Implementation of Good Governance Principles in Improving Public Services : A Case Study of the Ministry of Education and Culture

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ABSTRACT: Good governance in Indonesia has started to be implemented since the outbreak of the reform era. Good Governance is one of the reform tools that is absolutely applied in a new government. However, if you look at the development of reforms that have been going on for quite a long time, the implementation of good governance in Indonesia cannot be said to be fully successful in accordance with the aspirations of the previous reforms. The occurrence of a national crisis and various problems in Indonesia were partly caused by weaknesses in government management, especially the bureaucracy which did not heed the principles of good governance. As a result, various problems arise, such as the deteriorating quality of service to the community. This is a qualitative research with a case study approach. Data collection was carried out using semi-structured interviews with 20 applicants who are managers of training institutions and community learning centers (CLC). The results of this study indicate that the implementation of good governance in the Ministry of Education and Culture still has to be improved and this will affect the public services they apply, particularly in 4 aspects namely participation, transparency, responsiveness and equity.

Keywords: Good governance, public service, training institutions, community learning center

INTRODUCTION

Currently, there are increasing demands from the public for the implementation of good governance and clean government in government agencies (Mansoor, 2021; Nuesiri, 2022; Omri & Ben Mabrouk, 2020). The community's demand for the creation of a good national and state life order with a good and clean government system is constantly being echoed (Cárcaba et al., 2022; Fareed et al., 2022; Poppelwell & Overton, 2022). The characteristics of state administration based on the principles of good governance include participation, rule of law,

transparency, responsiveness, consensus orientation, fairness, effectiveness and efficiency, accountability, strategic vision and linkages (Asatryan et al., 2017; Mardiasmo, 2006; Prahono & Elidjen, 2015).

The hope of all citizens is how the state can be present in realizing the aspirations of the people and realizing a good, clean and accountable government which is the ideal of the nation (Morozumi & Veiga, 2016). Therefore, a measurable, clear and legitimate accountability system must be developed in order to achieve development that is efficient, effective, clean and responsible and free from corruption, collusion and corruption and nepotism (Osuoka, 2020). The implementation of democratic state policies must be based on the principles of 'good governance' (Wu et al., 2016). To form a civil society, good, clean, democratic and effective governance is needed. Good governance cannot be separated from the three pillars, namely the government, the private sector and the community (Bakker et al., 2018). Therefore, to create good governance, it is necessary to implement an appropriate, clear and legal accountability system so that governance can be efficient, effective, clean and accountable, and free from corruption, collusion, and nepotism (Castro & Lopes, 2022; Magtulis & Poquiz, 2017).

Although various efforts have been made to realize a 'clean government', there are still many problems that hinder the realization of a clean government such as cases of corruption, extortion, extortion, nepotism and abuse of power (Masters & Graycar, 2016). One of the efforts to eradicate the problem of corruption in Indonesia, currently the Corruption Eradication Commission has been formed, however, this does not guarantee that corruption is not rampant in government institutions (Sosiawan, 2019; Yuwanto, 2018). It has often happened that those who work in law enforcement agencies are actually involved in dirty activities and even leaders in both central and regional institutions who have been entrusted with developing and advancing their regions instead divert existing funds (Fittra, 2020). Extortion practices and extortion are still often carried out in public service offices (Garcia-Murillo, 2013).

One government agency that is still in the spotlight of many parties related to its public services is the Ministry of Education and Culture. In addition to public services that are still not able to provide satisfaction to the community, collusion, corruption and nepotism practices are still a culture in agencies whose one of their duties is to build and oversee the education sector in Indonesia (Putri et al., 2022; Rijanto, 2007).

In providing public services, the way the service is received by the community often undermines their dignity as citizens. Society is placed as a client who needs the help of bureaucratic officials, so they must comply with the provisions of the bureaucracy and the wishes of its officials (Aguado, 2017). This happens because the culture that has developed in the bureaucracy so far is not a culture of service, but rather a culture of power (Turner et al., 2022). There are also many people who serve in government agencies who do not understand that their job is to serve the community, not to be served, including officials (Obolonskii & Barabashev, 2014). There have been many public officials who do not have the capacity to solve problems in their agencies or in their regions so that they make many identification errors that affect their decision making (Dunn, 2018).

The Ministry of Education and Culture as the agency in charge of the education sector in Indonesia still receives many complaints from the public, especially regarding grants for course institutions and the Community Learning Center (CLC). Community complaints are still about the withholding of funds received, cases of nepotism or the close relationship between the

owner of an educational institution and staff or officials at the ministry. To overcome this problem, it is necessary to make efforts to improve the quality of sustainable public service delivery in order to create excellent public service, because public service is the main function of the government which must be provided and possibly by public officials. One effort that can be done is to apply the principles of good governance which are expected to provide excellent service to the community (Chng et al., 2021; O'Shea et al., 2022; Zuniga-Garcia et al., 2022).

Based on the problems above, this study aims to answer the question of how public services are carried out at the Ministry of Education and Culture, at the Directorate of Community Education, especially in grant-making activities for course educational institutions and Community Learning Centers (CLC) and what are the main factors causing poor public services so that they do not reflect good governance and what solutions must be taken so that the goals of good governance can be achieved (Pamungkas et al., 2018). The results of this study will contribute to improvements in government institutions and policy makers to make improvements in their internal institutions.

LITERATURE REVIEW

Definition of Good Governance
In good institutional governance, there are five principles that must be considered, namely transparency, accountability, responsibility, independence, and equality/fairness. What is meant by transparency is the disclosure of information in the decision-making process, and efforts to avoid conflicts of interest with various parties (Daniri, 2014). Meanwhile, accountability is more directed to the clarity of functions, structures, systems and accountability of institutional organs so that institutional management can be carried out properly (Adinegara & Sukamulya, 2021). Responsibility is the compliance of institutional management with sound corporate principles in accordance with applicable laws and regulations. Independence, namely a condition in which the institution is managed professionally without conflict of interest and influence or pressure from any party that is not in accordance with applicable laws and regulations and healthy corporate principles, and equality can be interpreted as fair and equal treatment in fulfilling the rights of stakeholders that arise based on agreements and applicable laws and regulations (Ditta & Setiawan, 2019; Saptono & Purwanto, 2022).

What is meant by a pattern of governance is an internal arrangement aimed at making public service institutions more efficient, effective and productive as stated in Regulation of the Minister of Finance no. 7 of 2006 and Permendagri No. 61 of 2007. This governance pattern regulates organization, management, accountability and transparency (Kusnadi, 2017; Syaifanur & Saleh, 2022). To realize good governance, all institutions, both government and non-government, must be involved. Therefore every public official must understand how the good governance orientation is implemented, namely: (a) Ideal Orientation where this orientation is based on the democratization of state life where the constituents understand the importance of the elements: legitimacy, accountability, safeguarding human rights, autonomy and devolution of power, as well as civil control guarantees, (b) The orientation of a government that functions ideally, namely effective and efficient in efforts to achieve national goals. This orientation depends on the extent to which the government has competence and the extent to which political and administrative structures and mechanisms function effectively and efficiently.

Good governance as the implementation of development management that is solid and responsible and in line with the principles of democracy and efficient markets, avoidance of

misallocation of investment funds, and prevention of corruption, both politically and administratively, implementing budgetary discipline and creating a legal and political framework for the growth of business activity (World Bank, 2009). Good governance can regulate relationships, functions and interests of various parties in public services and business is called 'good governance' (Kaufmann & Kraay, 2014).

The characteristics of good governance (Saito, 2021), namely:

1. Participation, which means that there must be equal opportunities for all people to express their opinions.
2. Rule of law, which means that justice in law must be upheld without discrimination.
3. Transparency, which means there must be openness in freedom of information.
4. Responsiveness, which means that there must be a clear understanding for each institution or institution where one of its duties is to serve stakeholders.
5. Consensus orientation, which means that there must be a mediation process to arrive at a general consensus based on group interest, and wherever possible based on policies and procedures.
6. Equality, which means that equal opportunities must be given to every individual in order to obtain prosperity in his life.
7. Effectiveness and efficiency, which means that existing resources must be utilized as well as possible by existing processes and institutions.
8. Accountability, which means that every decision taken by decision makers must be accountable to the public.
9. People must have broad insights in order to understand the importance of human development which is always related to historical background and cultural diversity.

Figure 1
Characteristics of good governance
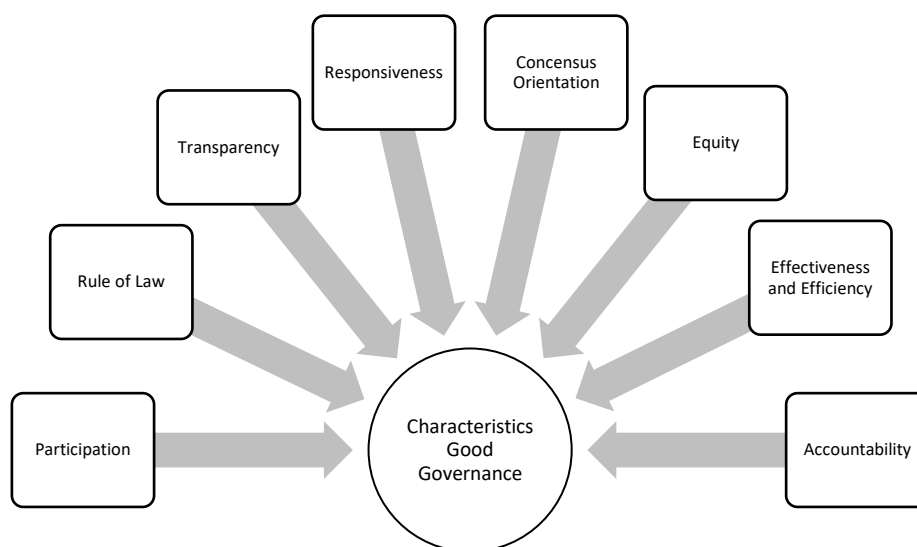
Characteristics of Good Governance by UNDP (Keban, 2014)

Definition of Public Services
Service according to him is in accordance with the life cycle theory of leadership that at the beginning of human life (infants) physical services are very high, but as humans get older the

services needed will decrease. The quality of public services is the result of the interaction of various aspects, service systems, human resources service providers, strategy, and customers (Zemke & Schaap, 1990). Meanwhile, The quality of public services in the government one of which depends on its constituent components, namely complexity, formalization, and centralization. This is where formal coordination mechanisms and patterns of interaction within an organization are formed. The quality of service depends on aspects such as the pattern of implementation, human resource support, and institutional management.

Quality public services have always been the hope of the community, although what is often obtained is not in accordance with their demands and expectations. This is because the quality of public services is currently tinged with complex and tiring problems. Society is often positioned as a party that must serve and not be served. Service is an activity that gives satisfaction to a person or group even though the result is not physically tied to a product (Kotler & Keller, 2016).

In Kepmenpan No. 63/KEP/M.PAN/7/2003, public service is defined as all service activities carried out as an effort to fulfill the needs of service recipients and implementation of statutory provisions. Thus, public service is the fulfillment of the desires and needs of society by state administrators. In Law Number 25 of 2009 concerning Public Services it is stated that the definition of public service is an activity or series of activities in the context of fulfilling service needs in accordance with statutory regulations for every citizen and resident for goods, services, and/or administrative services provided by public service providers. Service quality is highly dependent on aspects such as how the pattern is implemented, human resource support, and management institutions.

Public service can be interpreted as providing services for the needs of people or communities who have an interest in the organization in accordance with the basic rules and procedures that have been determined . At this time, it can be seen that the development of our society is very dynamic. This can be seen from the community life that has improved, which also shows empowerment in the community.

Elements in public service are: (1) Reliability, (2) Responsiveness, (3) Confidence, (4) Empathy and (5) Tangible (Parasuraman et al., 1988, 1991). Reliability is a person's ability to provide services accurately and reliably. Responsiveness is a person's ability to provide services quickly and quickly. Confidence, namely how an officer can provide services with knowledge and courtesy so as to generate trust and confidence or "assurance". Empathy is the ability of officers to pay attention to customers. The last element is Tangible which means the physical appearance of an object, physical facilities, available equipment, personnel, and communication media.

METHOD

This is a qualitative research with a case study approach. The case study method allows the researcher to remain holistic and significant. Research methods are methods used by researchers in collecting research data (Arikunto, 2013). This research uses a case study design because this design is a more suitable strategy when the subject matter of a research question is about how or why, when the researcher has little opportunity to control the events to be investigated, and when the focus of the research is on contemporary phenomena in a real-life context (Yin, 2012).

Case studies occur when researchers explore a single entity or phenomenon (the case) which is limited by time, activities and data collection during that time (Creswell, 2017; Creswell & Creswell, 2018). The implementation of data collection has six sources, namely: documents, archival records, interviews, direct observation, participant observation, and physical devices. The case study research process are: (1). Defining and designing research. Researchers conduct studies on the development of theories or concepts to determine cases and design data collection protocols. (b). Preparing, collecting, and analyzing data. The researcher prepared, collected, and analyzed data based on a pre-designed research protocol. (c). Analyzing and concluding. In a single case, the research results are used to check back on the concepts or theories that have been built in the first stage of the research (Miles & Huberman, 1994; Yin, 2012).

The data collected in this case study are interviews and documentation. The selected interview is a semi-structured interview. This type of interview is more free compared to structured interviews. The purpose of this interview is to find problems more openly, where the parties invited to the interview are asked for their opinions and ideas (Sugiyono, 2019). Meanwhile, document review documentation is a means of assisting researchers in collecting data or information by reading letters, announcements, meeting summaries, written statements of certain policies and other written materials. In this study, the documentation read by researchers included archives of grants for non-formal educational institutions, expert contracts, employee data and educational background and work experience.

In qualitative research, the informants interviewed were determined based on purposive sampling. Purposive sampling is a sampling technique for data sources with certain considerations, for example the person is considered to know best about what we expect. In this study, researchers interviewed 20 informants, namely 10 people who had applied for grants for CLC, 10 people who had applied for grants for course institutions. This is intended to obtain data and information related to the implementation of public services that are implemented and to find out how good governance is implemented in the Ministry of Education and Culture.

RESULTS AND DISCUSSION

Of the 9 aspects of good governance based on UNDP statements researchers focused on 4 aspects (Keban, 2014), namely: participation, transparency, responsiveness, and equity. The informants interviewed were managers of course institutions and learning centers for the community whose grant proposals had passed verification and were invited to Jakarta to attend the coordination and proposal refinement event. The results of the interviews are summarized in the table below.

Table 1
Results of interviews with CLC Managers and Training Providers

No	Aspect	Training Providers & CLC Managers
1.	Participation	a) Community participation that is given the opportunity to get grant is often uneven (accumulated in certain provinces)
		b) Many areas, especially Eastern of Indonesia, still do not receive grants.
		c) Grants are often given to the same institution for more than 3 consecutive years.
		d) Grants are given to CLCs that have been well known by the local

		community
		e) Grants are awarded to owners who have close relationship with officials at the head office.
2.	Transparency	There are certain things that are not transparent, such as:
		a) Participants who are given grants should not have family relations with officials or officers at the institution, but they still do.
		b) There are many applicants who surreptitiously ask for help from officials who are already known to make their proposals and after the grant funds go down they give some money.
		c) After the funds were disbursed, officers contacted the managers of the course institution and CLC's who were successful in proposal review and have received the grant to ask for some money.
3.	Responsiveness	The officers who serve are less helpful to new applicants.
		a) Officers do not provide responsive service to applicants who come to ask for information, especially applicants who are elderly and have disabilities.
		b) Officers seem to only want to communicate and help applicants they know.
4.	Equity	There are still discriminatory actions from officers.
		a) Discriminatory acts, especially towards applicants whose education is classified as 'low' and do not understand proposal writing techniques.
		b) Officers seem to help more applicants who are known and have received grants several times.
		c) Officers are more helpful in improving the proposals of applicants who have been well-known as educational institutions in their town.

From the results of interviews with the owners of course institutions and CLC's who have previously applied for grants for their institutions, it was found that community participation has not been evenly distributed. This is not because the community is not interested in submitting proposals, but rather because the information is very limited, and also the inability of the community to make proposals.

"I have run this CLC for more than 7 years, and I have applied for grants more than 3 times to the Ministry of Education and Culture. But I was never called, maybe because of my limitations in writing proposals. I just graduated from high school, I don't know how to write a good proposal. Unfortunately, so far there has never been any training or information on how to write a good proposal. Besides that, I also don't know any officers or officials at the head office." (AR- CLC Manager in Manokwari-West Papua)

"My friend has received grants 3 times in 3 consecutive year and the location is also in an urban area. Grant funds should be distributed more evenly to those whose institutions are located in rural areas and have never received assistance at all." (TU-Owner of Training Course in Kupang-NTT)

This is not in line with the statement of (Mohammad, 2003) in (Akbar, 2015) which states that quality service is highly dependent on aspects such as how the pattern is implemented, human resource support, and managing institutions. From a transparency point of view, it turns out that until now there are still aspects that are not transparent in the procedure for submitting grant proposals.

> "In fact until now the practice of nepotism is still strong in government institutions. Even though the information regarding the requirements for applying for grants stated that participants who were given grants could not have family relations with officials or officers in the institution, this was still common. Even the officers at the head office themselves made the proposal." (EF- Manager of a handicraft a Training Institute in Manado-North Sulawesi)

> "I have submitted grant proposals 3 times to the Ministry of Education and Culture, and only passed once, and even then after my friend, who has often received assistance, suggested that an officer at the head office make my proposal and after the funds were disbursed, I could give some money to him." (GU- Manager of a Sewing Course in Pontianak-West Kalimantan)

This is not in line with the general principles of good governance that apply universally. In Indonesia, with the enactment of Law Number 28 of 1999 concerning State Administrators who are clean and free from Corruption, collusion and nepotism. The general principles of state administration are formally binding on state administrators to carry out their duties and functions (Jafar, 2019)

In terms of responsiveness, serving officers are still far from being responsive. They seemed uncommunicative and even unhelpful, especially to the people who came to ask for more detailed information regarding the procedure for submitting grant proposals.

> "It seems as if the officers here have never received any training related to service, even though they work in institutions related to the world of education. The officers were unresponsive and unfriendly to people who came to ask for information regarding the proposal I submitted, especially people with disabilities like me." (AT-Manager of Training Institution in Payakumbuh-West Sumatra)

> "The officers seem to only want to communicate and be friendly to people they already know. I see that there are many course and CLC institution owners who come to the head office, and they look familiar. It turns out that they have indeed received grants several times." (EN - Manager of CLC in Madiun-East Java)

From the answers of the informants it is known that officers who are the human resources of an institution have not been able to carry out their duties and obligations in providing services to the community. In fact, the quality of human resources greatly determines the quality of service of an organization, the quality of service depends on aspects such as the pattern of implementation, human resource support, and institutional management.

Meanwhile, from an equity point of view, there are still officers who discriminate, especially to applicants who have low education and do not understand proposal writing techniques.

> "Even though my education is low, I only graduated from high school, but I have been helping people in my area for more than 10 years in the world of education. I help those who are illiterate to become proficient at reading books and news. But it's a shame I haven't received any funding to develop my CLC, even though I apply every year. When I came to Jakarta, I still saw the officers' discriminatory actions, especially towards applicants with low education like me. They didn't want to provide detailed information and directions regarding proposal writing, and asked me to read the instructions on the website. Even though I am an old person who does not understand technology, it is their duty to help." (OP - Manager of Training Institution in Gowa, South Sulawesi)

" It turns out that I just found out that the people who submit proposals for funding assistance are not only those from the lower middle class or those who have businesses only from educational institutions, but many of them are already members of the people's representative council, or celebrities. famous, but they also received financial assistance while I, who was really struggling in the world of education and whose condition still needed assistance to improve facilities and infrastructure, was never able to. The officers also help more applicants who have large and well-known educational institutions in their area." (AT- Manager of CLC in Banjarmasin, South Kalimantan)

CONCLUSION

The results of this study indicate that the implementation of good governance in the Ministry of Education and Culture has not fully gone well. This will affect the public services they apply. In this case, there are still many aspects that the community managing training institutions and Community Learning Centers complain about, especially in terms of 4 aspects, namely participation, transparency, responsiveness and equity. Community participation in receiving aid funds is still uneven, and is still focused on certain provinces and there are still many areas in eastern Indonesia that have not had the opportunity to receive grants for non-formal education. In terms of transparency, there are still many applicants who submit proposals from families of officials or officers at the head office which should not be allowed. Actions that were not transparent were also carried out related to the behavior of officers who secretly offered to help make proposals to applicants and after the grant funds were disbursed, these officers asked them to send some money. The results of this study also show that officers do not provide responsive service to applicants who come to ask for information, especially applicants who are elderly and have disabilities. In addition, discriminatory acts still occur in terms of providing services to applicants. Officers seem to provide more assistance to applicants who are familiar and have received assistance several times, while applicants who are submitting a proposal for the first time are not served optimally and do not provide detailed information. Therefore, to improve the public service, the institution needs to improve the quality of human resources so that they can implement good governance. The limitation of this research is that it did not discuss in detail about the approaprite training or strategy to improve the quality of the officials. Therefore, for further research, the researcher suggests to carry out a research related to training that can improve the good governance for a government institution.

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