

## THE IDENTIFICATION FACTORS OF POOR PERFORMANCE OF INDONESIAN CIVIL STATE APPARATUS

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### ABSTRACT

The crucial issues face by Jokowi – JK Administration is the poor performance of Indonesian civil state apparatus. The main objective of this research is to identify the main factors that lead to hamper the Indonesian civil state apparatus performance and to suggest recommendation on how to overcome the problem. Data is gathered from responses of selected informants through an interviewed and data analysis by triangulation analysis. The research finding the authority arrogance, intervention from others parties and managerial inability as a main factor of poor performance of Indonesian civil servant. This research highlights the importance of having strong commitment of manager, individual readiness, a good collaboration (solid team work) and independence of the state apparatus commission as a way out to overcome the problem.

**Keyword:** performance; reform; state apparatus

## I. Introduction

The performance of civil state apparatus in Indonesia is still an important issue that is widely discussed both by scientists and practitioners since it does not only become the primary substance in public accountability that should be done by every state institution, but it is also a parameter of success in achieving objectives of the State. The performance of Indonesian civil state apparatus rank behind among ASEAN country members, especially The Singapore, Brunei Darussalam, Malaysia, and Thailand

Civil state apparatus as a pillar instrument of mandate bearers in achieving a fair and prosperous society, as stated in the Preamble to the Indonesian Constitution of 1945. Until today they have not been fully able to meet the expectations of stakeholders mainly because of two reasons. Firstly, the difficulty in balancing the three demands which are sometimes concomitant. Secondly, it is not in line with the three following demands: political needs, professionalism needs and better living standards (Syafri, Wirman; 2009:2). The recent Jokowi – JK administration focuses on enhancing the quality of public service throughout the improvement of civil state apparatus.

## II. Conceptual Framework

### **Administrative reform in Asia-Pacific**

The Efforts to reorganize the civil state apparatus performance improvement are indeed complex, challenging task. The issuance of new regulations concerning the administrative reform does not necessarily solve existing problems because the improvements of administrative systems are

closely related to other fields such as the economic system and the political system in a country. Liu Yi-Chang (1992: 4) says "The administrative system is closely related to the economic system and also constitutes an important part of the political system".

The right economic system can encourage economic growth that enables people of a country to increase its per capita income as the basic capital to increase prosperity. However, the welfare improvement is usually accompanied by an increase of need for services organized by the state apparatus. Karl Polanyi (in Keban, 2004: 15) mentions that the economic conditions of a country is highly dependent on the dynamic of public administration.

Similarly, the political system that gives a lot of options and opportunities to participate in the administration of the country, demanding the provision of infrastructure and political superstructure that facilitates (enables) the citizens to participate in the life of the nation. The creation of political stability is a foundation for economic growth and a prerequisite for the emergence of any public policy that should be implemented by the State apparatus. Denhard and Denhard (2003: xi) suggest that the public administration, through its public services can provide or create democracy.

Thus the failure to create the right economic and political system will have cascading impacts such as a nonsuccess administrative reformation, which furthermore will lead into a negative impact on the economy and the establishment of political stability. Development in the reforms of the economic and political system may bring about advantages for administrative reform and the scientification of the governmental

administrative activities (Wu Peilun, 1992: 22).

Because of the characteristics of every state administrative system is different, which is caused by the differences of political systems, levels of economic growth, cultural roots background or even the problems faced, then the efforts to reform the administrative system to improve the performance of the apparatus of each country will be also different. The experience of the People's Republic of China, Japan, South Korea, Malaysia, Vietnam and some Asia-Pacific countries in conducting administrative reform in the mid of 80s or early 1990s presumably can be used as a lesson and a reference in conducting an administrative reform in Indonesia.

People's Republic of China in the last decade of the 80s was known as the Asian tiger that now has grown to be the tiger of the world with an astounding industrial and economic growth. One of the tangible results of the administrative reform conducted in the mid-80s is the acceleration of the China's development that has surpassed some European and American countries

Some adjustments of China's administrative reforms that were performed include:

- (1) transformation and readjustment of administrative function;
- (2) reform and readjustment of the structure of administrative power;
- (3) reform and readjustment of the organizational structure of the administration;
- (4) reform of personnel administration;
- (5) reform of the operational mechanisms and processes of public administration;

- (6) adoption of modern scientific methods and advanced technology and equipment in public administration; and
- (7) reform of various specific sub-systems of public administration. (Liu Yi-Chang, 1992: 4).

Most of the administrative reforms adopted by the Chinese government above become a model for the government of Indonesia to conduct its administrative transformations such as: a more balanced division of powers between the central and the local government through a greater autonomy on the local government and decentralization; reconstruct or adjustment of the organizational structure of government; repair the procedures and working methods; improve the payroll systems, and others.

An example of promising action taken by Chinese government and majority of Western countries is to revamp the administrative reform of the personnel management system. This complete reorganization includes:

- following standard procedures of selecting and hiring employees;
- providing better, healthier and fairer competitions and opportunities for employees compare to earlier practice that less competitive.;
- doing an assessment to employees strictly;
- giving rewards and punishment strictly;
- introducing transparency at work to employees;
- encouraging the formation of the work ethics;
- putting skilled employees and replacing less-skilled employees,

- developing the employees' career and others by not preceding changes in organizational structure as it is done by many developing countries.

Taking Australia and New Zealand as examples of human resources reformation in the public sector, the emphasis on the need for the behavior (ethics) improvements of the public officials and the State apparatus to accomplish better performance of the State apparatus (Gerald Caiden, 1991). In Malaysia, the improvement effort focuses on the work culture and inculcation of character (administration ethics) (Dato Mahmud, 1992: 38-39). Theoretically, De Guzman and Reforma (1992: 6) pinpoint the necessary aspects for successful reform of personnel resources: (1) to emphasize the processes and procedures instead of the result of employees; (2) to concentrate on teamwork instead of relying on the hierarchy and status; and (3) to ensure the flexibility and the division of authority instead of tightening the surveillance and the use of power.

The downfall of Soeharto regime in 1998 noted as a milestone of bureaucratic reform in Indonesia. The reform marked by two main rules which are Law number 28, 1999 on the Implementation of the state clean and free of corruption and TAP MPR No XI/1998 on State Administrator that are Clean and Free Corruption, Collusion and Nepotism (People's Consultative Assembly, 1998).

In 2010 the President of Republic of Indonesia published Presidential Regulation Number 81 Year 2010 on the Grand Design of Bureaucratic Reform 2010 – 2025. The Grand Design of Bureaucratic reform contains the the road map of bureaucratic reform, targets an Indonesian world-class bureaucracy in 2025. The efforts to meet

this long-term goal are reflected from the mission statements for reforming the bureaucracy as follow:

1. To improve the law and regulation as a legal basis for good governance;
2. To modernize the government bureaucracy by maximizing the usage of information and communication technology;
3. To develop culture, work values, and positive attitudes;
4. To restructure the organization;
5. To relocate and improve the quality of human resources and remuneration system;
6. To simplify of the work system, procedure and working mechanism; and
7. To develop effective control mechanism.

### III. Discussion

#### Reasons of poor performance of Indonesian the civil state apparatus

Based on observation and interviews with some public officials, we identified several reasons that explain why the civil state apparatus perform poorly for achieving the goal of the state, namely: *First*, the arrogance of power. Until today, we still see, hear and even feel the arrogance of power from the civil state apparatus that are carried out systematically, concealed, or openly. In practicing the administration of local government, this arrogance of power was very noticeable especially in the execution of mutation, rotation, and promotion of the apparatus. For instance, the appointment of colleagues at certain positions although it is believed that the person concerned will not

be able to carry out tasks for achieving the local government's vision. Nepotism in all its forms and manifestations got rid of meritocracy that should be adhered to by the state organizer.

It is not a figment that thuggery in local government administration is another form of the arrogance of power. Such cases occurred in many places, where individual of local leader uses thugs to intimidate, threaten the physical and psychological of other groups (inside and outside the structure of local government) that are considered of having opposite viewpoints or disagreed parties. If the opposition or disagreed parties are in fact the local governmental officials, the attempt of character assassination and the stunting of imagination or thought is done through making them to have no job responsibility as experienced by many government officials in different regions of this beloved country. Such arrogance is not just deep rooted, reserved and occurs in the administration of local government, but also occurs in the body or government institutions at the central level.

The arrogance of power in my opinion, caused by two things: the noncompliance with the applicable rules and lack of transparency in governance. The first reason can be illustrated as follows:

God created the heavens, and the earth is not in vain but has the intent and purpose, to achieve the objectives, then God created man as caliph and remove all the ground rules in a variety of words that must be obeyed and executed so that the heavens and the earth and its contents run according to the rules of God and in turn providing benefits to mankind and all the other inhabitants of heaven and earth.

In terms of the creation of man, man was created as a perfect creature with one purpose which is to worship (serve) and in order to make the totality of devotion can be done perfectly, then it is provided all the rules in the use of physical and non-physical organs of humans so that the whole organ is working to do something that does not deviate from the purpose of the creation of human nature itself. In other words, we (humans) cannot arbitrarily and without restraint in the use of the feet, hands, eyes, ears, brain, heart, mind and other organs at the will of their own but it must follow the rules of God, which means that we have to use them for things that are positive as a representation of obedience / devotion to Him so that we will be useful for others as elements of good deeds (heaven). However, if the feet, hands, eyes, ears, brain, heart, mind and others are used outside the provisions of God, then most likely we will do damages, harm others, and get detriment (hell) for ourselves.

Likewise, the country was formed with the intent and purpose, regardless of the political system adopted. In this case, the purpose of a state is to increase the standard of living and welfare of its citizens. To achieve these objectives, the state bodies (legislative, executive, judicial) respectively are established, which in operation, are equipped with various legislations made by the State / government and must be executed by all state officials so that the improvement of the lives and welfare of the community can be achieved. On contrary, disobedience or even arbitrarily and deviation of the applicable legislation will have an impact on the failure of the state goal attainment.

The second cause of the arrogance of power is the absence of transparency in governance. We believe that the majority of

public policies are the outputs of the political processes that sometimes have a hidden agenda that was never known by the state apparatus. Lack of transparency in the policy objectives and management of a program causing excessive imaginary interpretation which leads to a negative presumption or even slander either from the state apparatus as the policies actors as well as from certain segments of the population as a target group. In the absence of such openness will lead to frustration that characterized by indifference or apathy of the state apparatus against various plans that are being or will be executed.

The **second** problem faced by the civil state apparatus in carrying out their duties is an excessive intervention either from supra institutions or from political infrastructure, especially from the political party in power. . The interferences are started already from the employee recruitment stage and then in the employee's placement and promotions. The interferences occurred as well in other areas such as giving award for public procurements , so that the the civil state apparatus face difficulties to carry out a job properly and provide efficient, competitive and fair procurement process. The further impact is that the state apparatus vyi to get closer to the ruling, powerful parties that able to intervene the work process, by all means that often sacrificing professionalism, idealism, and moral principles.

The assumption used is the closeness to the ruler more profitable than have high knowledge and skills because it provides an opportunity to gain power, and if power has been obtained then the chance to gain prestige and financial benefits have been wide open. This kind of conventional thinking still preserved and even developed

by not least of the state apparatus and it is coupled with the hedonism and excessive ambition for power that permeated the mind of the state apparatus resulted in depletion of energy for the effort just to get closer to the ruler rather than be used for the completion of routine tasks. Excessive ambition ultimately can encourage someone to do a shortcut, justifies any means to hit the just requirements of morality and applicable laws.

The *third* problem faced by the civil state apparatus is the lack of a team work because of two things: managerial incompetence and inefficiency. We all know that the administration is a cooperation process of a group of people that organized to achieve specific objectives. In terms of State administration, it means the process of cooperation of the entire state apparatus to reach the goal of the state. It means that it needs for teamwork because in achieving the state's goal will only be possible if there is a cooperation between the relevant state apparatus.

In many cases at the institutional level, institutions, agencies, bureaus, department, and others, a teamwork cannot grow well due to the inability of leaders in moving, managing, directing staff in achieving organizational goals. Leaders sometimes busy with their own interests, focusing their attention not on the objectives achievement and organizational development but rather on efforts in order to survive and lasting position, lacked the commitment to develop the performance of the staff and the organization as a whole. As we all know that the results of research in many countries show that only about 20 percent of the total number of employees of an organization is loyal, dedicated and able to handle the job well, 60 percent is in gray

zone in the sense of being loyal, dedicated and works well as long as the leaders capable of mobilizing and directing them, while the remaining 20 percent has always positioned itself as the enemy of the leader, the party that more pleased to see the downfall of the leaders and the failure to achieve organizational goal.

For a leader, a commitment to make changes, developing the apparatus, and improving performance become critical to achieve the goal, especially when the organizations directly contact to services that improve the welfare and living standards of the community. South Sumatra Province probably is not as rich as East Kalimantan and Riau province, but the province of South Sumatra was first launched free medical treatment for the people of the province, this is an example of a commitment of a leader.

Efficiency refers to the best comparison between the results of the business (output - input), the amount of funds, manpower, minds issued with the results obtained, and the number of the state apparatus with the work that must be addressed. In many ways the civil state apparatus works very inefficiently, wasteful, wasting funds, redundant. Many funds are spent with the acquisition of unbalanced results both in quality and quantity. Plenty of nice work space with complete facilities such as air conditioning, computer, refrigerator, TV, and others but do not return any result. Hundreds or even thousands of employees go to the office in the morning but do not do anything until it is time to return home in the afternoon for days, and even for weeks.

Inefficiencies associated with at least three things:

(1) Decision-making.

The mistake of the top leaders in formulating policies and appointing officials to implement policies that have been formulated. This mistake can occur because of a lack of information about the correct data, or distortion of information received by the top leaders, so that there is a mistake in decision-making, and it is ultimately impact on organizational inefficiencies.

(2) Working ability (capacity) of the staff concerned.

The ability to work closely related to the competency of the civil state apparatus include technical competence, social competence, and intellectual competence. The higher ability that the employees have the more efficient they are in their work, especially from the aspect of working methods and problem resolution.

(3) The spirit and work culture.

Morale associated with fighting spirit, ambition, and ideals. While, the work culture associated with the perception, principles, values, and others formed on the basis of experience and environment. High morale, supported by a working culture that is always oriented to work achievement (achievement oriented) will reduce inefficiencies.

### **Improve civil State apparatus performance**

To overcome the things that I mentioned at the beginning of this article, I found some important factors that must be considered to improve the performance of the civil state apparatus, which are:

#### **1. Leaders' Commitment**

A commitment here is interpreted as a willingness earnest. Leaders' commitment means the willingness earnest of leaders to carry out tasks to achieve the goals of organization. The main tasks of leaders in my opinion are: *First*, managing and mobilizing all available resources to achieve the goals of organization; *Second*, training, developing, and circulating the leadership candidates and also seeking the continuity of staff career; *Third*, increasing the welfare of the staff; *Fourth*, enforcing the law or rules fairly.

In the commitment also contained a moral obligation and responsibility as well as consistency. Moral obligation related to the implementation of the main tasks, responsibilities pertaining to matters of implementation of the obligation to submit the main tasks reports to the leaders and the consistency associated with the implementation of legislation that underlies the work carried. Therefore, the leaders' commitment to carry out the main tasks which are based on moral obligation, responsibility and consistency are important factors to improve the performance of the civil state apparatus.

## 2. Individuals Readiness

Someone's success in achieving the goal is very dependent on the level of preparedness concerned in completing a job. The level of preparedness covers two things: willingness (motivation) and ability (capability) owned.

It is absolutely necessary to have willingness, desire, or motivation in doing something. Motivation driven by many factors (see theory of motivation), but in an outline, someone's motivation to work emerged due to two demands: the physical and non-physical needs. In terms of the performance of the state apparatus,

organizational culture, leadership style, tasks conformity, work environment, income, and others become factors in growing willingness (motivation) to work.

However, willingness alone is not sufficient or even cannot solve the problem. High willingness without abilities / skills will not adequately ensure the achievement of optimal results. Instead, having abilities / skills that however high without being followed by a willingness will have an impact on not achieving the desired objectives.

What I mean about abilities here are the intellectual ability, technical ability and social ability (ability to interact ethically). These three types of capabilities are used to complete administrative tasks internally and externally. Internal administration include the use of resources, facilities and technologies needed to carry out the duties and functions. While, external administration include activities and administrative processes required to form and intensify relationships with institutions and groups outside the control of the institutions.

## 3. Teamwork

To make a working team is not hard and it can be done by many people that have authorities to make it, but to build a teamwork is not an easy task to do and it can only be done by few people. Even building a teamwork is not an easy task, but is still can be worked up through: *First*, transparency in managing whole resources, especially related to funds. We believe that activities of the state apparatus always be equipped by facilities and funds to achieve the defined goals. Lack of transparency from leaders in managing the whole resources would undermine the team spirit and by the end will degrade performances.

*Second*, respect the authorities and responsibilities of the individual. In a working team there is always a division of job duties to each member and on the job duties there always be inherent the authorities and responsibilities. The larger / wider the scopes of job duties, the larger / wider the authorities and responsibilities they have. By not taking over especially overstepping the authorities and responsibilities of a person no matter how small they are, then it will help growing and developing the spirit of teamwork, and the latter provides opportunities for the performance improvement.

Third, establishing and developing ethical administration. Ethics concerns about norms, moral, and it is sourced from cultures, religions, and laws that are used as guidelines to behave. Ethics related to things that regard as something which is good and not good, appropriate and inappropriate. Today ethics become important in public administration as the main task of the public administration is doing a public service. Ethics can support the objectives achievement through teamwork but it may defeat the purpose if the services provided are done unethically. Within the working team, violation of ethics contained in the right rule of conduct or professional standards will disrupt the teamwork. The implementation of ethic in a working team embodied in language and behavior which show the politeness, friendliness, honesty, mutual respect, open communication, integrity, and others.

The three important factors that mentioned before, such as the leaders' commitment, the individual readiness and the teamwork are internal factors that associated with reciprocity. Leaders' commitment relate to (affect) the readiness of individual and teamwork, the readiness

of individual and teamwork also relate to (affect) leaders' commitment. Likewise, the readiness of individuals and teamwork have a reciprocal relationship.

#### **4. The Independence of State Apparatus Commission**

One of external factors that I think is important is role of State Apparatus Commission. The State Apparatus Commission has fourth special duties, namely: *first*, supervising the leaders of an organizational unit in order to make sure all the duties are always referring to the employment legislation in force; *second*, receiving and processing all complaints of the state apparatus who feels aggrieved by leaders' policies in term of personnel policies, especially due to transfer and promotion; *third*, resolving labor disputes among leaders and subordinates; *fourth*, conduct selection fairly and refuse any intervention from others parties.

Thus, the establishment of the state apparatus commission is intended to oversee the enforcement of employment legislation and the enforcement of administrative ethics in order to reduce the abuse of authority due to excessive discretion, which in turn can foster the leaders' commitment, spurring the readiness of individual and teamwork to improve the performance of the state apparatus.

These four factors would need attention, for evaluating the performance of the state apparatus not only from the behavioral perspective / approaches and the performance conducted by leaders but it is also evaluated by the community through the quality of services provided by the state apparatus. The performance of state apparatus has an important role in making the dynamic governance, which is the

government's ability to tailor their policies, strategies and programs that will be taken in the rapid and unpredictable changing of global environment.

#### IV. Conclusion

The poor of Indonesian civil state apparatus performance as an impact of the authority arrogance, intervention of others parties, leadership inability will be influence to the professionalism of of civil servant in order to achieve prosperity of Indonesian society as stipulated under 1945

constitution. Bureaucratic reform started 1998 by published several law and rule should be endorsed by strong commitment of leader (manager), individual readiness, a good collaboration (team work) among employee and independence of state apparatus commission.

The limitation of this paper is does not include others factor such as budgets available, salaries and incentive, etc that believe has an influence to the civil state performance. So I may suggest for further research to consider these areas.

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