangnas* in every Aprils and awarded by the Vice President of the Republic of Indonesia. The first assessment is the administrative selection conducted by the Evaluation Team and the Independent Panel Team for interviews. The registration process for application and selection system is partly done by using Information System of Public Service Innovation (SiNoviK). In this assessment, there are two filters to select the applications. First, the innovations should have been run for minimum one year, and the applicants should answer all questions in the proposal. Furthermore, the Evaluation Team which consist of senior academicians from UI, Unpad, UGM, Diponegoro Univ, Hasanuddin Univ, Udayana, and Unila evaluate the proposals. For objective evaluation, two evaluators examine one proposal. The evaluation result will be discussed with the Independent Panel Team to generate the Top 99 Innovations on Public Services. The Independent Panel Team invites some of them based on the rank to come to Jakarta for interviews.

The competition of public service innovation is a way to appreciate and, at the same time, to trigger the government institutions to improve their service quality by providing the awards for the best innovations. This spirit is in line with Article 7 (4) point c, of Law No. 25 of 2009 on the Public Service. In this law, the purpose of this competition are; (1) make innovation as a means of learning and fostering the new modification or innovations on public service and (2) an

evaluation means as a part of the efforts to improve the quality of public services in Indonesia. This competition starts the new chapter of the reinforcement of public service quality in Indonesia by innovation competition. The competition is, actually, rather to how public services innovations are delivered to encourage empowerment, to provide a means of learning and to transfer knowledge so that public service innovation becomes a milestone for the progress of public services improvement.

The year of 2014 is the first year of implementation of Public Service Innovation in Indonesia. There are 515 innovations in total from 76 ministries, 34 provinces and 512 regencies and cities in Indonesia which applied online through the SiNovik (Information System of Public Service Innovation) on the website www.menpan.go.id that belongs to Ministry of PAN RB. This figure was quite encouraging as it was nearly approaching 600 innovations as the initial target. The next stage was an evaluation process by a team of academicians who produced the Top 99 which was then filtered again by an independent team of evaluators and the team led by J.B Kristiadi and produced the Top 33, followed by presentations and interviews and 'mystery shopping.' Mystery Shopping or an unnoticed field method assessment in order to gain the result as objective as possible, with the idea of to make sure that the assessed objects will always perform well, not only because of they are being assessed. In this competition, the emphasis of the assessment is the learning process in order to improve the quality of public services.

The result showed that the local governments both provincial and district/municipal level dominated with 29 innovations out of 33 with descriptions of six provinces, 11 *kabupaten* (regencies)

and 12 *kota* (municipalities), while the ministry gained four innovations. Surabaya city and Yogyakarta province dominated the awards among the local government attainments. There are some main indicators in determining the result, namely the impacts or benefits, the sustainability of the programs, and the applicability of the program to the other institutions (can be transferred). The keys to successful innovation, borrowing the Javanese words, are *niteni* (observing), *nirokke* (imitating) and *nemokke* (finding).

The guts of participants to join the competition increase every year since the first time the competition was initiated in 2014¹². After one year, the number of participants in rose from 515 applicants to 1.184 applicants. In 2016, there was little change in term of participants because the State-Owned Companies (BUMN) were also invited to join the competition. Therefore, the number of participants increased dramatically by more than 100 percent, namely 2.476 candidates. Hitherto, in this year on-going selection process, the team has selected the Top 99, which is now being evaluated to get the Top 35.¹³

The Role of Bureaucratic Reforms in Indonesian Governance (Focus on the Public Service Innovation in Local Government Institutions)

The focus of this study is the local government institutions as the most award recipients. Therefore, the author will discuss two of the best public service innovations in correlation with the 12. Sequentially, the selection process is to choose the Top 99, Top 33 to Top 9. The awarding ceremony for the Top 9 in 2014 performed by the Minister PAN RB that at the time by Mr Azwar Abu Bakar at the closing ceremony of the National Development Plan Meeting (Musrenbangnas)

13. www.menpan.go.id Accessed at 24 July 2016.

standpoint of bureaucratic reform with the following explanation:

Format Hulu-Hilir, Provinsi Aceh Upstream-Downstream Controlling Format, Aceh Province

a. *The Supporting Factors of this Innovation as the Top 9 of Public Service Innovation:*¹⁴

- 1) The Upstream-Downstream Format has been being developed by P2K-APBA since 2010 as a **guide and monitor mechanism for the government spending in Aceh.**
- 2) Although the controlling format of Upstream-Downstream only consists of six types of formats, it becomes an effective tool to control the activities of budget-spending of APBA because of this format takes into account the controlling principles. **As the result of the implementation of this format in Aceh, the performance of Aceh's budgeting increases significantly. Since the 2010-2011 budget absorption in Aceh was always above 90%.**
- 3) The Controlling Format of Upstream-Downstream is built from the standpoint of presenting the rapid, precise and accurate information to the policy makers. This format uses the Microsoft Excel application which dynamically adapts to the needs of users. The Controlling Format of Upstream-Downstream in Aceh consists of six types of interrelated

14. Ministry of State Apparatus Empowerment and Bureaucratic Reforms. Top 99 Inovasi Pelayanan Publik Indonesia Tahun 2014

formats as follows:

- 4) This successful Upstream-Downstream Format is already adopted and implemented by the Presidential Working Unit for Supervision and Control (UKP4) and introduced to other provinces. Recently, 19 Institutions/Ministries have visited P2K-APBA since 2012 to learn the format, as follows:

KPK, and LKPP.

- d. There are also 23 districts in Aceh province adopting this format to control the government's budget that comes from the General purpose central-provincial-local transfers (DAU), Special Autonomy budget, and the Additional Natural Resource

1	Format A	This format contains the details of the activities used in lieu of the Budget Implementation Document (DPA). This format enables to know the workload of each budgeting administrators from the number of packages, the amount of budget, the source of the budget, and location of activities.
2	Format B	This format is the monitoring procurement format to monitor the process of procurement of goods and services. The assets that have not been auctioned will be easily traced to know the cause and find a solution.
3	Format C	It is a format to monitor the performance of KPA/PPK for the early detection purpose.
4	Format D	It is a strategic activities monitoring format as guidance for field trips of decision makers, including Governor.
5	Format E	The function of this format is to monitor the physical and financial realization presented in S-shaped curve
6	Format F	This format is a record track format to know the functional status of the package that has been completed.

Source: the Book "Top 9 Indonesian Public Service Innovation" (2014)

- a. Thirteen provincial governments, namely: Riau, Bengkulu, East Java, Central Kalimantan, East Kalimantan, Gorontalo, North Sulawesi, Central Sulawesi, Maluku, West Java, Riau Islands and Bangka Belitung.
- b. Two of regency/municipal governments, namely West Bangka and Anambas.
- c. Four ministerial or non-ministerial agencies, namely the Directorate General of Higher Education, the State Secretariat,

Revenue-Sharing to Aceh province.

- b. *The Innovation of Upstream-Downstream Controlling Format from the perspective of Bureaucratic Reforms:*¹⁵

The Upstream-Downstream Controlling Format is a proven innovation that is expected to bring a change in the government controlling activities in some areas, such as:

15. *Ibid*

1	Organizational Restructuration	Solution to the problem is to build cooperation between the implementors and policy makers in monitoring the activities of the government.
2	Controlling Restructuration	The possible solution is through the systematic controls including result controlling, action controlling, personnel controlling.
3	Bureaucratic Restructuration	Solutions to problems such as guiding and monitoring tools for bureaucratic processes in all phases of activity.
4	Information Restructuration	Solutions to problems such as the provision of information which is clear, precise and based on accurate facts.
5	Management Restructuration	Solutions to problems such as the improvement the meeting organization to solve the problems.
6	Controlling Restructuration	Solutions to problems such as the strengthening the commitments as the part of the improvement of government performance.

Source: *The Book "Top 9 Indonesian Public Service Innovation" (2014)*

1. KM 0 Pro-Poor Jabar, West Java Province

a. *The Supporting Factors for this Innovation as the Top 9 Public Service Innovations.*

The Information System of KM 0 Pro-Poor Jabar is multi-functional and useful for various stakeholders, because:¹⁶

1. Displays data information of PPLS (by name and by address) that equipped with *by picture* and *by coordinate* facilities which enables it for the wider use of the data for various purposes to give assistance for the targeted households. Those data are accessible in a web form.
2. Allowing the decision-makers (governors, regents/mayors, head of villages, and heads of Local Government Working Units/SKPD) to access the information about the targeted families (RTS) in accordance with their responsibilities anywhere by using a

device connected to the internet network easily. They will have the user ID and password to use the application.

3. The applications are able automatically to measure the distance reconstruct the nearest route to reach the RTS from the point of KM.0 Pro-Poor Jabar (Flagpole in Governor Office of West Java, Diponegoro Street No. 22 Bandung) and the same thing also from regent/mayor offices.
4. Visualization of the comprehensive identity of RTS with images and tabulation of data that contains various RTS recapitulation information (RTS clarification, type of disability, disease, education, employment and housing conditions).
5. Determine the right intervention programs/activities in accordance to escape from poverty.
6. All of Local Government Working Units (SKPD) in the provincial and municipal government are required to use the

16. *Ibid*

data from PPLS in poverty eradication programs.

7. The involvement of various stakeholders in verification process by using the internet and MMS facilities.
8. Regarding monitoring and evaluation, this system is useful as a tool to measure the precision of the targets and programs. For more accountable financing process, the heads of villages send the online report to various stakeholders via KM 0 Pro-Poor application system. Based on the reports, the evaluation process of the programs will be easier.

b. The Impacts of Innovation to the Public.

The implementation of KM 0 Pro-Poor Jabar application is mainly beneficial for the internal purpose to provide the accurate, fast information for the decision makers as the basis for their policies. On the other hand, the Society also gains benefit, especially the RTS. They are expected to obtain optimal service so that their problems can be solved as quickly as possible.

Since the implementation of this program, the KM 0 Pro-Poor Jabar had been applied in a variety of program activities, such as:¹⁷

1. Financial Assistance for Livable House (RUTILAHU)
2. Electrification Assistance Program
3. Regional Health Insurance for the Poor (Jamkesda)
4. Unconditional Cash Transfer (BLSM)
5. Rice Subsidy for the Poor (RASKIN)
6. Training for Mushroom Cultivation

17 *Ibid*

around the Forest Park (TAHURA)

7. Training for Fishery Farming
8. Training for raising the livestock.

c. KM 0 Pro-Poor Jabar Innovation from the perspective of Bureaucratic Reforms:¹⁸

The KM 0 Pro-poor program is a breakthrough on addressing the poverty so that it can be carried out efficiently. It is also more efficient and more accountable as it reduces the maladministration probability in the distribution of assistance. Moreover, it also facilitates monitoring and evaluation process as it is supported by the speed access of information so that the data presented is up-to-date. Thus, the poverty alleviation as the top priority of people empowerment could be carried out in an integrated manner.

2.1. The Aceh Singkil and Sragen International Achievement for Public Service Innovation in the United Nations Public Service Award (UNPSA).

Besides the two examples of innovations that have shown improvements in public services in order to reform the bureaucracy, some local governments also have successfully gained the most prestigious international awards from an international public services competition organized by the United Nations namely the United Nations Public Service Award (UNPSA). Since 2005, the Indonesian civil service institutions/organizations have been nominated in UNPSA. Finally, in 2014, Indonesia had five finalists for

18 *Ibid*

the first time. In 2015, Indonesian also successfully became the finalist of two remarkable international innovations, namely Strengthening Partnership between *Dukun Beranak* (the indigenous medical practitioners) and Paramedic: Reduce Child and Maternal Mortality in Aceh Singkil regency as the runner-up in the category “Improving the Delivery of Public Services.” and Integrated Services for Poverty Alleviation in Sragen Regency also as the runner-up in the category “Promoting Whole of Government Approaches in the Information Age.” Those achievements in the last two years are inseparable of the role and support of the Ministry of PAN-RB and the related stakeholders ranging from mentoring and candidacy.

Before 2012, the infant and maternal mortality in Aceh Singkil regency is relatively high in Aceh province. The government of Aceh Singkil successfully reduced the number of infant and maternal mortality to only 11 infant mortalities and five maternal mortalities in 2012. A year later, the number of both mortalities decreased to 10 and 2 for child and maternal mortalities respectively. Suro, one of the most successful sub districts in Aceh Singkil can achieve Zero child and maternal mortality. This partnership initiative is to prohibit *dukun beranak* to handle the childbirth, except with local midwives assistance. In this way, the role of *dukun beranak* as traditional childbirth practitioners is still appreciated.

The Sragen government provides the accessible services to its poor people to resolve the problems in a one-stop service. The services include medical, education, and financial assistance to the poor. The concept of this innovation is to enable the poor people to obtain fast and appropriate assistance for multiple problems in an

integrated manner. Technically, the poor people will receive two sorts of cards, namely the Saraswati Card and Sintawati Card. The former is to facilitate the immediate assistance for healthy, socio-economic and the latter to help them for education problems. The result is very encouraging after the government distributed 309.145 Saraswati Cards, 151.460 poor patients have enjoyed free medical assistance in *Puskesmas* (Community Health Center) and 17.590 poor patients at the Hospital of Sragen, including 126 kidney failure patients and 530 patients with mental disorders. In welfare, 6.718 people have been awarded housing grants and 5.002 charity for the funeral. There were also 15 apprentices in Japan.

Those achievements certainly give self-confidence to Indonesia to continue the efforts to improve the public service quality with innovations. Therefore, those innovations, in turn, can make contributions to the international community. The innovations from Aceh Singkil and Sragen have proven that local governments in Indonesia have the potential to compete at international level. The doubts from both domestic and international community due to the adverse reports of Indonesia in some international surveys are expected to be turned away gradually. The innovation in public service can be understood as a way to change the old ineffective ways to deliver the goods and services to the people. One of the criteria of the innovative public service is if it gives benefit to the community. The innovations should bring the fundamental changes to improve the quality of public service, not only just a patchwork. The benefit (outcome) of an innovative public service means that it could positively influence the environments as wider range

as possible, both on its institution and on the other ministries/agencies. In the habit of “seeing is believing” which means that someone will trust and want to imitate after there is a proof, the innovation of public service competition can be considered as the best way to accelerate the improvements in service delivery.¹⁹

It has been very evident that the Public Service Innovation Competition can encourage the creativity and innovative breakthrough of each institution, especially the local government institutions to develop, update or even create the new innovative ideas for increasing the quality and Community Satisfaction Index. If the quality of service is favorable, continuous, and consistent, and even increased, the bureaucratic reforms will reach its optimum point. This optimum point according to Poerdwadarminta means the sameness between the wishes and the results which are achieved effectively and efficiently.

On the other hand, the significant changes in the public service indicate the improvement in administrative management. It would, in turn, increase public trust in government. The paradigm of good governance also become more relevant, especially to change the mental attitudes and behaviors of the service providers and to build the awareness and commitment of local leaders and officials to improve and enhance the quality public services. The local governments and the other institutions in Indonesia has the potential to perform a variety of innovations. This optimistic view on the ability is significant to build and develop the public service innovations to achieve the bureaucratic reforms.²⁰

19. Muhammad Imanuddin. *Op Cit.*

20. Zulfikri Armada. *Menggagas Budaya Inovasi*. <http://catatanpamong.blogspot.co.id/2013/06/makalah-menggagas-budaya-inovasi-dan.html> Accessed at 25 Juli 2016

2.2. The Role of Head of Local Government in Improving Innovation of Public Service in Local Government Institutions

Essentially, the Public Service Innovation is not merely for the competition purpose but more importantly is to trigger the initiative of the stakeholders to improve the quality of public services. A research from The Java Post Institute Pro-Autonomy (JPIP) in 2013 shows an unpleasant result when to make an evaluation to 55 regencies/cities which have earned the Autonomy Award. Amongst them, there was a decline in 12 regencies/cities, 26 of them were not growing or stagnant, and while there were only 17 regencies/cities which successfully improved their public service quality through innovations. (JPIP and UNDP, 2013). Another evaluation from *Deutsche Gesellschaft Zusammenarbeit fuer Internationale* (GIZ) also showed the similar result. They evaluated 12 regencies/cities which had become the Pilot Project for the Public Services Quality Improvement Program Based on Public Participation. The result of evaluation was unsatisfying because 10 of them are declined and failed to continue the program whereas there were only two of them which had the positive results.

The stagnancy and decline of most of the local governments in these evaluations due to the reluctance of the heads of local authorities to continue the innovative programs of their predecessors and likely to create new activities. In Addition, the tendency of the newly elected heads of local government to change the top bureaucrats with their loyalists also contributes to the unsustainability of the programs. Another factor that often

to take into consideration is the fact that there is the multi-stakeholder forum including the non-organizations which can be optimized to gain the ideas for the more efficient and acceptable innovations. Thus, the public service improvements in many local governments are largely dependent on the commitment of their top decision makers as the main driver of innovation.

CLOSING

Conclusion

1. Public Service Innovation as a part of the efforts to achieve the Bureaucratic Reforms in delivering public services proven to increase the quality of governance, especially in local governments.
 - a. Improving the quality of public services as the target of bureaucratic reform in Indonesia through several innovative options as follows:
 - 1) *Upstream-Downstream* Controlling Format by P2K-APBA Aceh can improve the performance of the budget absorption in Aceh province for more than 90%.
 - 2) *KM 0 Pro-Poor* Jabar for the internal purpose can provide the more accurate and faster information for the decision makers (Head of Local Governments/Heads of Local Government Working Units). While for the external purpose, which is in this respect in particular for the Targeted Poor Families (RTS *miskin*) to facilitate them to access the service optimally. The need to serve them with the targeted and quick response in handling their economic and social problems can be solved through several innovative programs. Some of them that have been proven such as: RUTILAHU Development Aid, Electrification Program, Regional Health Insurance (Jamkesda) for the poor and near poor, Unconditional Cash Transfer (BLSM), Rice Subsidy for the Poor (RASKIN), Forest Park Conservation Area (TAHURA), Training of Fishery and Sheep Farming.
 - 3) The Government of Aceh Singkil regency successfully managed to reduce the number of infant and maternal mortality to five maternal deaths and eleven infant deaths in 2012 and two maternal deaths and ten infant deaths in 2013. This partnership has managed to reduce the infant and maternal mortality. Surprisingly, Suro, one of the subdistricts in Aceh Singkil, could reduce them to Zero mortality.
 - 4) The Government of Sragen provides more accessible services to the poor to resolve their problems in a one-stop service. The services include medical, education, and financial assistance to them. The local government provides the Saraswati Card for the health, socio-economic help and Sintawati Card for educational service.
- b. The increase of competitive spirit to design the creative and innovative ways to develop the public service quality among the participants marked by the increasing number

of participants in Competition of Public Service Innovation from year to year. In 2014, there were only 515 innovations. By 2015, the number of participants increased to 1,184 innovations. In 2016, the total applications increase dramatically to 2.476 innovations although it was also because the organizer allows the State-Owned Companies to participate.

Recommendation

1. The heads of local government should have commitment and consistency to continuously develop the innovations in public service in their province/district and always prepare their institutions for the upcoming competitions.
2. All Activities related to the Public

Service Innovation Competition should be recorded in order to inform the public for socialization, dissemination, training, coaching in forums, seminars/workshops, symposia and Public Service Innovation Awards (2014, 2015, and 2016). In addition, Regulations of Ministry of PAN RB about KIPP (2014, 2015 and 2016) also need to socialize. Last, the duration for assessment/evaluation process should be longer.

3. Build the more integrated working mechanism between the Evaluation Team (ET) and the Independent Panel Team (IPT). They need to meet in a longer joint assessment because the considerations of ET (academicians) and IPT (practitioners) are needed to see the balance of innovation in all part of Indonesia.

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