

## The Challenge of Public Service Agency (BLU) to Development Good Governance University in Indonesia

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### ABSTRACT

The research aims to analyze the challenges of BLU policy implementation seen from sub categories, bureaucratic structure, resources, disposition, and communication oriented on good governance university. The method used in this research is case study, with source of informant data from 7 state universities (PTN) famous in Indonesia as well as policy documents, in this case is Government Regulation no. 23 of 2005 on Financial Management of Public Service Bodies. Key findings of this research are: (i) existing bureaucratic structures have not been able to realize optimal performance; (ii) the resources are not sufficient, especially the human resources and financial resources, there are some PTN that have not been able to apply the policy of remuneration (incentive) because constrained by two factors; (iii) the appointment of bureaucracy is still not appropriate plus the standard remuneration (incentive) is still the biggest obstacle in the fulfillment of the right of policy implementers, the problem triggers the weakness of the performance of the employees (iv) the communication pattern that is built is still formalistic and has not adhered to the principle of openness, in communicating problems to the government is also a problem that needs to be resolved. The implication of this research is that 4 sub categories in the implementation of public policy need to be strengthened with the fifth element, namely informatics technology (IT) to facilitate PTN in Indonesia towards good governance university.

**Keywords:** challenge, implementation, policy, good governance university.

### INTRODUCTION

Public policy implementation is always changing and idealizing at all times, but implementation issues are never completely resolved. The emergence of the problem is caused because each era has its own challenges. Nowadays, when the world demands rapid information access, policy organizers must be able to adapt, so that public policy can continue to be implemented to meet the needs of society. Moynihan and Panday (2007, p.12) argue: the problems in policy implementation always drown in line with modernization within the policy instrument itself. "Since the last two decades, the implementation of public administration reform has become more visible in various countries including Indonesia. The Doctrine of New Public Management (NPM) /Reinventing Government based on the experiences of European countries, the United States, Australia and New Zealand is gradually adopted into governmental management in various countries, including Indonesia. The

transformation of government management in the New Public Management is from the institutional arrangement/Institutional Arrangement, civil service reform/ Civil Servant Reform and financial management reform Country / New Management Reform (Mahmudi, 2003, p. 67). NPM doctrine is also now affect the governance of State Universities (PTN) in Indonesia. Puspitarini (2012, p11) states that: "Public Service Agency has opened the opportunity for democratization of PTN management in Indonesia towards good governance university."

In Indonesia since early 2000, PTN transformed from ordinary government institution into a unit / called Public Service Agency / BLU (Lukman, 2013, p 17). This BLU is a manifestation of New Public Management (NPM) in Indonesia. In Japan the NPM, known as Independent Administrative Institutions (IAIs) has been successfully implemented in the framework of agencification in the country (Yamamoto, 2008, p.25). The NPM paradigm on BLU

implementation is intended to cut inefficiency. It is given the public perception that the government has been considered as a bureaucratic organization that is inefficient, slow and ineffective. Actually in the modern management of government units should be professional, accountable, and transparent. As Max Weber, the father of modern sociology in Riyanto (2012, p.187) states: "government has a very important role. Judging from the mechanic view government's as a regulator and as administrator, while from the view the government serves as a public service agencies and investors. "The role of regulator and administrator is closely related to bureaucracy, while as a public service agent and as an investor must be dynamic and can be transformed into an autonomous unit.

The implementation of PK BLU in Indonesia is sourced from Government Regulation no. Law No. 23 of 2005 on Financial Management of Public Service Bodies signed by the President on June 13, 2005. The condition before the Public Service Agency (BLU), the financial management of PTN in Central Java is considered inefficient, effective, flexible, productive, transparent, and accountable. Through the BLU work unit, PTN is expected to be able to manage finances efficiently and effectively, so that it will obtain maximum productivity performance (Moynihan and Pandey, 2003, p 29). The fully permitted PTN to implement the Financial Services Management of the Public Service Agency (PK-BLU), can perform its financial management flexibly, with emphasis on productivity, efficiency and effectiveness. The BLU's financial management pattern is intended to make PTN as a government agency able to improve service to customers, in this case students, community, and stakeholders. Administration can be formulated as cooperative group activities to achieve common goals (Syafiie, 1999, p.13).

Edward III (1980, p.16) argues: "the success of public policy implementation is determined by four factors: bureaucratic structure, resources, disposition, and communication." The implementation of New Public Management (NPM) in Indonesia can be seen from the application of some characteristics in practices that are being undertaken by government agencies in Indonesia in accordance with the kinds of institutional services. In other countries, the basis of the BLU is also NPM. In the UK, BLU is known as the Next Steps

Reform, in the Netherlands known as the Great Efficiency Operation in Canada is known as a Special Operating Agencies (SOAs), in Portugal known as Public Institutes (PIs), in Japan known as the Independent Administrative Institutions (IAIS) or Dokuritsu Gyosei Hojin, and in Tanzania known as the Executive Agency. As in France it is known as Autorités administrative indépendantes (AAIs) (Robert, 2006, p.227), which in Indonesian is called. Independent Administrative Authority.

Several previous studies are also important to be used as a basis in studying the phenomenons of this research. Septi (2012), in his research findings that since the enactment of Government Regulation Number 23 Year 2005 regarding Public Service Agency (BLU), the number of government institutions that turned into BLU is expected to improve the performance of public service. But in reality, a number of BLU actually difficulty is adapting to the financial management system a la BLU. Perry and Wise (2014), the conclusion of the article is the strong correlation between the motivation of public servants to the satisfaction of the community both in Education Institutions and other Institutions. Waluyo (2014), in the implementation of PPK BLU, there are three main findings, that is often the attraction of interest among policy actors, namely the Ministry of Finance, Ministry of Technical Affairs, and the BLU Work Unit, the lack of attention to the flexibility and convenience principle of BLU, and the government environment which shows the strong culture bureaucracy in financial management and consistently implement financial procedures with reference to the rules generally applicable to the work unit of government agencies. Binkiene (2018), reviewing the quality assurance policy of higher education: opportunities and barriers to the development of Liberal Education in Lithuania. Binkiene concludes that differences in the interests of stakeholders lead to an un-synergistic situation to develop education in Lithuania, whereas education is a prerequisite of social progress and economic growth of the country. Therefore, the stakeholders should unite and minimize the occurrence of conflicts of interest.

This study aims to analyze the problems and challenges that arise in the implementation of public policy in PTN in Indonesia after changing from the Regular Unit to the BLU Work Unit of various phenomenon emerged

and interesting to be reviewed more deeply, one of which is the emergence of new conflict of interest slit, of course have a direct impact on the achievement of the BLU's own performance goals. This research will provide an overview and feedback on the steps to be taken after the problems encountered can be identified. In addition, this research wishes to contribute its ideas for the improvement and improvement of public policy implementation in Indonesia, especially in PTN to lead to good governance university. Given the current interest of the public to obtain education climbed dramatically compared with the decade of 1990s. Therefore, this research is important because the urgency of the issues raised has enough impact on the future implementation of BLU policy in Indonesia.

### RESEARCH METHODOLOGY

This research wishes to reveal case of BLU financial management policy implementation in PTN in Indonesia. The appropriate method used is qualitative with case study design. As with most qualitative research approaches, case study research uses naturalistic research approaches. In other words, case study research uses one of the characteristics of a qualitative research approach, ie to examine an object in contextual-related conditions. In other words, case study research examines real life, which is seen as the case. Real life itself is a living condition that exists in the human environment both as individuals and members of the real group. Yin (1984, p. 23; Yin, 2003a, p.13) argues: *"the case study research method as an empirical inquiry that investigates a contemporary phenomenon within its real-life context; when the boundaries between phenomenon context are not clearly evident; and in the which multiple sources of evidence are used."* At a minimum, a case is a phenomenon specific to time and space."

Regarding the data source of this research, Dooley (2002, p. 341) argues: "interview notes is the result obtained from the interview process, either in-depth interviews to one informant and to the group of people in a discussion. While field note and artifact become the result of observation or field observations. Document notes are the result of collecting various documents in the form of various forms of secondary data, such as report books, photo documentation and video. "The forms of this research data are notes of interview result conducted with BLU Leader,

Finance Officer and Technical Officer at University State of Semarang (UNNES), State Islamic University (UIN) Walisongo Semarang, Sebelas Maret State University (UNS) Surakarta, General Soedirman University (Unsoed) Purwokerto, Polytechnic of Semarang Sciences, Polytechnic of Polytechnic Semarang, and Polytechnic Health Sciences (Polytechnic) Surakarta. In addition to interview data, there are also documentary data that are related to the implementation of Financial Management (PK) BLU in Indonesia, namely the main Government Regulation Number 23 Year 2005 regarding Public Service Agency (BLU), Minister of Education Regulation No. 55 / Year 2008 on Minimum Service Standards (SPM), and Presidential Regulation no. 4 of 2015 concerning Procurement of Government Goods and / or Services. While activity of service providers become observed object to fulfill this research data, to see aspect of service quality standard. This research is conducted with consideration of academic ethics applicable nationally and internationally. Confidentiality, voluntary participation, and anonymity (when describing the research results of the resource persons are encoded by letters A1, A2, etc.).

The characteristic of case study research which is relatively different compared to other case study method or strategy is the use of theory as research reference. Based on inductive thinking that intends to build on original, original knowledge, qualitative research is always connoted as a study that rejects the use of theory as a research reference. The use of theory as a reference is considered to reduce the originality of findings from qualitative research. For more details, note the following quote: *"case study routinely uses multiple sources of data. This practice develops converging lines of inquiry, the which facilitates triangulation and offers findings that are Likely to be much more convincing and accurate"* (Van Wynsberghe and Khan, 2007, p. 4). "In the case study, the theory is used both to determine the direction, context, or position of research result. At the beginning, theories can be used to construct hypotheses, as do the deductive or positivistic paradigms (Van Wynsberghe and Khan, 2007; Eckstein, 2002; Lincoln and Guba, 1985). In the middle, the theory is used to determine the position of the research findings of existing and emerging theories (Creswell, 2003, 2007). While on the back, the theory is used to determine the

overall result of the research position against the existing theory and has grown (Creswell, 2003, 2007). It should be clarified that the grand theory used in this research is the Implementation of Public Policy proposed by Edward III (1980) which includes four sub-categories namely, bureaucratic structure, whose discussion covers the specialization of work, departmentalization, command chain, span of control, centralization and decentralization, and formalization (Ivancevich, 2008, p 56); resources, whose discussions include human resources (HR), financial resources, facilities resources and information resources (Hodge, 1996, p.14); dispositions, whose discussions include bureaucratic appointments and employee incentives, in this case the remuneration policy (Agustino, 2006, p.157); and communication, whose discussions include transmission, clarity, and consistency (Van Metter and Van Horn in Agustino, 2006, p.162).

### RESEARCH RESULTS

As already explained, the description of the results of this study will explore the categories of BLU policy implementation in PTN in Indonesia, there are 4 main sub-categories, namely: bureaucracy structure applied, resource availability, disposition patterns built, and communications conducted by the implementing the policy. Fourth, it is a determinant of the policy of successful implementation of a public policy, in this context the research tries to reveal from these four things, what challenges faced by PTN to realize good governance university as fulfillment of society need.

The first sub-category, namely bureaucratic structure, bureaucracy as implementer that must be able to support policy that has been decided politically by way of good coordination and spreading of responsibility (Fragmentation) on the policy set. The bureaucratic structures that support the success of an implementation policy must have a permanent procedure for the policy actors in implementing their policies and have the responsibility in carrying out a policy to achieve the objectives to be achieved. In this section the components of the discussion are job specialization, departmentalization, chain of command, span of control, centralization and decentralization, and formalization. The key findings in this section are:

(A20) "...PTN BLU has element 1) BLU Leader, 2) Finance Officer, and 3) Technical Officer, even there are other officers such as supervisory board and board of trustees. The BLU Leader consists of the Rector / Director, Finance Officer such as the officials who are assigned the tasks for financial management (Vice Chancellor, Head of Bureau, Head of Sub-Division Head of Finance Affairs) and Technical Officer such as the head of the supporting work unit in the effort to achieve the main task and function in the BLU Work Unit (Vice-Chancellor, Dean, Head of Agency, Head of Bureau, Head of Board and other unit leaders in academic and administrative services) ... "

(A1) "... The bureaucratic structure in charge of implementing policies has a significant influence against policy implementation. One of the important aspects of the structure of any organization is the standard operating procedures (standard operating procedures) or SOP. SOPs serve as guidelines for every implementer in action. The organizational structure is too long will tend to weaken the supervision and cause red tape, namely complicated and complex bureaucratic procedures. This in turn leads to inflexible organizational activity ... "

(A7) "...The bureaucratic structure of BLU already exists in accordance with the regulations on BLU. So the picture of how the organizational structure works between one college with other universities is also not much different. In principle BLU works the corporate style, wherever it is the same. Every element of its bureaucracy needs to understand it if it does not want to happen discretion ... "

(A1) "...In the context of division of tasks, BLU is quite clear. If in college there is a known name of technical officials and financial officials. The technical officer consists of non-financial BLU implementers such as WR 1, WR 3, and WR 4 as well as the structures that follow below. While the financial officer consists of WR II, Head of Finance Bureau and the structure that follows under it according to the policies of each university ... "

(A3) "...Specifically the division of tasks has been done measurably in implementing BLU. Known as technical officials and financial officers, financial officers are all officials who oversee financial affairs and technical officials are outside the financial manager ... "

(A9)" ...Job groupings are set up in detail with the topmost areas under the Assistant Director (Pudir) or Vice Rector (WR) respectively. All have their respective functions by referring to the regulations made by the BLU leadership. So the system that is built is clear and legal ..."

(A7)". Grouping tasks is usually done in accordance with their respective fields, in the BLU known technical officials and financial officers, both have their respective tasks and under both officials there is a small structure that serves to assist their performance, in the case of the formation of these areas set by the BLU leadership ... "

(A6)" ... The chain of command that runs from top to bottom, so that BLU is centralized and dependent on leadership figure, so leaders need to know the authority and responsibility in order to implement smoothly PK BLU ...

"(A9)"... so far it still needs to be strengthened with regard to the range of control, even though the number of subordinates that can be directed suffice, if competence not always improved the implementation process will be hampered, usually subordinates get technical guidance related to the management of fund BLU. Proven results are quite effective to facilitate the implementation of PK BLU in PTN ... "

(A12)" ... At this time all the work must be through review from the leadership, subordinates like me are also afraid of mistakes that make financial implementation so hampered. The most appropriate is that all decisions are returned to the leadership even though they are centralized ... "

(A11)" ... Formalization is heavily dependent on employee competence, therefore staff need to be provided with adequate facilitation before they are required to work professionally. For example, to make it easier for employees to communicate, it is necessary to provide the Group in social media which once used to coordinate, in addition to saving time it will also further strengthen the formalization process built ... "This second sub category is the resource. Resources are the success factors of the implementation process in the form of utilization of human resources, cost, and time. Human resources are also the most important resource in determining the success of the implementation process.

Edward III emphasizes the importance of human resources in the implementation of a

policy because sufficient numbers of staff and the right skills to perform the tasks become important factors in policy implementation. This section discusses about human resources (HR), financial resources, facilities resources and information resources. The important findings that need to be addressed are as follows:

(A6)" ... The human resources currently owned, who know about the management of BLU has not been much, but for UNNES is taken from accounting personnel, it is expected to finish in the implementation of PK BLU. .. "

(A12)" ... Initially it was tough, but gradually UIN recruited and provided training related to financial and ICT management to implement ... "

(A7)" ... The workers can gradually follow BLU management rules, because we are aware of the successful implementation of the BLU is inseparable from the role of employees, the strategy we do by adding employees ... "

(A3)" ... In the day-to-day operations of financial management often faced with the lack of budget absorption , it is due to lack of competent personnel in the field of financial management ... "

(A12)" ... Competent human resources in the management of finance is very limited, so that p BLU financial management is less than optimal ... "

(A5)" ... The income is relatively small from year to year, moreover the income from the pure rupiah funds (APBN) which always equal to the previous year even decreased ... "

(A9)" ... Funds from university students / educational services are relatively small, while funds from cooperation are not optimal ... "

(A8)" ... Revenue from education provision (academic service revenue) in PIP increases annually , but for non-educational income is still not optimal, although actually can still be improved by doing cooperation in various fields, especially competence certification services with the relevant agencies ... "

(A11)" ... Revenues from academic services increasing year, for non-academic revenue is still around 15% of total revenue PNBP, optimizing it through the use of buildings, establish cooperation and efforts to get grants ... "

(A16)" ... Estuary from the press... "

(A1)(AI)" ...UNNES after applying BLU continues to improve its facilities, including the facilities obtained from Islamic Development Bank (IDB) in the form of building as well as IT facilities and infrastructure it is to support the performance of academic and non-academic services ... "

(A9)" ... In managing the information resources needed good managerial and orderly, all institutions is preparing it to overcome the challenges of the times. Including Poltekes Semarang, which is currently being strengthened in relation to public information that has been felt is still not maximized ... "The third sub-category is a disposition or attitude. The success of policy implementation can be seen from the disposition (characteristics / attitudes) of policy implementers. The policymakers' attitude is influenced by their views on policies and how they perceive policies can affect their organizational interests and personal interests. If the policy implementers are kind enough to accept a policy then they are likely to implement it as seriously as the objective is expected. This section discusses the appointment of bureaucracy and incentives for employees, in this case is the remuneration policy. The key findings in this section are:

(A1) "... If the executors are negative or resist the implementation of the policy because of a conflict of interest then the implementation of the policy will face serious obstacles ... "

(A9) "...The financial management model of BLU can be accepted by the Poltekes, but related to the payment of remuneration, Poltekes prepares to make payments even though it is considered heavy because it must follow the amount of performance allowances ... "

(A7)" ... Appointment of bureaucracy should pay attention to the important things, one of them is competence. Since competence will determine the success of policy implementation, the phenomenon exists, the appointment of bureaucracy is usually due to political tendencies, and it is not good for the future of the institution ... "

(A6)" ... The competence of the bureaucracy should always be upgraded to obtain maximum performance. Through technical guidance or training will make the policy implementers become more optimal in carrying out their duties, therefore the head of the BLU needs to

pay close attention to how the bureaucrats are doing their duty ... "

(A3)" ... Principles the basic remuneration policy is fair and proportional. This means that past policies apply the same pattern (generalized). So with the remuneration policy, the amount of income (reward) received by an official will be largely determined by the weight and price of the position it bears. Broadly speaking, underlying the emergence of remuneration policy for civil servants is in the mandate of Law no. 43 of 1999 on Personnel that the Public Servant's payroll system is based on the merit mentioned in Article 7 Paragraph 1 states that every public servant is entitled to a fair and proper salary in accordance with the work and responsibilities ... "

(A6)" ... Policy remuneration in PTN BLU aims to provide additional income generating in order to support the implementation of duties and welfare of employees for employee performance is more optimal ... "

(A9)" ... The assessment is based on objective principles, measurable, accountable, participatory and transparent. Elements assessed in work performance are Employee Work Objectives (SKP) and work behavior ... "

(A13)" ... Different Understanding of the rubric of Remuneration Remuneration Unit (SPKR), Difficult to collect documents (letter of assignment, SK, JTM) as a condition of remuneration, There are several lecturers who do not master IT, and There is a delay in payment of remuneration money ... "The fourth sub-category is communication. Communication deals with how the policy is communicated to the organization and / or the public. In the implementation of the policy requires clarity and consistency of the policy so that the implementer can know what is expected from the basic size and policy objectives and able to communicate to the target. This section deals specifically with transmission, clarity, and consistency. The key findings in this section are:

(A5) "... Actually the communication we build in planning is good, plus now everything is online, but the workload can't be rejected because everything demands to be resolved, so sometimes miscommunication happens, but we have given understanding to the employees so that it does not become a problem that impedes the implementation of BLU ... "

(A11)" ... *Communications built at this time is a representation of the command, so that employees are required to obey the superiors, if not want to be bothered by miscommunication events. However, there is a mechanism called reconciliation, which PTN BLU uses as a medium of harmonization of information to be administered and delivered to the public ...* "

(A8)" ... *Clarity of communication is very important for technical organizers of PK BLU, they are not can be given a confusing rhetoric ...* "

(A3)" ... *To this day in the framework of clarity of vertical communication with the technical ministry is still experiencing difficulties, in the absence of task force or task force that handles the Satker BLU independently, Minister of Finance is a special task force to handle BLU ...* "

(A6)" ... *Coordination communication on BLU services is mostly done to the Ministry of Finance, while the technical ministry is rarely done, especially if UNNES faces problems related to the rapid management of BLU responding from the Ministry of Finance ...* "

(A1)" ... *The built communication needs to pay attention to consistency, distortion of message can be overcome by streamlining the institutional structure ...* "

(A9)" ... *The distortion of information is caused by the convoluted communication process, so there needs to be an understanding of the BLU organizers in the college. Given this consistency is also strongly related to the performance of the institution's performance and the quality standards of the institution ...* "

## **RESULT AND DISCUSSION**

Since officially become a financial management system in government agencies, one of them is State University (PTN), Public Service Agency (BLU) problem. The problem in policy implementation most often encountered by Binkiene (2018, p.293) are: "lack of attention to both in terms of institutions and users, and lack of competence in executing policies." Agustino (2006, p.154) argues: "With policy formulation, policy implementation is also important. Policy will only be a dream if it only stops in the form of *blue print* without being implemented consequently." According to Government Regulation No. 23 of 2005 Article 1 Paragraph

1 Financial Management of Public Service Agency (PK BLU) reads: "PK BLU is a financial management that provides flexibility in the form of flexibility to apply sound business practices to improve services to the community in order to promote prosperity and educate the life of the nation, as an exception to the provisions of financial management countries in general. "Flexible systems in practice are more difficult to implement than strict systems and tend to have high disciplinary demands

The current BLU bureaucratic structure still needs to be revised and reinforced to produce quality implementation products Edward III (1980, p 87) argues: "In the SOP bureaucracy structure is an important thing to note as a form of handling on the internal demands will be the certainty of time, resources and the need for uniformity in a complex and broad organization of work." PTN in Indonesia procedurally has a clear SOP, but in practice there are still many violations The applicable SOPs, this is allegedly influenced by formalization factors that have not worked well, although the departmentalization system has been implemented quite ideally but there are still problems in the range of control that is still too far and difficult to reach by the policy implementers. In addition, in some universities, the absence of the Supervisory Board is a separate issue, it makes the monitoring system run only from internal parties only. It certainly contains the potential for irregularities in the implementation of the policy. Besides, the bureaucracy in PTN is still very centralized, the effort to decentralize is still not enough, and the impact according to Sawitri (2011, p.158) is: "the competence of the policy implementers, in this case the staff is difficult to develop." centralistic and weak competence of policy implementers make the amount of budget absorption is not right target and conflict of interest vulnerable happened.

Resources owned by PTN BLU at this time still need to be improved quality. For example, human resources, the difficulty of adaptation to the system to make policy implementation constrained in achieving maximum results. To support the quality of work, the university needs to conduct regular training for policy implementers, as well as to speed up staff adaptation process with the system (Eduardovich, 2017, p 86). The university's human resources also do not fully understand the work pattern of the BLU is semi-

corporation, it has not been internalized so that it impacts on coordination and orientation which often experience constraints in the form of corporate interpretation that should be semi-corporation. Dara (2010, p.73) argues: "resources have a major effect on the adoption of performance measures and the implementation of performance-based budgets." More specifically, the quality of human resources is the most dominant and has a positive effect on performance-based budgeting at PTN BLU in Indonesia (Izzaty, 2011, p 125). In addition, it can be observed that the funding for PTN BLU is still not ideal, some PTN have not been able to apply incentives in the form of remuneration as well because of the treatment given by the government to all BLU same Unit. This is reinforced by the opinion of Kettl (2002, p.57) that: "Limited funding, a factor in PTN quality degradation in Indonesia. This is further exacerbated by the system and organization of policy managers who are still very centralistic. "Another problem is about transparency, currently PTN BLU still does not have a transparent system and can be monitored directly by the public. The developed systems are still very rigid and tend to be closed. Gesuele, et al (2017, p.1) argues: "Greater transparency can increase public confidence in public institutions, enhance the image of institutions, support direct public monitoring, and encourage people to participate in public policy implementation." Lack of community participation in the implementation of the policy of making the quality of the policy distorted, and it penetrates the realm of policy implementers who ultimately feel not seriously monitored by user elements, whereas all estuaries of policy implementation are to realize social welfare and progress for society, nation and state.

The problem of competence of policy implementers is the biggest obstacle in the implementation of public policy. The cause factor is the process of appointment of bureaucracy that has not fulfilled the ideal aspect, the appointment of bureaucracy still has not seen the suitability of competence with the work load to be given. In addition, the attraction of interest becomes a drama that can't be ruled out in the process of appointing the bureaucracy. Nurhikmahyanti (2017, p.30) argues: "The competence of the policy implementers can be seen through the appointment process applied in universities, if

the process is credible and accountable then the executor of the netted policy will meet the expected criteria." Currently it is still far of the expected reality. The next problem is when it is lifted, the policy implementer does not get an open dialogue space, ultimately communication that runs between superiors and subordinates tend to be formalistic. It is the cause of the policy implementers are finally unable to work independently, independence is important to prevent PK BLU requires initiative and active response of employees in the face of implementation problems. In addition, the competence of the executor of the policy tends to not develop because the incentives given are still not in accordance with the workload given, the PTN in Indonesia incentives are given in the form of remuneration policy which is legalized through Regulation of the Minister of Finance No. 10 / PMK.02 / 2006 concerning Guidelines for Determination Remuneration. The biggest obstacle in this regard is that universities with small incomes are unable to pay the remuneration appropriately, the impact of the welfare of employees is not guaranteed. Corey (2013, p.1997) argues: "incentives are the most effective motivational motivating factor." If incentives are not given accordingly then what happens is that policy implementation does not work effectively to achieve the intended target. The government should pay more attention to such conditions, by providing larger budgets to support the achievement of university performance goals with a small income.

The communication implemented in the implementation of PK BLU policy is still very formalistic and tend to be instructors. The sign of democratization in PTN has not been achieved. The dialogue space between subordinates and superiors is still not open wide, this is certainly a special obstacle in the implementation of public policy in PTN in Indonesia. Whereas in the era of digitalization as now should be more facilitated communication patterns with the support of informatics technology. Implementation of public policy in the current era will be more measurable and dynamic with the support of IT Systems (Provan and Kenis, 2007, p 237). Informatics technology will strengthen the openness in the implementation of PK BLU policy, in addition with the help of IT monitoring system will be more simplified. Cahya (2009, p.163) argues: "open and fluid communication is needed to support the

effectiveness of the performance of policy implementers, if communication is rigid, then the system built still needs to be evaluated." Yamshchikov, et al. (2018, p. 884) argues: "Rigid and closed communication opens opportunities for policy-makers to misuse authority even to budget lapses." Van Metter and Van Horn (in Agustino, 2006, p.162) ideal is when subordinates never feel depressed each time conveying their aspirations or complaints about the task being carried out. "It also appears in the communication patterns built by universities and government, in this case is the Ministry of Finance and the Ministry of Technical Affairs. Wachhaus (2017, p.9) argues: "communication patterns between policy implementers should be dynamic in order to establish agreement and understanding in managing information in order to succeed the implementation of the policy." University complaints related to policy implementation issues more often delivered to the Ministry of Finance than the Ministry of Technical. This is because the Ministry of Technical has not yet had a special working unit that is pursuing BLU policy at the university. Many policy providers assume that communications with the Ministry of Technical Affairs tend to be convoluted because they never arrive at the substance of the discussion, such as the issue of system management. The convoluted communication has the potential to distort the information conveyed by the policy implementers. Therefore, it needs consistency and clarity in establishing communication pattern on the implementation of PK BLU policy in Indonesia, it is directly related to institutional performance and quality of the institution.

Universities in Indonesia are still improving to realize good governance university. BLU is one of the systems built to support these efforts, the system is built on the assumption that universities need to have independence and flexibility in managing their finances, but monitoring and evaluation also needs to be strengthened in order to maintain performance accountability oriented to the development of democratic systems (Bang and Esmark, 2007, p 76). Good Governance University will be achieved if all sub categories in policy implementation, such as bureaucratic structure, resources, disposition, and communication can function and produce quality policy impact. It seems that in the present era of digitalization the existence of informatics technology needs

to be taken into account in relation to policy implementation. Zakrzewska (2017, p. 534) argues: "To realize good governance university the implementation of policies must be supported by informatics technology. It will facilitate policy implementers in achieving the target targets. "IT will get closer to implementing the policy with the users, so that it will create an attachment or sense in realizing social justice in the field of public policy implementation (Hyden, 2004, p.38). Informatics technology should be a supporting factor as well as strengthening the implementation of public policy in the current context, given the public need ease and openness in accessing all the information it needs. Especially in education, access to information about education needs to be opened as wide as possible to realize a democratic university system (Holle, 2011, p.27). Hence, a small conclusion can be drawn that the implementation of public policy in Indonesia which is leading to the realization of good governance university needs to pay attention to IT factor in addition to strengthening bureaucratic structure, resources, disposition, and communication.

### CONCLUSION AND SUGGESTION

Based on the above discussion, it can be concluded as well as recommendations to strengthen the implementation of public policy in PTN in Indonesia in realizing good governance university. The explanation is as follows:

- If the specialization of work, departmentalization, chain of command, span of control, centralization-decentralization, and formalization in the sub-category of bureaucratic structure can be implemented well by upholding the principle of openness, the implementation of PK BLU policy in PTN will run well and reaching the expected target.
- If the appointment of the bureaucracy and the grant of incentives goes smoothly with the support and attention of the government then the disposition implementation pattern can help the successful implementation of PK BLU policy in achieving the expected target targets.
- If human resources (HR), finance, facilities, and information can be managed maximally and experience maintenance as well as the strengthening of competence in human

resources, the resources can support the achievement of the expected target targets in the implementation of PTN BLU policy in Indonesia .

- (iv) If the transmission, clarity, and consistency of policy implementers can be maintained, the formalization and centralization of communication will be minimized so that the implementation of PTN BLU policy can support the achievement of the expected target targets.
- Information technology (IT) can be considered as the fifth element in the implementation of public policy oriented to *good governance university* in the era of globalization. This is at the same time a critique of Edward III (1980) which suggests four elements of public policy implementation namely bureaucratic structure, resources, disposition, and communication that is now no longer relevant because of the demands and challenges of the times that change.

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**Citation:** Sutikno; Y. Warella; Ety Soesilowati; Wahyono, ” The Challenge of Public Service Agency (Blu) to Development Good Governance University in Indonesia”. (2018) *International Journal of Research in Humanities and Social Studies*, 5(12), pp. 13-23

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