PUBLIC SERVICE TRANSFORMATION: POLICY ANALYSIS THROUGH APPARATUS RESOURCE REFORM

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Abstract

This research discusses transformation in public services through policy analysis, with a focus on apparatus resource reform. This research aims to understand the impact and implications of human resource reform efforts in improving the quality of public services. Through a literature study approach, this research examines policy changes related to the selection, development and management of the public apparatus. This study uses a qualitative approach with a literature study method using secondary data by analyzing the transformation of public services in policy analysis through apparatus resource reform. The results of the analysis show that apparatus resource reform plays a crucial role in improving the capacity, integrity, and performance of public apparatus in public services. The findings of this study contribute significantly to the understanding of the importance of public service transformation in apparatus resource reform policy. The implications of this study can serve as a foundation for decision-makers in designing and implementing more effective policies in the context of public services in the future.

Keywords: Public Service Transformation, Policy Analysis, Apparatus Resource Management Reformation.

Abstrak

Penelitian ini membahas transformasi dalam pelayanan publik melalui analisis kebijakan, dengan fokus pada reformasi sumber daya aparatur. Penelitian ini bertujuan untuk memahami dampak dan implikasi dari upaya-upaya reformasi sumber daya manusia dalam meningkatkan kualitas pelayanan publik. Melalui pendekatan studi literatur, penelitian ini mengkaji perubahan kebijakan yang terkait dengan seleksi, pengembangan dan manajemen aparatur publik. Penelitian ini menggunakan pendekatan kualitatif dengan metode studi literatur dengan menggunakan data sekunder dengan menganalisis transformasi pelayanan publik dalam analisis kebijakan melalui reformasi sumber daya aparatur. Hasil analisis menunjukkan bahwa reformasi sumber daya aparatur memainkan peran krusial dalam meningkatkan kapasitas, integritas, dan kinerja aparatur publik dalam pelayanan publik. Temuan penelitian ini memberikan kontribusi signifikan terhadap pemahaman tentang pentingnya transformasi pelayanan publik dalam kebijakan reformasi sumber daya aparatur. Implikasi dari studi ini dapat menjadi landasan bagi pengambil keputusan dalam merancang dan melaksanakan kebijakan yang lebih efektif dalam konteks pelayanan publik di masa depan.

Kata Kunci: Transformasi Pelayanan Publik, Analisis Kebijakan, Reformasi Manajemen Sumber Daya Aparatur.

I. INTRODUCTION

Public service is one of the vital aspects in maintaining public welfare and satisfaction (Mirea, 2016). The quality of public services not only affects the image and trust in the government, but also affects the state's ability to meet people's basic needs (Baena Olabe, 2017) . In the midst of dynamic social, economic and political changes, public

services need to continuously adapt to meet the increasingly complex demands of society.

In an effort to improve the quality of public services, apparatus resource management reform is very important to improve the quality of public services. The development of apparatus resources, especially through education and training programs, leads to improving the quality of public services (Indrayana et al., 2015). (Sadik, 2016) emphasizes that civil servants should prioritize customer satisfaction and meet the needs of the community to achieve excellence in public services. The success of bureaucratic reform depends on optimal and sustainable human resource management (Ashari, 2010). Discussing the importance of apparatus resources is the cornerstone of implementing reforms and achieving good governance (Rakasiwi, 2021).

In addition, other research discusses the transformation of public services as part of accelerating government reform and public openness (Berg, 2006). Many issues regarding public services, especially in Indonesia, are linked to governance, such as the influence of public services on government transparency in the digital era (Mynenko & Oleksii, 2022).

In other studies, many discuss the good and bad of public services can be influenced by the performance of government management, especially in the policy aspect (Ishak, 2022). Overall, from several articles that discuss public services, there are still not many articles that discuss the importance of reform policies in managing effective apparatus resources in providing effective and efficient public services in order to create public service transformation. So this research aims to examine reform policies that are based on increasing the competence of public apparatus in optimizing public services. This research will provide a clear picture of the impact of apparatus resource reform on improving the overall quality and efficiency of public services.

Thus, this research has important relevance in the context of public policy development that focuses on improving service quality through strategic investment in government human resources. It is expected that the results of this study will provide significant contributions and recommendations in the policy of apparatus resource management reform in the perspective of public service transformation in Indonesia to meet the growing demands of society.

Transformation of Public Services

Public Service Transformation is a concept that aims to provide space for bureaucrats and policy implementers in public services (Berg, 2006; Wawointana et al., 2019). In modern governance, the position of the bureaucracy as a public servant is an important measure of government success in the eyes of the public. It is commonly believed

that government work units that function to serve the interests of the public are often identified with inaction, difficulty, or other negative terms because it is very difficult to get services that match the needs of the community. While the functions performed by the government are different from the private sector, because the functions of government services in meeting the interests of society cannot be carried out by other organizations, especially market-oriented organizations that will ultimately create injustice.

The concept of developing and improving public services that focus on public satisfaction is a multi-dimensional phenomenon because it is related to economic, social, political and administrative aspects. Meanwhile, existing public service institutions tend to be based on institutional structures. This becomes important in the process of public service transformation because having a sense of belonging and ownership is considered an indicator of membership. From the perspective of systems and apparatus resources, this reflects the government's commitment to services that are inclusive, non-discriminatory, and non-discriminatory (Widianingsih & Paskarina, 2019).

There are several things needed in efforts to improve the quality and competence of apparatus resources in the transformation of public services, among others: (1) a change in mind set; (2) a change in mental attitude; (3) a change in ethics in public service apparatus resources; (4) performance assessment (Mardiasmo, 2009).

Policy Analysis

Public policy analysis facilitates policymakers in making appropriate policy decisions. The process of policy analysis includes identifying and articulating public issues, collecting the necessary data, identifying the parties involved, considering the reasons for government intervention, establishing evaluation criteria, analyzing various policy options, and providing advice and recommendations (Goodman, 2022).

Policy analysis has two main dimensions. First, the descriptive dimension that relies on conventional social science disciplines to explain the causes and effects of a policy. Second, the normative dimension, which involves value judgments related to what should happen, distinct from descriptive explanations of existing circumstances (Muller, 2012). To explore issues of efficiency and fairness, policy analysis draws on normative economics, decision analysis, ethics, and various other schools of social and political philosophy. All of them are concerned with what they think should happen. This normative engagement arises because analyzing policy requires us to choose between desired outcomes (ends) and preferred methods (means). This choice of ends and methods requires an ongoing trade-

off between competing values such as efficiency, equality, security, freedom, democracy, and enlightenment (Giebler & Merkel, 2016)

Apparatus Resources Reform

Aulich (1996) focused on the reform of human resource management practices in Australian local government, highlighting the external pressures and tensions between promoting local autonomy and implementing national change strategies. Kim (2000) examined human resource management reform in the public service, which was driven by the economic crisis of the late 1990s and aimed to improve competitiveness through measures such as open employment systems and performance-related pay. Pardede and Mustam (2017) discusses human resource management in the Indonesian government, emphasizing the importance of effectively acquiring, organizing, motivating and controlling human resources in the context of bureaucratic reform. Finally, Nugroho, Bandono, and Suharyo (2021) explores human resource development assessment planning programs and their impact on government organizational performance, highlighting the importance of strategic human resource development in the context of bureaucratic reform.

II. RESEARCH METHODOLOGY

This research uses a qualitative approach with the Literature Study method. Literature review as a methodological approach in research provides a comprehensive overview of the various types of literature review. In addition, guidelines are presented to assist researchers in conducting and evaluating the quality of articles in the literature review (Snyder, 2019). The results of the analysis are presented in the form of a research article that contains a description of the observed phenomena, important findings, and implications of the research results. The review was conducted using a literature study by analyzing the transformation of public services in policy analysis through apparatus resource reform. In addition, to observe various dynamics related to the quality of the public sector, related documents such as secondary data, books, research reports, surveys, and various news reports related to the transformation of public services and policy analysis in the reform of apparatus resources and sourced from applicable regulations such as laws and other regulations.

III. RESULT AND DISCUSSION
Public Sector as a Public Service Providing Entity

The public sector as the embodiment of government in carrying out the function of service to the community in its development can be understood from several perspectives. From an economic point of view, the public sector can be understood as an entity whose activities are related to efforts to produce public goods and services in order to fulfill

public needs and rights (Mardiasmo, 2009). Meanwhile, from the perspective of public policy, the public sector is better understood as tax increases, excessive bureaucracy, large government, and nationalization versus privatization (Bastian, 2012).

The main purpose of the establishment of public sector organizations is to provide services to the community (public services) in various ways. Based on Law Number 25 of 2009, public services are defined as all service activities carried out by public service providers as an effort to fulfill the needs of service recipients and to implement the provisions of laws and regulations. The issuance of Presidential Regulation Number 81 of 2010 concerning the Grand Design of Bureaucratic Reform 2010-2025 indicates to us that the condition of our public services has not met expectations. Quality service is still our hope. For this reason, real reform is needed, not just a plan on paper. Reform is a must, given the growing needs of society and competitive global competition.

According to Halim and Kusufi (2012), the quality of public services is a reflection of the quality of government bureaucracy. As the "spirit" of public sector organizations, the existence of government bureaucracy determines the quality of services provided by the public sector itself.

Public Sector Apparatus Resources in Indonesia

The quality of public services cannot be separated from the quality of the bureaucracy because the bureaucracy is a tool used by the government in organizing public services itself. Mozhaeva (2019) explains that apparatus resource management is faced with the task of overcoming the issue of improving employee quality. Until now, the quality of employees in providing public services in Indonesia is still a serious problem. The public as consumers of bureaucratic services often experience dissatisfaction with the performance of employees in carrying out their duties. Complaints range from the service process, the time taken to complete matters, the attitude and behavior of employees, to the quality of service results. This unsolved problem has finally made Indonesia considered as a country that does not support public services.

The role of Apparatus Resource Management in the public sector has a very important importance and is different from the private sector (Boselie et al., 2003). As explained by Lockström and Lei (2012), resources in the private sector are also a source of strength for companies to achieve competitive advantage in today's global era. Resources can operate effectively in the private sector, while this is not always the case in the public sector. One of the determinants of resource effectiveness is related to

organizational culture, which differs significantly between the private and public sectors. Aside from culture, an unsupportive organizational environment and management principles that are not aligned with change are barriers for bureaucracies in achieving organizational effectiveness. This is as identified by Tom, et.al (2007) in their study of organizations in the public sector.

In terms of public services, the government has not been able to provide quality public services in accordance with the challenges faced, namely the development of increasingly advanced community needs and increasingly fierce global competition. This can be seen from the results of Article 35 of Law No. 25/2009 on Public Services which requires an evaluation of government administration at the level of ministries/agencies, provincial governments, and district/city governments throughout Indonesia. The results of the 2022 assessment showed that of the 25 ministries, 14 agencies, 34 provincial governments, 98 city governments, and 415 district governments evaluated, 52.96% of agencies met the green zoning criteria. Of the 586 public service agencies assessed, 272 agencies (46.42%) entered the green zone, 250 agencies (42.66%) entered the yellow zone, and 64 agencies (10.92%) entered the red zone (Ombudsmen, 2023).

Based on data from Civil Service Agency (BKN), the number of State Civil Apparatus on June 30, 2023 reached 4,282,429 people consisting of 3,795,302 civil servants and 487,127 PPPK. When compared to the current total population of Indonesia, which is estimated to be around 265 million people, the ratio of the number of civil servants to the total population is 1.82 percent. This means that there is a quantity imbalance between the number of civil servants and the people they serve.
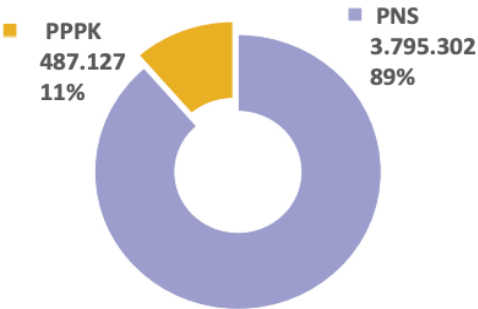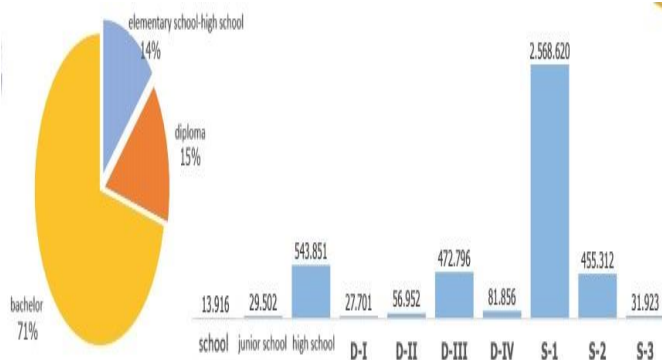

Source: BKN, 2023

Figure 1

Ratio of the number of civil servants in Indonesia

Based on BKN, (2023) in terms of quantity, in terms of quality, the condition of the apparatus is still not optimal. This can be seen from the education level of the state civil apparatus in 2023. As many as 14% of civil servants have an elementary-high school education and 15% have a diploma. However, the number of civil servants who still have a high school education is also relatively large, namely 71.%, In addition, problems also occur due to the uneven distribution of the number of civil servants with higher education, especially to remote areas. The

unbalanced number between the number of civil servants and the population served and also the uneven distribution of the apparatus caused the need for various improvements. This in turn results in not maximizing the services provided to the community. These problems can be overcome in various ways, one of which is by increasing the competence of the apparatus. Increasing the number and even distribution of apparatus alone without increasing the competence of the apparatus itself will not have much effect on improving the quality of public services.

Source: BKN, 2023

Figure 2

Ratio of Education Level of State Civil

Apparatus in 2023

Reform Policy in Improving the Competence of Apparatus Resources

The success of bureaucratic reform can be started from the seriousness of the bureaucracy itself in managing the human resources of its apparatus. In the World Public Sector Report (2005) issued by the United Nations, Department of Economic and Social Affairs, it is explained that human resource management has moved to the front of the leaders as the center of attention in public

services. This means that public administration reform will not succeed without the support of competent and dedicated apparatus. Human resources have played an important role in improving and sustaining institutional effectiveness and development performance.

The conception of public services from a state administration perspective is as all service activities carried out by government agencies as an effort to fulfill the needs of people, communities, government agencies, and legal entities as implementers of laws and regulations (Lanneau, 2021). Meanwhile, the essence of public service is the provision of service fulfillment to the community which is a manifestation of the government's obligation as a servant of the community. The provision of public services is mainly provided for basic matters such as education, health, social, security and order, environment, economy, population, employment, and land (LAN, 2006).

The review of public service reform at least includes service policy reform, service institutional reform, public service bureaucratic reform, and service process reform (Bezzina et al., 2021). As the main agenda in bureaucratic reform, public service reform continues to be pursued because the provision of quality public services to the people is an important indicator in the implementation of government tasks in various ways.

In improving the competence of the human resources of the apparatus, various problems faced need to be identified and then sought solutions. To ensure that civil servants are motivated and competent, many problems that undermine the integrity and effectiveness of the public service must be addressed. Such problems are commonly found in transition countries: nepotism in recruitment, partisan interference in staff deployment, and technological changes that increase workload, reduce opportunities for promotion, and marginalize trade unions and professional associations (Omisore, 2014).

According to Rivai (2021) to form a quality human resource apparatus requires a long time and process as well as continuous efforts. Personnel management needs to be addressed, starting with the correct recruitment pattern in accordance with regulations and based on competence. Similarly, employee development, performance appraisal, career patterns, payroll, promotion, dismissal and so on. Various efforts to change need to be carried out with high commitment and consistency. In addition, supporting factors are needed to be able to form an apparatus that has high competence.

Government Efforts Regarding the Transformation of Public Services

In addition to various improvements made at the policy level, institutional improvements and public service processes, one of the most important things to do in an effort to improve the quality of public services is the reform of the resources of the public service apparatus itself. Jusuf (2011) says that human resource development in the public sector has become an important part of every bureaucratic reform effort in providing services for the fulfillment of needs and accommodation of various interests and welfare of the community.

As an important part of public service reform, the improvement of apparatus resources must receive special attention from the government, especially with the increasingly complex functions of the apparatus resources. Rivai (2021) says that the function of apparatus resources is becoming more complex, not just the function of regulating, managing, and controlling, but more oriented to the functions of empowering, enabling, democratic openness, and partnership in decision making, policy making and implementation in public service efforts.

Currently, public service reform itself has become a government concern in order to realize bureaucratic reform. In an effort to carry out the bureaucratic reform, the government has also designed its policies as outlined in Presidential Regulation No. 81/2010 on the Grand Design of Bureaucratic Reform 2010-2025. One form of reform that is considered in the presidential regulation is the structuring of apparatus resources, which

includes structuring the number and quality and distribution of Civil Servants. In the grand design, it is targeted that by 2025 all ministries and institutions (K/L) and local governments (Pemda) have committed to implementing the bureaucratic reform process. Gradually and sustainably in 2017, ministries/institutions and local governments have the power to start the process, so that it is expected that by 2025 a professional and high-integrity government bureaucracy will be built. The chart below illustrates the desired bureaucratic condition of Presidential Regulation No. 81 of 2010.

The following discussion will explain some of the efforts made by the government to improve the competence of public service apparatus resources, both in terms of policy and practice in the field. In addition, it will also provide a few solutions on how the policy should be implemented. The concept of Mardiasmo (2009) provides an overview of improving the competence of apparatus resources in the context of public service transformation, broadly speaking there are 4 (four) stages of improvement that need to be done, among others:

1. **A change in mind set**

The mind set of public service officials must be changed to a mind set that considers that serving the community is a state obligation and the community has the right to get it (Shergold, 2017). The ASN mindset in serving the community to improve the quality of government bureaucracy must start from realizing or increasing the professionalism of Human Resources (HR) to be able to provide the best service, approaching or exceeding existing service standards. This is by providing a change in the way of thinking that customers are important in providing excellent service or quality service, so that the transformation of public services and a serving mindset can provide excellent service to the community. Law 20 of 2023 concerning ASN provides a legal basis for state administrators to develop a mind set for ASN in order to improve government performance and the quality of public services.

2. **A change in mental attitude**

Officials can be said to have a good mentality if they can be fair in providing services to every citizen regardless of background, be it religion, ethnicity, group, or so on. In addition, the old habit of delaying services so that service uncertainty arises must also be eliminated because it can hamper community activities. The principle that if it can be slowed down why should it be accelerated must be abandoned immediately. By considering ASN's status as part of the government through public service links, a more appropriate definition is: ASN is a component of the state apparatus (government) and public servants who are tasked with implementing public policy, providing public services, and acting as a binder and unifier of the nation's elements.

3. Ethical changes in public service apparatus resources.

Furthermore, service delivery must also be supported by service ethics that are consistently adhered to by every employee. Ethics are needed in relation to what must be done and what is prohibited to be done by each employee in various situations in connection with service delivery. Therefore, the development of ethics in service activities still needs to be done to improve the professionalism of service human resources.

This stage is important to note because this stage of apparatus resource placement is a crucial step in efforts to improve the quality of apparatus resources. Although the regulations have mandated that the placement of employees must be based on the needs of the organization as described above, the reality that is often encountered in the field shows that both the procurement and placement of apparatus are not adjusted to the needs of the organization and the competence and expertise possessed by the apparatus. Recruitment and placement are often influenced by political interests or nepotism.

Therefore, the government policy in this government regulation must be evaluated again. The placement of the right person in the right position must be considered again because this will create effectiveness and efficiency in doing work in an organization. This is in accordance with the opinion of Keban (2004) who said that human resource planning is a stage of determining how many positions must be filled, how many employees, what quality, and how to obtain the number and quality effectively and efficiently.

Planning and determining the position, number, and quality of employees should involve more of the smallest work units because they are the ones who know better what their organization needs. The reality so far is that the placement of apparatus is mostly determined by the central organization so that the placement of apparatus is often not in accordance with actual needs.

4. Performance Assessment

The definition of control according to Hammer, Carter, and Usry (2015) is "control is management's systematic effort to achieve objectives by comparing performances to plans and taking appropriate action to correct important differences". Control is a systematic management effort to achieve goals by comparing work performance with plans and taking appropriate action to correct important differences. With control, the leadership of a public sector organization can ensure that the apparatus that works is in accordance with organizational goals or not. One of the most important aspects of control is performance appraisal, which is an assessment regarding the level of achievement of results obtained by an apparatus in carrying

out its duties. So far, various organizations, including government institutions, have indeed carried out a control system through this performance appraisal, but the performance appraisal is still strong with only formal approaches, so that the existing problems are less visible.

The recruitment system was also improved. In the ASN Law, it is stated that the recruitment and promotion system of the state civil apparatus is carried out based on competence, transparency, and served centrally so as to allow mobility of apparatus between regions and between the center and regions. The regulation of the payroll system is also not spared by this new law. The law regulates a performance-based salary system, where the basic salary is greater than the allowances earned so that the salary is in accordance with the workload and responsibilities carried by each employee.

The government's efforts in drafting the new civil service law are a response to the increasing demands for better public services. As a draft that regulates the management of the apparatus of public service providers, this law is designed to create a civil service system that prioritizes the professionalism and performance of the public apparatus. Improvements start from the process of procurement, recruitment and placement of employees which will be carried out openly, transparently, and adjusted to the analysis of the needs of the number, type, and status of ASN needed to support the workload of the agency or organization. Furthermore, career patterns, career development and promotion will be organized fairly and objectively based on the qualifications, competencies, and performance appraisal of each employee. Likewise, the performance appraisal stage is also carried out objectively, measurable, accountable, participatory, and transparent.

IV. CONCLUSIONS

Increasing public demand for organizations and the public sector for the quality of services provided forces continuous improvement efforts. The ineffectiveness and inefficiency of the public service process has been largely due to the low quality and competence of public sector apparatus resources. For this reason, improving and improving the quality of public sector apparatus resources is an important element in improving the quality of public services. The findings in this study are that there are indicators in public service transformation, namely (1) a change in mind set; (2) a change in mental attitude; (3) a change in ethics in public service apparatus resources; (4) performance assessment. This research has limitations and weaknesses in data collection, so there is a need for further research on public service-based apparatus resources in the perspective of government policies. The current government with the new State Civil Apparatus Law in the future as a replacement

for the old ASN law, this research can be an input related to the demands of public service reform in Indonesia.

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