

The Grand Model of Bureaucratic Reform in Strengthening Government Innovation: A Review of North Maluku Province, Indonesia

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Abstract: In order to promote government innovation, this article outlines the overall goal of bureaucratic reform in Indonesia as well as how it is being implemented in North Moluccas Province. An exploratory qualitative methodology is used in this article's data analysis, which is complemented by theoretical evaluations of many sources on public administration innovation trends, public service innovation, and government innovation strategies. According to the theoretical review analysis, it indicates how a notion has changed from the most recent trend to the previous trend. This study must be done in order to comprehend the paradigm change in Indonesian economic innovation from conventional models to digital-based innovation. It is crucial to do this study to learn more about Indonesia's regional innovation's paradigm change from traditional models to bureaucratic innovation based on digital technologies. How come? By focusing this research in North Moluccas, it needs a new innovation in island-based administration since its topography comprises of isolated islands that are challenging to link in the public service network. The internal dynamics of Indonesia's Grand Design Bureaucracy from 2010 to 2014, 2015 to 2019, and 2020 to 2024 are related to this change in the trend. A number of conclusions are drawn from the discussion of this article, including the need that the North Maluku Provincial Government compare its accomplishments to those of other regional innovation indexes. By empowering state employees to carry out the digital transformation of public administration and services, North Maluku Province may accomplish public service innovation. The future of civilization, collective intelligence, and creative public service methods will be impacted by these autonomous data-based decision-making processes.

Keywords: Bureaucratic Reform, Public Services, Decision-Making, Collective Intelligence, Innovative Government

1. Introduction

This topic focuses on The Grand Design of Bureaucratic Reform in Strengthening Government Innovation in North Maluku. This article will discuss some research data on public service innovation and describe various research results and new findings of the bureaucratic reform model. This article seeks to identify the best model for creating a grand bureaucratic design. Of course, some of the most recent data sources on North Maluku are unexpected. For example, considering ASN is the highest formation in carrying out corruption practices in Indonesia, the North

Maluku government's poor transparency index in presenting public information is in the lowest position at 33 out of 35, only 63.19 % (medium) of the Indonesian national average of 71.38 %, and the highest index is worth 83.15 %.

There are numerous ways to express ideas about government innovation. First, some research findings on various models of government innovation are presented. 2022, Kassen, Blockchain and E-Government Innovation: Automation of Public Information Processes Accelerating government-led innovation: A case study of US federal government innovation and technology acceleration organizations [1]. The other expert shows that an Analysis of

the South Korean Digital Governance Transition: Focus on Presidential Leadership for Government Innovation [2]. And on the Impact of Government Innovation Investment on the Development of the Computer Industry [3]; concerning the impact of knowledge Management and Collaboration on District/City Local Government Innovations in South Sulawesi Province. Monitoring Mechanisms Promoting the Effect of Government Innovation Support Incentives on Agricultural RD Inputs [4]; Knowledge Vacuum: The Dynamics of Organizational Learning about how e-government innovations fail [5].

Other findings include on government innovation policy and higher education in Shenzhen, China [6]; on local government innovation in the energy sector: a study of key actors' strategies and arguments [7]; and on government innovation policy and higher education in Shenzhen [8], China on fiscal decentralization, preference for government innovation, and municipal innovation in China [9]; (Shin, 2020) on Uzbekistan's Digital Transformation Through e-Government Innovation [10]; and on Ethiopia's Designing for Digital Government Innovation in Resource-Limited Countries [11]; Studies the relationship between government innovation funding and corporate value creation [12]; on the Mini track on digital government innovation: Social and service innovation in the digital age [13]; Do Monitoring Mechanisms Promote the Effects of Government Innovation Support Incentives on R & D Inputs for Agricultural Enterprises? [14]; on the Effects of Public Service Experiences on Adoption of Digital Government Innovations in Ethiopia [15]; on Government Innovation 4.0: Egypt's Digital Transformation Roadmap [16]; Towards a Digital and Industrial World X.0, as well as on sharing economic pathways to government innovation [17].

The second section discusses the findings of previous research on public service innovation [18], describes the typology of public service innovations derived from the classification of public service innovations, the majority of which originate in the private sector and are internal, ignoring public values and collaborative nature. Chen's PSI (Public Service Innovation) typology for defining and categorizing innovation in public service organizations has two dimensions: the "innovation focus" (the three public value creation processes of strategy, capacity, and operation) and the "innovation locus" (internal and external). This investigation yielded six types of innovation: mission, policy, management, partner, service, and citizen.

Several research findings and publications on public service innovations have been published, including on the value of processes and life cycles in networks for public service innovation [19]; Public Service Innovation and in Public Child Care [20]; Public service innovation network for social innovation in Europe [21]; and, Engaging citizens in insights into the digital public service innovation ecosystem from the Netherlands and Italy [22]. The link between strategy as practice and innovation and public service delivery in Kuwait [23]; The Evolution of Trend-Based Public Service Innovations to Increase Social Participation in Waste

Classification [24]; Public Sector Innovation and Competition for Public Service Innovation in Indonesia [25]. promotes public service innovation by creating shared value: capacity building and 'innovative imagination' [26]; Innovation at Risk. Understanding public service risk and innovation: Evidence from a four-country study [27]; on Public service innovation networks (PSIN): Instruments for collaborative innovation and shared value creation in public services [28]; The landscape of public service innovation in Indonesia: A comprehensive analysis of its characteristics and trends [29]; on Leading for collaborative public service innovation [30]; and, innovation in public services [31]. Some debates: Learning Failure? Employee resistance to user ideas in public service innovation: the impact of new public management [32].

2. Understanding the New Environment and Governance Changes in Developed Countries

2.1. The New Governance Models

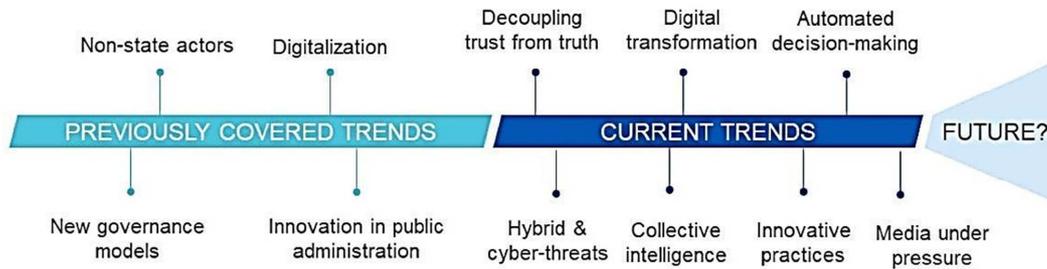
Forward-looking "New Governance Models" necessitate several indicators. The first is that collective action can assist policymakers in redesigning the way they work to make better decisions and avoid policy mistakes. Second, the collective process is not automatic; it necessitates proper design, training, and skill development. Third, better information about citizens' emotions and increased emotional literacy can help policymakers make better decisions. Fourth, public institutions can more systematically incorporate various elements of citizen involvement into the policy process. Citizen engagement and informed public deliberation can help policymakers in a variety of ways and modes, as well as better understand what citizens think. Fifth, citizen engagement exercises can collaboratively create and develop solutions rather than simply reacting and providing opinions. Sixth, new governance mechanisms and bottom-up participatory approaches to policymaking can promote deliberative processes. Seventh, future literacy can assist policymakers in recognizing uncertainty and complexity and developing anticipatory thinking. Eighth, public services must be modular and adaptable to changing circumstances. Citizens can participate with the help of technology. On the ninth, rebuilding trust between citizens and government can help consolidate representative democracy; on the tenth, organizations and individuals who act as knowledge intermediaries can help build trust in science and government and knowledge communities around policy issues. On the eleventh, organizations and individuals who act as knowledge intermediaries can help build trust in science and government and the knowledge that policymakers and scientists can collaborate and co-create from the beginning [33].

2.2. Understanding the Digital Transformation Trend of Public Administration and Service

Is digital transformation an old issue or a previous

administration and public services trend? The point is that technology provides innovative opportunities for the public sector [34]. By simplifying procedures and contributing to open government, technology can increase interaction between the government and citizens [35]. There is already a culture of digital transformation in government in North Maluku, but it does not apply to all public administration

service sectors, and not all mobility across regional borders occurs [36]. What the Provincial Government can do to encourage more digital interaction. Governments around the world have become more sophisticated in their use of many digital tools in policymaking because they must adapt to the dynamics of information that is increasingly digital and driven by data and more informed citizens [37].



Source: Data Processed from https://knowledge4policy.ec.europa.eu/node/10984_fr

Figure 1. Timeline of Public Administration Innovation Trends Amid Recent Value Changes.

2.3. Update Trend

Seven recent value changes indicate the direction of values and needs driven by forces and manifest in particular social groups (https://knowledge4policy.ec.europa.eu/node/10984_fr#trends) as follows:

First, distinguish between trust and truth (decoupling trust from the truth). The relativization of truth and facts characterizes post-truth politics. Emotional appeals and personal beliefs have a more significant impact than objective facts. Politics has thus become divorced from policy.

Second, public administration and services are digitally transformed (Digital transformation of public administration and services). Technology creates new opportunities for the public sector. It can improve the interaction between the government and citizens by simplifying procedures and promoting open government. Government digital transformation entails further modernizing public administration, seamless cross-border mobility, and improved digital interaction. Governments all over the world are increasingly relying on digital tools.

Third is the impact of automatic decision-making on society. The proliferation of digital technology is increasing the use of automated decision-making (ADM) (as well as all other impacts). ADM is a process in which decisions are made automatically and without the involvement of humans. The fact that ADM is built on fairness, accountability, transparency, and ethical bias is significant. As a result, this system affects human rights.

Fourth, foreign actors' hybrids and cyber-threats (hybrid and cyber-threats by foreign actors) Because of digital technology and *hyperconnectivity*, the hybrid threat, i.e., combined methods of warfare (open and covert), has increased in speed, scale, and intensity. The overarching goal of employing such methods is to undermine public trust in democratic institutions, undermine core societal values, gain geopolitical influence, and weaken the decision-making

capacities of specific countries.

Fifth, there is collective intelligence (Collective intelligence). There is a growing need for policymakers to use collective intelligence to address broad community consensus issues. *Collective intelligence* is how diverse individuals gather and share their knowledge, data, and skills to solve social problems. The call for a more participatory democracy includes citizens from developing countries worldwide. While technology can help with this process, offline citizen engagement is not dead.

Sixth, novel practices. There is an increasing need to develop new methods, structures, and capacities to anticipate extreme events, effect socio-technical change, and make more desirable future visions actionable. Essentially, rethinking how to conduct public policy and provide value.

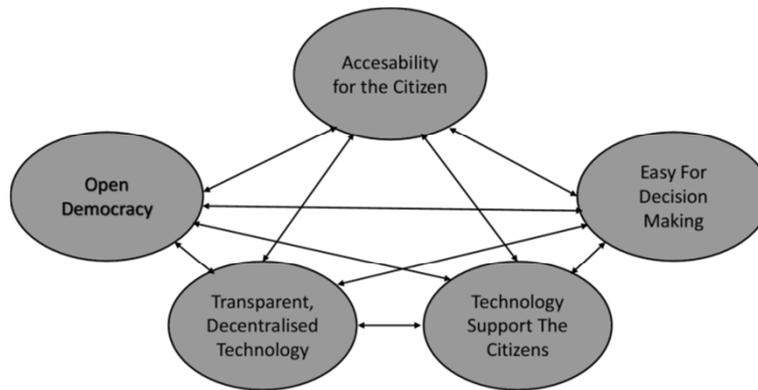
Seventh, the media is under pressure. Due to some constraints, economic models and digital technology drive the news industry. The roles of traditional media and journalism are changing, with more pressure on journalists to produce news quickly and focus on soft news (entertainment/infotainment) rather than hard news (political affairs), leaving little room for investigative journalism. The 24-hour news cycle necessitates journalists to search for information quickly, sometimes without verification and fact-checking. Digital platforms add to the pressure by removing the traditional source of revenue, advertising. There is an increasing need for democratic governments to support high-quality media production [38].

The future government should ideally investigate the relationship between social contracts that community service users indeed require, prioritize what elements are required by the people of North Maluku, and strengthen the value of bureaucratic services in improving community services. Based on the trend of changing values, the government must consider how a new governance model can be developed to anticipate and prepare for future and community needs [39].

First, accessibility enables people to practice open democracy, reap the benefits of government transparency and

the use of decentralized service technology, and do so because this is supported by information technology with accurate data to facilitate access and decision-making. Second, make the decision-making process more manageable

[38]. This point can only be reached if open democracy, transparency, and the decentralization of technology that supports society are realized [40].



Source: Data Processed from Various Sources.

Figure 2. The Relationship between Government, Democracy and Society.

3. Findings and Discussions

3.1. Bureaucratic Reform Area

There are eight areas of change in bureaucratic reform, which are as follows: 1) apparatus mentality: creating a positive work environment for a bureaucracy that serves, is clean, and accountable; 2) Organization: proper function and organization size; Management: systems, processes, and work procedures that are clear, effective, efficient,

measurable, and adhere to sound governance principles. Laws and regulations: more orderly, non-overlapping, and conducive regulations; 5. Human resources apparatus: HR apparatus with integrity, neutrality, competence, capability, professionalism, high performance, and prosperity; 6). Oversight: extending KKN-free government administration; Increased capacity and accountability for bureaucratic performance; 8). Public service: providing excellent service following the community's needs and expectations [41].

Table 1. Bureaucratic Reform Road Map.

2014 – 2014 Periods	2015-2019 Periods	2020-2024 Periods
Change management	Mental Apparatus	Change management
Structuring Legislation	Supervision	Policy Deregulation
Structuring And Strengthening Organization	Accountability	Organizational Arrangement
Management Arrangement	Institutional	Management Arrangement
Structuring the Apparatus HR Management System	Governance	HR Apparatus Arrangement
Supervision Strengthening	HR Apparatus	Strengthening Accountability
Strengthening Performance Accountability	Laws and regulations	Supervision Strengthening
Improving the Quality of Public Services	Public service	Improving the Quality of Public Services
Monitoring, Evaluation and Reporting		

3.2. Bureaucratic Reform Grand Design

The Grand Design for Bureaucratic Reform aims to provide policy directions for national bureaucratic reform implementation between 2010 and 2025 so that bureaucratic reform in Ministries or Institutions and Local Governments can run effectively, efficiently, measurably, consistently, integrated, institutionally, and sustainably. The vision of national development; policy directions for bureaucratic reform; and the vision, mission, goals, and targets of bureaucratic reform are all policies for implementing bureaucratic reform. While the vision of bureaucratic reform is "World Class Government Realization." This vision envisions a world-class government, namely a professional

and high-integrity government capable of providing excellent community service and democratic government management capable of meeting the challenges of the twenty-first century through good governance by 2025 [41].

Realizing the Bureaucratic Reform Vision necessitates a mindset that aims to perfect national policies in the field of apparatus and encourages the creation of the main tasks and functions of Ministries/Agencies and Local Governments; effective government management and human resource management; as well as a system of supervision and accountability capable of realizing good governance high moral character. Implementing these matters is expected to encourage changes in each bureaucrat's mindset and cultural set toward a more professional, productive, and accountable culture. If this is achieved, it will have an impact on decreasing

KKN practice, improving budget execution, increasing the benefits of development programs for the community, the quality of policy management and public services, apparatus productivity, employee welfare, and whether the entire community feels the results of development [42].

The goal of bureaucratic reform is to achieve a clean and free government free of corruption, collusion, and nepotism, improve the quality of public services to the community, and increase the capacity and accountability of bureaucratic performance. If these three objectives of bureaucratic reform are met, then innovation can be implemented, and vice versa. There is no room for government innovation if the three targets are not met. The following step is Innovative Bureaucratic Reform, which provides a broad range of motion for Ministries/Agencies and Local Governments to innovate in governance, and exchange knowledge and best practices to produce better performance for the regions and regions. Government performance will improve with a solid overall motivation, both at the national and regional levels. Motivation will emerge if each program/activity implemented produces better outputs, value-added, outcomes, and benefits year after year, accompanied by a reward and punishment system. (punishment) that is applied consistently and continuously [43].

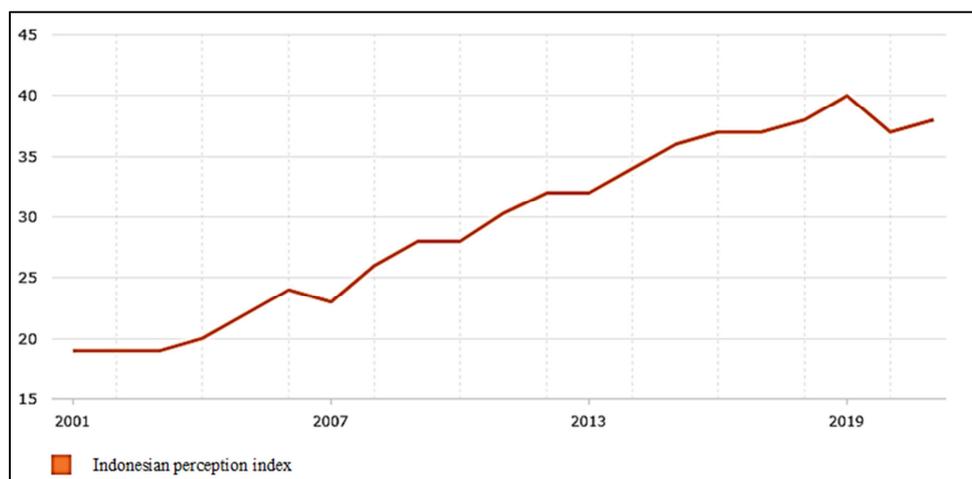
In comparison, bureaucratic reform in 2019 was aimed at achieving the quality of sound, clean, and free governance, free of corruption, collusion, and nepotism. Furthermore, it is hoped that public services can be realized following community expectations and Indonesian nation expectations that are more advanced and capable of competing in increasingly stringent global dynamics. The capacity and accountability of

bureaucratic performance are improving; the apparatus's human resources are more professional, and a mindset and culture-set reflect higher integrity and performance [44].

3.3. Barriers to Bureaucratic Reform in North Maluku

As a result, the achievement of bureaucratic reform in North Maluku until 2019 has not yielded significant results. Secondary data, such as the results of the ASN corruption report and index, the provincial and district/city government accountability indexes, the HR index, and the North Maluku performance index at the national level, can, of course, be used to assess the extent of bureaucratic reform conditions in North Maluku. The Corruption Perception Index is the outcome of an annual survey known as the Corruption Perception Index (CPI), which includes corruption as a description of the situation and condition of corruption at the country or territory level [45].

According to the 2018 data release, North Maluku is the 12th most corrupt ASN in Indonesia out of 34 provinces [34]. Another impediment is the lack of decentralized technology support (See Figure 2. Connectivity between Government, Democracy, and Society), transparency, and centralized technology support, which places North Maluku at the quality level of telecommunications networks, which is still moderate. Community access to all types of telecommunications operators, for example, is as follows: 188 villages have a powerful signal; 407 villages have a strong signal; 525 villages have a weak signal; and 79 villages have no signal [46].



Source: Indonesia Corruption Index since 2001-2021

Figure 3. Indonesia's Corruption Perception Index Increases by 1 Point to 38 in 2021.

The North Maluku government's transparency in presenting public information is also limited. According to the results of the 2021 release of Indonesia's Information Disclosure Index, North Maluku Province ranks 33rd out of 35, ahead of Central Sulawesi (34) and West Papua (35) in terms of public information disclosure quality, with only 63.19% (medium) of the average. The national average in Indonesia is 71.38%, with the province of Bali ranking first

at 83.15%.

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Indonesia is 71.38%, with the province of Bali ranking first at 83.15%.

According to the corruption perception index (CPI) data, Indonesia ranked 38th out of 100 in 2021. The number 0 denotes very corruptly, while the number 100 denotes very clean. Indonesia received a score of 38 and 96 in 2021, alongside Argentina, Brazil, Turkey, Serbia, and Lesotho, whereas the score was 37 in 2020 and only increased by one point [48].

However, the public witnessed throughout 2019–2022 that in 2025, it is hoped that good governance has been realized with a government bureaucracy that is (1) professional, (2) has high integrity, and (3) becomes a public servant and civil servant.

3.4. Professionalism

Professional indicators, precisely the dimensions of qualification, are calculated at 25% (twenty-five %) of the total measurement. Qualifications below Senior High School (SMA) weight 1; above SMA-Diploma-I and Diploma-II weight 5; and Diploma-III weights 10; Graduate weights 15; Master weights 20; and Doctoral weights 25. The Competency Dimension is used to measure data and information about the history of competency development that civil servants have followed and have conformity in carrying out the position's duties. The Competency Dimension accounts for 40% of the total measurement. A history of competency development is used as an indicator, which includes: leadership training, functional training, technical training, and seminars / workshops / internships / courses / similar. The performance dimension has a measurement target of 30%, and the discipline dimension has a measurement target of 5%. ASN Professional Level: a. Very High, with values ranging from 91–100; b. Height, with values, range from 81–90; c. Medium, with values ranging from 71–80; d. Low, with values ranging from 61–70; e. Very Low, with

values ranging from 60 and below. This measurement is used as a guideline when calculating the Professional ASN Professional Index at least once a year.

3.5. Integrity

Integrity is defined as the consistency of behavior that is consistent with organizational values, norms, and ethics, as well as being honest in relationships with superiors, coworkers, direct subordinates, and stakeholders, as well as being able to encourage the creation of high ethical culture, being responsible for actions or decisions, and understanding the risks involved. Accompanying its state civil apparatus (ASN) employee integrity development is an effort to realize, strengthen, and maintain ASN's fundamental values, reasoning power, and moral courage. (Regulation No. 60 of 2020 of the Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia Concerning the Development of the Integrity of State Civil Apparatus Employees).

3.6. Servant of the Community and Servant of the State

ASN's satisfaction with public services is determined by the Community Satisfaction Survey (SKM), which includes indicators such as: 1) Prerequisites; 2) Mechanisms, Systems, and Procedures; 3) Finishing Time; 4) Costs/Taxes; 5) Product Specification Service Type; 6) Implementing Competencies (covering knowledge, expertise, skills, and experience); 7) Implementing Behavior (attitude of officers in providing services); 8) Handling Complaints, Suggestions, and Feedback; and 9) Infrastructure and facilities (Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform of the Republic of Indonesia Number 14 of 2017 concerning Guidelines for Compiling a Community Satisfaction Survey for Public Service Providers).

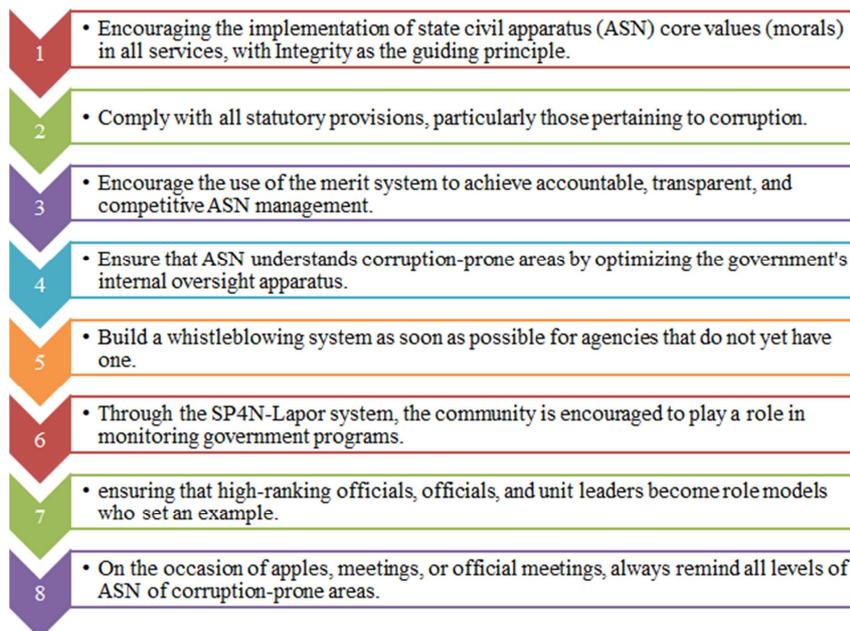


Figure 4. Human Resources Integrity Strategy for Services (Form Letter of Indonesian Minister of PANRB No. 22 of 2021).

3.7. From Bureaucratic Reform to Public Service Innovation: Practices and Experiences in Indonesia

Indonesian Public Service Expansion Innovation is defined as a breakthrough in the type of public service, whether it is an original creative idea, idea, or adaptation/modification that directly or indirectly benefits the community. The Public Service Innovation Competition, also known as the Competition, is a screening, selection, assessment, and awarding activity for innovations carried out by ministries/agencies, local governments, state-owned enterprises, and regional-owned enterprises.

According to the results of the regional innovation evaluation, the Provincial Government of North Maluku is in an unsatisfactory position, ranking 33rd out of 34 provinces with the "less innovative" category and an index value of 24.44%, followed by Central Kalimantan Province, which ranks 34th (last) with an index value of only 15.69%. Meanwhile, the South Sumatra Provincial Government achieved the highest regional innovation index, with 79.51 % in the very innovative category (Source: Minister of Home Affairs Decree no. 002.6-5848 of 2021 concerning the Provincial, Regency, and City Regional Innovation Index in 2021).

West Halmahera Regency ranks 95th in the innovative regional category with a value of 50.20%; Central Halmahera Regency ranks 29th with a value of 29.15 % (less innovative), South Halmahera Regency ranks 334th with a score of 11.32% (less innovative), East Halmahera Regency ranks 337th with a score of 10.80% (less innovative). North Halmahera Regency ranks 359th, with Ternate City ranks 46th in the City Category with 48.36% (innovative), while Tidore Islands City ranks 86th with a value of 10.60% and is less innovative (Source: Minister of Home Affairs Decree no. 002.6-5848 of 2021 concerning Regional Innovation Index Province, Regency and City in 2021).

Furthermore, the Ministry has issued Regulation of the Minister for State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia Number 7 of 2021 concerning Public Service Innovation Competitions within Ministries/Agencies, Regional Governments, State-Owned Enterprises, and Regional-Owned Enterprises. This innovation builds on the mandate of Law No. 25 of 2009 concerning Public Services and Government Regulation No. 96 of 2012 concerning the Implementation of Law No. 25 of 2009. This regulation implements a Public Service Innovation Competition within Ministries/Agencies, Regional Governments, State-Owned Enterprises, and Regional-Owned Enterprises (KIPP), focusing on the following aspects/categories: 1. Health; 2. Education; 3. Economic growth and job creation; 4. Poverty alleviation; 5. Food security; 6. Community empowerment; 7. Gender-responsive public services; 8. Environmental protection and preservation; and 9. Governance [49].

4. Conclusions

The Grand Design of bureaucratic reform in North Maluku necessitates the ability of all components to realize three main aspects: professionalism, integrity, and public and civil service. Several results based on the index based on public information, the regional innovation index, the public service innovation index, and the results of the ASN corruption report provide data that the beginning of employee reform, which was rolled out in 2001–2022 at this time, has not been running optimally. Professionalism in ASN is still lacking. Many factors influence professionalism, including ASN's lack of integrity, insufficient human resources, poor performance, and public services are still subpar. This situation necessitates a new approach by incorporating some new trends from other countries. The North Maluku Provincial Government is obligated to learn from the results of other provinces' achievements in the index. Of course, the results of regional innovation and public service innovation will be difficult to realize if the government's mindset cannot adapt to the most recent trends in global change. Digital transformation of government and services (Digital transformation of government and services), Automatic decision-making with societal impact (Collective intelligence), and Innovative practices. Of course, the future of government is dependent on the design framework of bureaucratic reform by reformulating what services the people of North Maluku genuinely require. Of course, developing a new governance model is only possible if the government improves its bureaucratic culture and strengthens its relationship with the community within the framework of open democracy, community access, decision-making, transparency, access to information, and technology in the regions.

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