

# **CIVIL SERVANTS MANAGEMENT REFORM IN WEST JAVA PROVINCE: A CASE STUDY**

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## ***Abstract***

*The West Java Province has for the past several years been awarded as the best performing national provincial government. One of its successes was in implementing reforms in the management of civil servants. This study uses a qualitative approach that is carried out by the case study method. The implementation of the reform of the management of Civil Servants in the West Java Province is already underway but there are still problems that must be resolved immediately so that the implementation of reforms runs more effectively. It is hoped that this research can provide suggestions for improving the practice of reforming the management of civil servants in the Government of West Java Province, Indonesia.*

**Key Word:** *civil servants reform, administratif reform, civil servants management.*

## **Introduction**

The West Java Province for three consecutive years was awarded the best performing national provincial government. This achievement is the result of the implementation of bureaucratic reform that has been going on for the past few years in the West Java Province both in terms of organization, management systems and public services, as well as reforming the management of civil servants. The consistency of the West Java Province in implementing bureaucratic reforms over the past ten years has resulted in important innovations especially in the management of civil servants.

The civil service management reform in the West Java Province aims to improve the quality of public services and the government bureaucratic system that leads to the creation of more service, clean, efficient and accountable regional governments. Civil service management reform is the foundation in order to improve the quality of public services included in the main development program of the West Java Province. Based on this agenda, the provincial government has produced dozens of innovations in the management of civil servants through various forms of policies that are consistently implemented. That is, the civil service management reform policy is not just a discourse or just finished on paper concepts but has become an effective policy implemented within the West Java Province.

Civil Servants of the West Java Province as of June 2018 totaling 38,502 people (West Java BKD, 2018). The large number of employees creates complex problems in order to create professional civil servants. These problems, for example: inconsistency in competence with the needs of organizational units, are caused by a variety of educational backgrounds and qualifications so that the competencies possessed by employees with organizational units are not appropriate.

Managing employees with tens of thousands is certainly not easy. One of the challenges faced by the provincial government is the disciplinary attitude of employees who can be an obstacle in the implementation and achievement of the provincial government's vision and mission. The issue of bureaucratic ethics, productivity, performance, and professionalism are crucial issues that must be handled by the provincial government systematically. Not to mention the external demands that must be responded to by the provincial government, such as: high public expectations of service quality, as well as the era of globalization which forced civil servants to be high-performing to build the West Java Province.

Paying attention to various challenges and problems as stated above, the Regional Civil Service Agency of the West Java Province has developed strategic programs to realize reliable and professional Civil Servants to be able to face various challenges and demands both internal and external. The strategic program is implemented through a number of policies, including: 1) planning & recruitment, 2) career management, 3) development of performance management, and 4) welfare improvement (West Java Regional Civil Service Agency, 2018).

### **Literatur Review And Research Focus**

The term "reform" is often associated with improvements or changes in form, while "administration" refers to the organization and management of government that covers all domains of state power, namely the executive, legislative and judiciary. Administrative reform itself is defined as an improvement or change in the organization and management of state government from the previous form. Administrative reform aims to strive for individuals, groups and institutions, to achieve goals more effectively, economically, and more quickly.

In the context of civil servants, in addition to the behavioral aspects, administrative reform also includes competency aspects that lead to improved performance. The root of the problem of the poor state staffing in Indonesia consists of two main principles, namely: internal problems of the state staffing system itself, external issues affecting the functioning and professionalism of state staffing (Prasojo, 2009).

Pollit & Bockaert, 2006; Hughes 2003; Denhardt & Denhardt, 2003 in Keban 2010: 15 states that bureaucratic reform is generally described as a paradigm shift as well as a change in organizational structure, management, policy, mindset and work culture of HR, which is directed to save the state budget, improve the quality of public services and encourage mechanisms more efficient and effective government work.

Administrative reform is a major change in the state bureaucratic system that aims to transform the practices, behavior, and structures of the existing bureaucracy. Public administration reform is a process to change the structure or procedures of the public bureaucracy involved with a view to increasing organizational effectiveness and achieving national development goals.

Administrative reforms are intended to improve the performance of individuals, groups and institutions in order to achieve the objectives of more effective, efficient and economic governance. Through bureaucratic reform, public services are expected to be faster, cheaper, fairer, and of a quality that can be enjoyed by the public.

## **Methods**

This study uses a qualitative approach with case study research methods. Data collection is done through in-depth interviews, document review. A number of informants were determined purposively consisting of: Head of Regional Personnel Agency, Head of Competency Development Division, Head of Career Development Division, and other informants determined by the snow ball technique.

## **Result And Discussion**

The West Java Province is one of the regional governments that is swift in responding to any policies issued by the central government in any field. This compliance is an important capital to maintain the quality of the implementation of regional government as one way for the implementation of development to be in line with the policies of the central government. One of the central policies that was responded quickly was the implementation of bureaucratic reform in the West Java Province which has been implemented since 2010. The results of West Java Province bureaucratic reforms indicate that the West Java Province Bureaucratic Reform Index is 67.63 or "B" category.

The Ministry of Administrative and Bureaucratic Reform gives appreciation to various efforts that have been made to the progress of the implementation of bureaucratic reform in the West Java Province during 2016, such as:

- A control system for issuing legislation has been established;
- Has begun the implementation of e-government as an effort to improve the efficiency of work implementation and efforts to improve public services;
- Employee acceptance has been carried out using CAT, identifying competency development needs, and enforcing disciplinary rules;
- Has established policies related to the integrity system, such as policies on controlling gratification and handling public complaints;
- Strengthening performance accountability has increased by starting to foster a culture of performance in all organizational units (Regional Development Planning Agency, West Java Province: 2016).

The West Java Regional Personnel Agency launched a program civil service reform activities to increase the management capacity of civil servant, such as: Apparatus Competency Development Program, Apparatus Welfare Improvement Program, Apparatus Infrastructure Improvement Program, and Development and Apparatus Development Program. The programs are basically to support the implementation of reforms in the management of Civil Servants. Some important issues relating to the implementation of the reform of the management of Civil Servants in the West Java Province are explained as follows:

## **Budget Issues**

In a discussion with informants from Padjadjaran University Bandung West Java, Yogi Suprayogi Sugandi said that one of the leading innovations in the West Java Province was the implementation of Online Employee Performance System. The success of Online Employee Performance System was stated by the decrease in the government apparatus expenditure budget, which previously was almost 60% of the total APBD budget for personnel expenditure. With the Online Employee Performance System honorariums are gone. Currently shopping for employees in the West Java Province has begun to be ideal, which is approximately 32%. At present there is an appeal to all cities or regencies in West Java that do not yet have the instruments to implement them because the impact is very good for the management of personnel and budget.

Through SKP Online, it is expected that the employee budget will decrease. But it turns out that this is not the case, there are interesting cases, for example in the city of Bandung, although it has its own application, the Regional Budget that is sucked in for shopping for the apparatus is still very large. This certainly needs to be evaluated by the policy, why does this happen. Currently in the West Java Province, honorariums are gone because they apply a single salary. The implication of the application of a single salary between the West Java Province and the City of Bandung is that the budget must be affected in the initial period of implementation but becomes stable if the policy is already effective. At present, Bandung City employee spending will be reduced by 35%. While the West Java Province has an employee expenditure budget of around 32% of the APBD.

Success in implementing bureaucratic reforms is inseparable from the existence of the budget, including the sharpening of civil servant reform. The absence of a budget is one of the causes of failure to implement bureaucratic reform in the context of the state and at a smaller level of government. Success in reform is determined by two things, namely the improvement of public service and budget reform.

According to the informant who is currently chairing the Center for Reform and Local Governance Studies at University of Padjajaran Bandung, actually the reform target is to the public service including the people who run it and secondly is the budget reform. West Java Province has a lot of grants, and the challenge is how to get it. The challenge is how to deliver large amounts of funds to the regions, in order to become a lever for local governments to implement reforms. The budget assistance program from the Provincial Government will greatly assist the regions in carrying out their programs and reform activities because if they rely on their own budgets, districts/cities will object.

Based on the discussion of the above sources, it can be concluded that bureaucratic reform is highly dependent on the availability of the budget which is the determining variable for the success of bureaucratic reform, including the reform of management of civil servants in particular. Why is that? Because bureaucratic reform in fact requires a large budget, which is used to compile and implement reform programs and activities in the aspects of organization, governance, staffing and other aspects. In the case of Indonesia, bureaucratic reform "requires" improvements in the income of civil servants in the form of performance allowances. This is certainly not right because the purpose of bureaucratic reform is not for that.

## **Regional Leadership Capacity**

Leaders have a very important role in the success of civil service management reform in West Java Province, the concept of past bureaucracy with the present has undergone significant changes, especially in large cities. With the direction of reformative leadership, the bureaucratic system also changes. It is undeniable that leadership is one of the dominant factors in bureaucratic reform. This is evident and evidenced from the results of interviews with sources from the West Java Regional Civil Service Agency, Dede, who stated that the leadership style played a major role in bureaucratic reform.

Talking about bureaucratic reform, of course what will be seen is the leadership. As a leader in reforming, a leader plays a vital role. Especially in an institution / organization in Indonesia today. The form of our organization is paternalistic so that those below are certainly waiting for orders and what the leadership wants above them. If the leader is fully committed to reforming the bureaucracy, certainly the direction of change will be seen.

Leadership that offers change by changing the mindset from being served to being a servant has a positive effect on bureaucratic reform. The real form of good leadership in carrying out bureaucratic reform is the emergence of policies produced. The resulting policy will try to achieve effective and efficient value in providing public services. Leadership must accommodate changes in a systematic and comprehensive manner so as to create better service. Discussions with informant stated that one of the important agendas in bureaucratic reform was a change in the structure and use of Information Technology in service delivery. A reliable leader must be able to build networks both internally and externally. Being able to lead organizations face challenges and the future through adaptation to environmental changes that occur.

The success of reforms, especially the management of civil servants, is inseparable from external support, one of which is from the legislature. Likewise the success of bureaucratic reform in the West Java Province. The Regional People's Legislative Assembly as an institution that has the authority to formulate policies contributes to the issuance of Regional Regulations on Bureaucratic Reform in 2012. The existence of the regional regulation is very strategic in order to realize the effectiveness of implementing regional government in the West Java Province. Relations between the legislature and the executive in carrying out bureaucratic reform in the West Java Province are very good. Unlike in other regions, there is often a turbulent relationship between the executive and the legislature. West Java Province is different, legislative support in bureaucratic reform is realized in the birth of the regional regulation on bureaucratic reform.

## **The Reform Impact**

The insignificant impact between the success of bureaucratic reform in West Java and the increase in the Human Development Index (HDI) is an interesting issue. In order to improve the HDI in West Java Province. The Governor of West Java builds good cooperation with the external and with the District / City Regional Organization. One of the collaborations carried out by the Governor of West Java with Padjajaran University was through the Asupjabar program. This program is directed to open campuses in disadvantaged areas, for example Padjajaran University opens campuses in Pangandaran, Bandung Institute of Technology in Indramayu. In addition, there is another program called Regional Cooperation Program under the Ministry of Research, Technology and Higher Education.

Many theories agree to state that, leader factors play a vital role in the successful implementation of bureaucratic reform. By a number of speakers the role of the West Java governor in the successful implementation of bureaucratic reform was felt. The commitment of the Governor of West Java Province, Ahmad Heryawan is very high to bring changes in the management of Civil Servants. This is evidenced by a number of achievements achieved by the Government of West Java Province in creating innovation in the management of Civil Servants.

## **Conclusion**

The West Java Province has implemented bureaucratic reform specifically in the aspects of civil servant management with various innovations carried out. The West Java Provinceneeds to develop programs and activities to reform Civil Servants management that lead to improvements in performance, competence, and professionalism to face a disruptive and challenging era of globalization. Current Civil Service management reforms need to be encouraged not in the context of administrative reforms but reforms that are able to provide added value to the performance and achievement of organizational targets. The profile of high-performing, competent and professional civil servants is the most appropriate figure to face the challenges of the increasingly challenging government bureaucracy. These programs and activities include: a) implementation of the merit system on all aspects of the management of civil servants, b) realizing the welfare of civil servants through the provision of incentives and awards, c) upholding discipline and ethics as one of the pillars of creating high-performing civil servants who are competent, high integrity, and professional, d) improving and completing the infrastructure for reforming the management of civil servants that are already ineffective, not available, either in the form of physical facilities, policy systems, special units that oversee reform, development of information technology systems, political support, budgets, and others to improve the effectiveness civil servants management reform in West Java Province.

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