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## PREFACE

Jurnal Ilmu Administrasi Negara (JUAN) is a scholarly publication that is scheduled to release its issues in June and November, organized by the Department of Public Administration at the Faculty of Social Sciences and Political Science, Universitas Maritim Raja Ali Haji. This journal aims to provide a platform for researchers, practitioners, and scholars in the field of public administration to share their insights, findings, and innovative ideas that contribute to the advancement of knowledge and practices within the discipline. By featuring a diverse range of articles, including empirical studies, theoretical explorations, and critical reviews, JUAN seeks to foster academic discourse and promote interdisciplinary collaboration among professionals engaged in the study and application of state administration. Through its commitment to rigor and relevance, the journal aspires to serve as a valuable resource for enhancing the understanding of administrative principles and practices, ultimately supporting effective governance and public service.

The first article, *Tourism Problems Policy in Labuan Bajo Using a Democratic Approach* by Johanis Kuahaty, Yefri C Adoe, and Mitha K Steven, examines the tourism policy challenges in Labuan Bajo and suggests the application of a democratic approach to address these issues. The study highlights the role of public participation in policy formulation and the importance of inclusive decision-making processes to enhance sustainable tourism development in the region. The second article, *Evaluation of the Suitability of ASN Functional Positions Towards Law No. 5 of 2014 Concerning State Civil Apparatus: Case Study at the Marine and Fisheries Service of the Kepulauan Riau Province* by Kurmaniah Kurmaniah and Hendra Candra, evaluates the alignment of functional positions in the civil service with Indonesia's State Civil Apparatus Law. The study focuses on the Marine and Fisheries Service in Kepulauan Riau, assessing the effectiveness of legal frameworks in ensuring proper role allocation within public institutions. The third article, *Behavioral Intention of the Use of COVID-19 Governance Application: A Literature Review* by Yoserizal Yoserizal, Krismena Tovalini, and Yulia Hanoselina, presents a literature review on the behavioral intentions behind the use of COVID-19 governance applications. It explores factors influencing public adoption of these applications, aiming to provide insights into their effectiveness in managing pandemic-related governance.

The fourth article, *Howlet's Multiple Streams Theory and Policy Innovation: A Case Study of Digital Transformation in Indonesian Governance Post-Presidential Transition* by Khanan Yusuf, applies Howlet's Multiple Streams Theory to analyze policy innovation in Indonesia's digital transformation efforts after a presidential transition. The study evaluates how political, problem, and policy streams converged to facilitate digital governance reforms. The fifth article, *Georgia's Tbilisi Municipal Open Government Issues* by Syed Agung Afandi, Muslim Afandi, and Rizki Erdayani, explores the open government initiatives in Tbilisi, Georgia, focusing on the transparency and accountability measures taken at the municipal level. It examines the challenges and successes in implementing open government policies that promote citizen engagement and strengthen governance. The final article, *The Role of Public Administration Ethics in Realizing Clean and Transparent Governance* delves into the importance of ethics in public administration, emphasizing how ethical principles are crucial in fostering clean, transparent, and accountable governance. It discusses how ethical leadership and institutional integrity contribute to building public trust and improving governance outcomes.



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## Tourism Problems Policy in Labuan Bajo Using a Democratic Approach

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### ABSTRACT

Labuan Bajo, one of Indonesia's premier tourist destinations, faces significant challenges despite its growing popularity. Issues such as environmental degradation, economic inequality, and social conflict threaten the sustainability of tourism in the region. This study examines the application of democratic, participatory, and equitable approaches as potential solutions to these problems. The democratic approach emphasizes community involvement in decision-making processes to align tourism development with the needs and interests of local residents. The participatory approach encourages collaboration among stakeholders, including the government, private sector, and local communities, fostering sustainable tourism practices. Meanwhile, the equitable approach seeks to ensure a fair distribution of tourism benefits to prevent social conflicts and promote economic inclusivity. This research employs qualitative descriptive methods, utilizing literature reviews and multimedia sources to analyze tourism challenges and propose sustainable solutions. The findings reveal that incorporating democratic principles, such as establishing community tourism forums and supervisory bodies, can enhance local participation and environmental conservation. Additionally, community-based tourism initiatives provide greater economic benefits to local populations, reducing economic disparities. The results highlight the importance of a multi-stakeholder approach, where government, private entities, and local communities collaborate to address tourism-related challenges. The study concludes that a democratic framework, coupled with participatory and equitable strategies, is vital for achieving sustainable and inclusive tourism development in Labuan Bajo. These approaches not only safeguard environmental and cultural heritage but also ensure long-term economic growth that benefits all stakeholders.

Keyword: Policy, Tourism, Democratic



### INTRODUCTION

Indonesia is a country endowed with abundant natural wealth, rich cultural diversity, and vibrant social life, making it one of the most popular tourist destinations in the world (Itsnaini, 2022). In 2022, Indonesia was named the country with the best natural scenery in the world by the renowned UK media outlet, Money.co.uk, scoring 7.77 out of 10 (Taris, 2022a). This accolade placed Indonesia ahead of countries like New Zealand, Colombia, and Tanzania. With over 17,000 islands teeming with biodiversity and ecosystems such as volcanoes, coral reefs, tropical forests, and glaciers, Indonesia offers unparalleled natural

beauty (Kurnianingsih et al., 2022; Purnomo et al., 2021). Some of the globally renowned attractions include Raja Ampat, Lake Toba, Mount Bromo, Komodo National Park, and Borobudur Temple (Abtadi & Kurniawati, 2023). Additionally, Indonesia is home to numerous UNESCO World Heritage Sites, such as Lorentz National Park, Ujung Kulon National Park, and the Sangiran Early Man Site, reflecting its cultural and historical significance (Meskell, 2018; Mihardja et al., 2023).

Indonesia's abundant natural resources compel the government to harness their potential for increasing national revenue and enhancing economic welfare for local communities around these tourist destinations (Sayrani, 2018). Under President Joko Widodo's leadership, a transformative vision was initiated for Indonesia's tourism sector, focusing on revitalizing the industry by identifying and developing high-value destinations. As part of this initiative, the Ministry of Tourism and Creative Economy (Kemenparekraf) identified five super-priority destinations (DSPs), located in five different provinces. These DSPs include Lake Toba (North Sumatra), Borobudur (Central Java), Labuan Bajo (East Nusa Tenggara), Likupang (North Sulawesi), and Mandalika (West Nusa Tenggara) (Noname, 2022).

Among these five destinations, Labuan Bajo stands out due to its unique beauty and attractions. Situated on the southwestern tip of Flores Island, Labuan Bajo has rapidly transformed into a prime tourism destination in recent years (Ardin, 2022; Taris, 2022b). Its uniqueness lies in several features: it serves as the gateway to Komodo National Park, home to the rare Komodo dragon, the largest lizard species in the world; it boasts breathtaking underwater wonders, including diverse coral reefs, marine species, and the rare pink sand beach; and it offers mesmerizing landscapes with karst islands rising from the blue sea, as well as cultural richness exemplified by Wae Rebo, a traditional mountain village known for its cone-shaped houses (Ratman, 2016).

The rapid growth of Labuan Bajo's tourism industry has positioned it as a global highlight. However, behind this glittering reputation lies pressing issues that demand immediate attention. Uncontrolled tourism growth has triggered significant negative impacts, particularly on the environment (Simon et al., 2021). The rise in tourist numbers has led to an increase in waste, particularly plastic, polluting water channels and beaches, thereby threatening the integrity of its fragile marine ecosystem (Sukuryadi et al., 2021). Coral reefs, a masterpiece of underwater biodiversity, are also at risk due to harmful practices such as excessive boating activities and careless snorkeling or diving behaviors that damage these natural wonders.

Beyond environmental challenges, tourism growth in Labuan Bajo has also created economic disparities (Ridwan, 2017). The benefits of tourism tend to concentrate on resort owners and tour operators, while local communities often fail to experience substantial positive impacts. This imbalance highlights the need for a more inclusive and sustainable approach to tourism development (Moayerian et al., 2022; Sharpley & Telfer, 2002). Addressing these challenges requires implementing strict waste management policies, protecting coral reefs, and establishing programs that ensure economic benefits reach local communities. Education and environmental awareness must also play a central role. Tourists should be informed about the impact of their activities on the local environment and culture, while local communities should be empowered to participate in decision-making processes affecting their destination (Hussin et al., 2009; Sharpley, 2018).

Close collaboration between the government, tourism industry stakeholders, NGOs, and local communities is essential to achieve sustainability in Labuan Bajo. By working together to protect the environment, preserve local culture, and ensure fair economic distribution, Labuan Bajo can maintain its reputation as an exceptional tourism destination for current and future generations. A democratic approach is fundamental to addressing these challenges. Empowering local communities to actively participate in tourism development decision-making ensures that their valuable knowledge and rights are recognized and protected. Mechanisms such as public consultations, community discussions, and participatory



planning are essential for ensuring that tourism growth in Labuan Bajo benefits everyone equally. This approach must also focus on ensuring the fair distribution of economic benefits, promoting local job creation, community ownership of tourism enterprises, and royalty-sharing schemes.

To tackle critical issues effectively, specific strategies and solutions must be developed. These could include setting regulatory guidelines to promote sustainability, implementing training programs for local communities, and adopting responsible tourism practices. By embracing democratic, participatory, and equitable approaches, Labuan Bajo can continue to thrive as a premier tourism destination. Striking a balance between economic growth, environmental protection, and cultural sustainability is at the heart of this collective effort. Ultimately, engaging all stakeholders, from government officials to local residents, is crucial for preserving Labuan Bajo as an example of successful sustainable and inclusive tourism. Through collaborative efforts, Labuan Bajo can serve as a model for eco-friendly and socially just tourism, benefiting not only the present but also future generations.

## RESEARCH METHODS

The research in this journal employs a descriptive qualitative method. Data collection was conducted through a literature review, where information was gathered from various written sources such as journals, news articles, academic papers, tabloids, and online media. In addition to written sources, data was also obtained through video content, including news broadcasts on YouTube channels and documentary videos (Clark, 1998; Creswell & Creswell, 2018). The collected data was then analyzed in-depth and comprehensively using qualitative data analysis methods. The subjects of this research are individuals and groups directly involved in tourism issues in Labuan Bajo. These include local communities in Labuan Bajo, central and regional governments, the Labuan Bajo Flores Authority (BPOLBF), private institutions, and NGOs.

The objects of the research focus on aspects related to democracy, participation, and justice within the framework of network governance. The research is grounded in tourism theory by Kraft and Hunziker, which defines tourism as a social process involving interactions between humans, the natural environment, and cultural contexts. This theory emphasizes the significant role of the state in managing and developing tourism to align with the interests of local communities. Using Kraft and Hunziker's tourism theory, the research examines the interactions between policymakers and their impact on local communities within a democratic framework.

## RESULTS AND DISCUSSION

### 1. Labuan Bajo: Development and Challenges in Tourism Industry

Labuan Bajo is one of Indonesia's most popular tourist destinations, especially for nature and adventure enthusiasts. It offers a diverse range of attractions, from stunning natural landscapes to unique cultural experiences and extraordinary wildlife. The destination's popularity is evidenced by the increasing number of visitors, rising from 60,439 in 2021 to 158,817 in 2022. This growth reflects the government's commitment to developing Labuan Bajo as a premium tourist destination capable of competing with other global tourist hotspots. Several efforts have been made to achieve this goal, such as declaring Labuan Bajo as one of the five super-priority tourism destinations in Indonesia, establishing the Labuan Bajo Flores Authority (BPOLBF), allocating significant budgets for infrastructure development, and improving the quality of human resources involved in the tourism sector.

Moreover, the government has undertaken international promotional efforts to increase Labuan Bajo's appeal. Notable initiatives include integrating the destination into the 42nd ASEAN Summit, hosting the Labuan Bajo Maritime Festival 2023, and organizing the Asia International Water Week in 2023 (Adila et al., 2023). These efforts have successfully elevated Labuan Bajo's status as a highly sought-after destination. However, to further establish

Labuan Bajo as a premium destination, there remains a need to enhance the management quality of tourist sites, improve cleanliness and safety standards, elevate service quality for both domestic and international visitors, and raise local community awareness of environmental preservation.

Despite these developments, the tourism industry in Labuan Bajo still faces several challenges. One significant issue lies in its connectivity, particularly limited air and sea transportation. The high cost of airline tickets, due to limited flight routes and frequencies, and restricted airport capacities have hindered tourist accessibility. Similarly, insufficient maritime connectivity, including the lack of efficient ferry routes and limited port infrastructure, has restricted the flow of goods and people between islands, impacting both tourism and local economic activities. These issues significantly reduce the destination's accessibility for budget-conscious travelers, potentially causing a loss of market share in broader tourism segments.

Another major challenge is the lack of effective communication and coordination between the central government, local government, and BPOLBF. Disparities in perspectives, lack of synergy, conflicts of interest, and overlapping authorities have created barriers to the implementation of national priority programs. These issues highlight the need for more streamlined and unified decision-making processes to ensure the success of tourism development initiatives. Environmental sustainability and biodiversity preservation are also critical concerns in Labuan Bajo. The increasing number of tourists has led to various environmental challenges, such as rising waste production, pollution, ecosystem damage, and threats to the Komodo dragon population. The proliferation of plastic waste, air and water pollution, and unsustainable tourism practices like coral mining and destructive fishing have significantly harmed Labuan Bajo's delicate ecosystem. Collaborative efforts among stakeholders, including the government, local communities, NGOs, and tourism industries, are crucial to implementing sustainable tourism practices that balance ecological, economic, and social considerations.

Economic inequality among local communities is another pressing issue. Despite the economic benefits of tourism, many locals remain excluded from its advantages. Limited access to jobs, training, and capital has left many residents with low-level employment opportunities in the tourism sector. Furthermore, unequal distribution of income and lack of access to business opportunities in tourism have widened the economic gap, leaving many locals unable to enjoy the sector's prosperity. The disparity is further exacerbated by inadequate local infrastructure and public facilities. Although tourism has spurred economic growth, local infrastructure such as roads, clean water, and sanitation has struggled to keep up with the rising number of visitors. Many local residents also lack access to essential facilities, creating disparities in daily living conditions compared to tourists.

The growth of tourism has also brought about significant social changes in Labuan Bajo. Cultural shifts and changes in lifestyles have occurred as locals adapt to the demands and preferences of tourists, potentially threatening the preservation of their unique cultural identity. Demographic changes and social stratification have also emerged, creating divides between those directly involved in tourism and those who are not. Labuan Bajo's increasing dependence on tourism poses economic risks. Over-reliance on this sector makes the local economy vulnerable to market fluctuations and global crises. The lack of economic diversification further compounds this issue, limiting opportunities for residents to engage in other sectors and increasing the region's economic instability during downturns in tourism demand.

To address these challenges, a collaborative and comprehensive approach is necessary. This includes improving tourism management, fostering sustainable practices, strengthening infrastructure, and empowering local communities through education and entrepreneurship programs. By taking these steps, Labuan Bajo can not only overcome its

current challenges but also establish itself as a world-class tourism destination capable of sustaining long-term growth and development (Ardiansyah et al., 2023; Hanafi, 2022).

## 2. Democratic Approaches in Resolving Tourism Issues in Labuan Bajo

The democratic approach to addressing tourism-related issues in Labuan Bajo can be achieved by involving all relevant stakeholders, including the government, local communities, the tourism industry, and NGOs. This approach ensures that the development of tourism benefits all parties equitably and promotes sustainability. The government plays a crucial role in ensuring that tourism development in Labuan Bajo is sustainable and advantageous for all stakeholders. The government can achieve this by:

- a. Developing policies and regulations that support sustainable tourism.
- b. Building adequate tourism infrastructure and facilities.
- c. Enhancing tourism promotion for Labuan Bajo.

Furthermore, the government has already established the Labuan Bajo Flores Authority Executing Agency (BPOLBF) under the Ministry of Tourism and Creative Economy (Kemenparekraf). This agency, established by Presidential Regulation No. 32 of 2018, accelerates integrated tourism development across 11 coordinating districts and 400 hectares of tourism zones in the Bowosie Forest, West Manggarai Regency, East Nusa Tenggara. Local communities, as the most affected group by tourism development, must be actively involved in decision-making and program implementation. They can contribute by:

- a. Preserving environmental and biodiversity sustainability.
- b. Creating unique and attractive tourism products and services.
- c. Enhancing their understanding of tourism-related opportunities and impacts.

For instance, Kemenparekraf's Floratama Academy program offers incubation for MSME entrepreneurs through training, capacity building, and mentorship in 17 tourism sectors and 13 creative economy fields. Products like the signature sambal Kapten-Se'i Opa Rote exemplify successful outcomes of this initiative. The tourism industry is another vital actor in developing sustainable tourism in Labuan Bajo. The industry can collaborate with local communities to:

- a. Adopt sustainable tourism practices.
- b. Provide training and mentorship for local residents.
- c. Generate employment and business opportunities for the local population.

Collaborations like those between BPOLBF and the Bandung Institute of Technology (ITB) to enhance MSME marketing efforts, as well as initiatives to showcase Labuan Bajo-based businesses in major tourism fairs such as the Bali and Beyond Travel Fair (BBTF) 2023, highlight how partnerships can drive economic, social, and environmental benefits. NGOs serve as facilitators and mediators in fostering dialogue and cooperation between stakeholders. They can assist by:

- a. Raising awareness about the importance of sustainable tourism.
- b. Supporting local communities in accessing tourism opportunities.
- c. Monitoring the implementation of tourism-related policies and regulations.

Examples include NGOs like the Manggarai Barat Vocational Training Center (Balai Latihan Kerja Manggarai Barat), which provides youth training while advocating for the conservation of Bowosie Forest, and Trash Hero Komodo, which organizes eco-friendly waste cleanup initiatives with support from industry partners. The application of a democratic approach in Labuan Bajo includes the establishment of forums where all stakeholders can engage in dialogue about tourism challenges and solutions. Such forums provide platforms to address diverse interests and collectively design impactful solutions. For example, BPOLBF promotes local content development through initiatives like modern performances such as Animal Pop Komodo and cultural exhibitions like Tari Caci from Liang Ndara Village, as well as culinary highlights such as Manggarai-style nasi liwet and soto manggarai. Collaboration between the tourism industry and local communities fosters the development of sustainable

tourism products and services. These partnerships not only empower the community but also enrich the tourism offerings, benefiting both parties economically and socially. Examples include the creation of locally sourced tourism goods promoted at national tourism expos and the strengthening of cultural tourism assets through industry-community partnerships.

NGOs also play an advocacy role to safeguard local community interests during tourism development. Organizations like Komodo Water, which provide clean water for residents and visitors, also empower communities through life skills training and microenterprise development. This advocacy ensures that economic and environmental priorities align with the needs of residents. In conclusion, adopting a democratic approach to tourism development in Labuan Bajo ensures that sustainability and inclusivity are central to the region's progress. By engaging all stakeholders in a shared vision, Labuan Bajo can emerge as a model of sustainable tourism, offering equitable benefits to the local community, the environment, and the national economy.

### 3. Labuan Bajo Using Kraft and Hunziker's Theory

Using Kraft and Hunziker's tourism theory as a foundation, the development of tourism in Labuan Bajo can be critically analyzed through its interactions between policymakers and local communities within a democratic framework. Kraft and Hunziker define tourism as a social process involving interactions between humans, the natural environment, and cultural contexts, emphasizing the crucial role of the state in managing and developing tourism to align with the interests of local communities. In the case of Labuan Bajo, the region faces several challenges despite its rapid emergence as a global tourism hotspot. Environmental degradation, such as plastic pollution and coral reef damage, has resulted from uncontrolled tourism activities, threatening the fragile ecosystem and undermining the sustainable use of natural resources—a key tenet of Kraft and Hunziker's emphasis on balancing resource utilization and conservation. Additionally, economic disparities have emerged, as the benefits of tourism remain concentrated among resort owners and large operators, leaving local communities with limited access to substantial economic opportunities.

This issue highlights the lack of inclusivity in tourism development, contradicting the principles of equitable benefit distribution advocated by the theory. Further exacerbating the challenges are connectivity issues, including high transportation costs, limited flight routes, and insufficient maritime infrastructure, which restrict accessibility for budget-conscious travelers and hinder economic integration between islands. Cultural shifts and potential erosion of traditional identity also pose risks, as local communities adapt to the preferences and demands of tourists, potentially threatening the uniqueness of their heritage, which serves as one of Labuan Bajo's main attractions (Zhang et al., 2022).

Addressing these multifaceted challenges requires the application of democratic governance principles, as emphasized by Kraft and Hunziker. The active involvement of local communities is essential to ensure that their voices are heard and their interests safeguarded. Mechanisms such as public consultations, participatory planning, and the empowerment of local residents to develop unique tourism products and services can enhance inclusivity. For instance, programs like the Floratama Academy have facilitated micro-entrepreneurship training, enabling local businesses to thrive and participate in the tourism economy. Collaboration among stakeholders—including the government, tourism industry, and non-governmental organizations (NGOs)—is critical in ensuring sustainable tourism practices. NGOs play a vital role in bridging gaps between stakeholders, advocating for community rights, and raising awareness about environmental conservation.

Furthermore, government efforts, such as the establishment of the Labuan Bajo Flores Authority Executing Agency (BPOLBF), must be streamlined to avoid overlapping authorities and enhance coordination between central and local governments (Rosary, 2021). A sustainable approach to tourism development in Labuan Bajo necessitates regulatory frameworks that prioritize environmental preservation, responsible tourism practices, and

equitable economic opportunities. The implementation of strict waste management policies, coral reef conservation initiatives, and education campaigns for tourists and local communities is crucial to safeguarding the region's ecosystem. Infrastructure development, including improved transportation networks and public facilities, is also needed to enhance accessibility while ensuring that the local population benefits from tourism growth. Economic diversification beyond tourism is another critical strategy to reduce over-reliance on the sector, thereby mitigating vulnerabilities to market fluctuations and global crises. The democratic framework proposed by Kraft and Hunziker underscores the importance of fostering collaboration among all stakeholders to design solutions that balance ecological, economic, and social considerations.

Ultimately, Labuan Bajo's potential as a model for sustainable tourism lies in its ability to integrate democratic principles into its development strategies. Empowering local communities, protecting cultural heritage, and ensuring environmental sustainability must remain at the core of tourism policies. By addressing systemic challenges through participatory and inclusive approaches, Labuan Bajo can emerge as an exemplary destination that not only preserves its unique natural and cultural assets but also delivers equitable benefits to all stakeholders. Through such efforts, the region can achieve long-term sustainability, serving as a benchmark for other tourism destinations worldwide.

## CONCLUSION

Based on the comprehensive analysis of Labuan Bajo's tourism development, several conclusions can be drawn. First, while the destination's immense natural beauty and cultural richness have positioned it as a global tourism hotspot, rapid growth has brought challenges, including environmental degradation, economic inequality, and inadequate infrastructure. These issues underscore the importance of integrating sustainable practices to preserve the fragile ecosystem and cultural heritage that underpin Labuan Bajo's appeal. Adopting waste management systems, protecting coral reefs, and enhancing transportation connectivity are essential to address these pressing concerns.

Second, the application of a democratic approach is vital in ensuring inclusive and equitable tourism development in Labuan Bajo. By involving local communities in decision-making and fostering partnerships among government agencies, NGOs, and private stakeholders, the region can create a more participatory framework. Programs like entrepreneurship training and sustainable tourism campaigns exemplify the potential to empower local populations while addressing economic disparities. Such efforts also ensure that tourism growth benefits all parties involved and promotes long-term socio-economic stability.

Lastly, maintaining Labuan Bajo's status as a premier tourism destination requires a balance between economic growth, cultural preservation, and environmental sustainability. Through integrated planning, transparent governance, and inclusive participation, Labuan Bajo can serve as a model for eco-friendly tourism development. The collaboration of all stakeholders is crucial to safeguarding the region's natural and cultural assets for future generations. This approach not only enhances the destination's global reputation but also aligns with the broader objectives of sustainable and equitable tourism practices.

## ACKNOWLEDGEMENT

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## Evaluation of the Suitability of ASN Functional Positions Towards Law No. 5 of 2014 Concerning State Civil Apparatus: Case Study at the Marine and Fisheries Service of the Kepulauan Riau Province

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### ABSTRACT

The career development of functional officers within the Department of Marine Affairs and Fisheries (DKP) in Kepulauan Riau Province is essential to achieving a dynamic and professional civil service system. Functional positions, which are pivotal for enhancing public service efficiency, face challenges in terms of qualifications, training access, and performance evaluations. This study aims to assess the alignment of career development practices at DKP Kepulauan Riau with Indonesia's Law No. 5 of 2014 on the State Civil Apparatus. Using a qualitative descriptive method, primary data were gathered through interviews with functional officers, while secondary data included official organizational documents. The findings reveal that while career development aligns with the legal framework, significant challenges persist. Limited budgets restrict access to essential training and competency development programs, forcing many officers to self-finance their professional growth. Additionally, the absence of a provincial-level performance evaluation team delays the appraisal process, creating obstacles in career progression. Functional officers also face issues related to uneven staff distribution across regions and a lack of systematic institutional support for training and development. These factors hinder the optimization of their roles and responsibilities. This study concludes that addressing financial constraints, establishing a localized performance appraisal team, and implementing structured training programs are critical to improving career pathways for functional officers. By aligning career development strategies with organizational needs and providing adequate institutional support, DKP Kepulauan Riau can enhance its workforce's professionalism, contributing to sustainable maritime and fisheries management in the region.

Keyword: Career Development, State Civil Apparatus, Functional Positions



### INTRODUCTION

In addition to structural positions such as supervisors, administrators, and senior leadership, Civil Servants (PNS) in Indonesia may opt to develop their careers through functional positions. Functional positions are roles grouped based on specific functions and tasks related to the provision of services that require particular skills and expertise. According to the Regulation of the Minister for Administrative and Bureaucratic Reform of the Republic of Indonesia Number 8 of 2019, these positions are designed to streamline the bureaucracy



and support the enhancement of public service delivery. The core objective is to create a professional and dynamic bureaucracy capable of responding effectively to the demands of public service.

Job equality is one of the key strategies in simplifying the bureaucracy, aiming to increase efficiency and effectiveness in public administration. Candra and Amrizal (2022) argue that in order to achieve this goal, the bureaucratic structure must undergo simplification. This includes eliminating senior positions such as Echelon III, Echelon IV, and Echelon V, although some of these senior roles may need to be retained due to the continued need within specific government agencies (Permatasari & Ariani, 2021). By streamlining the bureaucracy, the government can foster a more responsive and efficient civil service structure.

In the context of the Department of Marine and Fisheries (DKP) in the Kepulauan Riau Province, the current composition of civil servants reveals a significant proportion of staff in functional positions. Out of a total of 99 employees, 32 are assigned to functional positions, representing approximately 32% of the workforce. This is contrasted with 35 structural positions, making up 35% of the staff, and 31 operational staff, accounting for about 31%. This distribution reflects the importance of functional positions as a means of professional development, fostering an expertise-based organizational structure, and promoting professionalism in public administration (Devi & Tarigan, 2022).

An observation and interviews conducted at the DKP Kepulauan Riau revealed that one of the challenges faced by employees in assuming functional positions is the requirement to possess specific certifications or qualifications obtained through specialized training (Wahida, 2019). However, only a small proportion of employees have the opportunity to participate in such training, and the financial constraints further limit access to these qualifications. This situation highlights the difficulties in career progression within the functional ranks, particularly for those unable to access the necessary training programs.

Moreover, many employees at the DKP Kepulauan Riau also encounter obstacles in the determination of their credit scores, a crucial aspect of career advancement in functional roles (Fahrani, 2020). The lack of assessment teams within the Kepulauan Riau Province means that employees are required to send their data to the Ministry of Marine Affairs and Fisheries or the respective supervising agency. Interviews with functional officers, including AS, ZF, and MY, confirmed the persistence of these administrative challenges. The rigid nature of the credit score assessment process, which demands strict adherence to standardized criteria, further exacerbates the difficulties employees face in obtaining recognition for their skills and qualifications (Candra, 2023).

The issue of credit score assessment also highlights the financial constraints faced by civil servants. In several cases, officials have had to use personal funds to meet the credit score requirements due to insufficient budget allocations from the government (Laila, 2023). This indicates a broader issue within the DKP Kepulauan Riau regarding the allocation of resources for the career development of its employees, particularly those in functional positions. Another challenge faced by the DKP Kepulauan Riau is the uneven distribution of staff across different regions. Currently, most of the staff are concentrated in the capital city of Tanjungpinang, leading to an imbalance in workload distribution. As revealed in interviews with functional officials MA, AD, and BM, this concentration of staff in one area hinders the efficient functioning of the department across the entire province. This lack of optimal placement further contributes to the difficulties experienced by functional officers in fulfilling their duties and advancing in their careers.

Previous research has explored various aspects of functional positions, such as the role of functional officers in achieving government goals (Satoto, 2022) and career development through rank alignment (Fitrianingrum et al., 2020). Additionally, Damanik (2023) examined proposals for functional positions within the education sector. However, none of these studies have specifically addressed the alignment of functional positions with the provisions outlined in Law No. 5 of 2014 concerning the State Civil Apparatus within the context of the Department

of Marine and Fisheries in Kepulauan Riau Province. This gap in research presents an opportunity to investigate whether the career development of functional employees at DKP Kepulauan Riau aligns with the legal frameworks established for public servants in Indonesia.

The purpose of this research is to assess whether the career development within functional positions at the DKP Kepulauan Riau adheres to the guidelines and provisions stipulated in Law No. 5 of 2014 concerning the State Civil Apparatus. By examining the alignment of career development strategies and practices within the department, this study seeks to provide insights into the challenges and opportunities that exist in the implementation of functional positions in regional government agencies. Ultimately, the findings of this research will serve as a basis for evaluating the effectiveness of functional positions and their role in fostering a professional, efficient, and equitable public service.

The results of this study are expected to offer valuable information for the management and policy-makers at the Department of Marine and Fisheries in Kepulauan Riau. By providing a comprehensive analysis of the functional position system and its alignment with national regulations, the research will contribute to the development of more effective and fair career progression pathways for civil servants. It is hoped that this study will offer recommendations for improving the implementation of functional positions and addressing the challenges identified, ultimately enhancing the performance and professionalism of the civil service in the Kepulauan Riau.

## RESEARCH METHODS

This study employs a qualitative research design with a descriptive approach, as outlined by Sugiyono in Siregar et al. (2024), and Candra et al. (2024), which emphasizes the importance of the researcher as the primary instrument in the study. The research results focus on the phenomena observed, highlighting specific insights rather than generalizations. The researcher aims to explore and explain the phenomena occurring in the region, particularly related to career development in the provincial Department of Marine Affairs and Fisheries (Dinas Kelautan dan Perikanan) of Kepulauan Riau. The data sources for this research are both primary and secondary. Primary data were obtained through direct interviews with respondents, while secondary data were collected through official documents, such as calculations, vision and mission statements, organizational structures, and governor's instructions.

The data collection techniques used in this study include semi-structured interviews and documentation techniques. Semi-structured interviews allow for an in-depth exploration of the participants' perspectives, while the documentation technique is used to gather essential documents and archives relevant to the research. As described by Saefullah et al. (2023), these methods are essential for gathering comprehensive and varied data. The study population comprises 32 civil servants holding functional positions, with a sample size of 7 individuals selected through purposive sampling. This sampling technique ensured that participants with diverse levels of expertise and roles were included, such as 1 individual at the First-Level with the position of Marine and Fisheries Quality Control Officer, 2 at the Middle-Young level as Fisheries Supervisors, 3 at the First-Level Skilled level as Fishing Production Managers, and 1 individual at the Young level as Marine and Coastal Ecosystem Manager.

For data processing, the study follows a systematic approach that includes data reduction, presentation, and conclusion drawing. The data reduction process involves organizing and condensing the collected information to focus on the most relevant aspects of the research. The data presentation stage enables the researcher to display the key findings in a coherent and structured manner. The conclusion drawing process involves interpreting the results based on the evidence collected. In terms of data analysis, the study utilizes descriptive analysis and employs source triangulation to ensure the validity and reliability of the data, as suggested by Pardian et al. (2024). Triangulation helps to cross-check the

consistency of information from different sources, ensuring a more comprehensive understanding of the research findings.

The study was conducted in the Department of Marine Affairs and Fisheries of the Kepulauan Riau Province, and its primary focus is on career development within the functional positions in this government agency. Key aspects of the research include evaluating the qualifications, competencies, performance assessments, and the needs of the government agency in relation to its personnel. By examining these factors, the study aims to provide valuable insights into how career development is structured and the challenges that exist within the functional positions of the Department. This will contribute to a better understanding of career progression strategies and the overall efficiency of the agency's workforce.

## RESULTS AND DISCUSSION

### 1. Organizational Development of the Maritime and Fisheries Office of Kepulauan Riau Province

The Maritime and Fisheries Office of the Kepulauan Riau Province (DKP Provinsi Kepulauan Riau) was established in 2004 following the formation of the Kepulauan Riau Province. Initially operating under the nomenclature of the Department of Agriculture and Mining, the department's role evolved as the provincial government redefined its organizational structure. This was formalized by Regional Regulation (Perda) No. 08/UN/KGKR/VII/2004, which established the office as part of the provincial government's reorganization efforts. In 2005, with the introduction of a new regulation (Regional Regulation No. 06/2005), the agency officially adopted the name "Maritime and Fisheries Office," reflecting its primary mandate to manage maritime and fisheries issues. This change marked the agency's formal alignment with the province's strategic goals of improving the welfare of local communities through sustainable maritime and fisheries management.

At its inception, the Maritime and Fisheries Office was headquartered in Batam, the temporary capital of the Kepulauan Riau Province. However, with the relocation of the provincial capital to Tanjungpinang in 2006, the office's operational base also moved, signifying the broader administrative shift in the provincial government. This relocation was not merely symbolic; it also affected the operations of various maritime services, including shipping and fisheries. Despite being a newly established agency with limited staff and office space, the Maritime and Fisheries Office managed to perform its duties effectively, demonstrating resilience in the face of infrastructural and human resource constraints. This early phase of the agency's existence laid the foundation for its growth and development in the subsequent years, adapting to the evolving needs of the province's maritime and fisheries sectors.

In 2017, the Provincial Governor of the Kepulauan Riau issued Regulation No. 64, which led to the establishment of three Technical Implementation Units (UPTD) under the Maritime and Fisheries Office. These units were specifically created to enhance the operational capacity of the office in line with its expanding responsibilities. The UPTDs include the Coastal Fishery Port Unit (BP3), the Marine and Fisheries Product Quality Testing Unit (BPMP2KP), and the Fish Seed Unit (BBI). The formation of these units was a strategic decision to decentralize certain operational tasks and improve service delivery, enabling the office to address the growing complexity of fisheries management, quality control, and fishery resource conservation. The establishment of these UPTDs reflects the government's recognition of the importance of specialized, localized efforts in managing the diverse challenges faced by the province's maritime and fisheries sectors.

Simultaneously, the Kepulauan Riau Province's government continued to expand the Maritime and Fisheries Office's administrative capacity by creating regional branches. According to Regional Regulation No. 75 of 2017, five new branch offices were formed, located

in Batam, Karimun, Natuna, Anambas, and Lingga. These branch offices serve as extensions of the provincial office, ensuring that the management of marine and fisheries resources is conducted at the grassroots level, closer to the communities directly impacted by these resources. This decentralized approach aims to enhance responsiveness to local needs, streamline decision-making, and improve coordination between the provincial office and local stakeholders, including fisherfolk, local governments, and other relevant entities.

The Maritime and Fisheries Office of the Kepulauan Riau Province is structured into several key divisions, each focusing on specific aspects of maritime and fisheries governance. These divisions include the Secretariat, the Marine and Coastal Protection and Control Division, the Aquaculture Division, the Capture Fisheries Division, and the Processing and Marketing Division, along with various service units and functional job groups. This organizational structure reflects the multifaceted nature of the office's responsibilities, which encompass a wide range of activities from coastal protection and fisheries management to market development and fish product quality assurance. The office is led by the Head of the Maritime and Fisheries Office, Dr. H.T.S. Arif Fadillah, who provides strategic oversight and leadership in driving the office's mission of promoting sustainable maritime and fisheries development in the province.

The establishment of the Maritime and Fisheries Office and its organizational evolution highlights the provincial government's recognition of the importance of the maritime and fisheries sectors in the Kepulauan Riau's economy. The strategic formation of technical units and regional branches demonstrates an adaptive governance model aimed at improving service delivery, enhancing local engagement, and ensuring that maritime and fisheries resources are managed effectively. However, the challenges faced during the initial years, such as limited staffing and infrastructure, underscore the importance of long-term investment in human resources and operational capacity to ensure the agency's sustainability. The decentralization efforts, while beneficial in terms of proximity to local communities, also pose challenges in terms of coordination and resource allocation across multiple offices. Therefore, continued efforts to streamline communication, optimize resource distribution, and ensure that each unit and branch operates within a coherent, well-structured framework will be essential for the office's continued success.

## 2. Career Development and Competency Challenges for Functional Officers at the Department of Marine Affairs and Fisheries Kepulauan Riau Province

The career development and competency challenges for functional officers at the Department of Marine Affairs and Fisheries in Kepulauan Riau Province stem from limited training opportunities, resource constraints, and geographical barriers due to its archipelagic nature. Additionally, rapid technological advancements, frequent policy changes, unclear career paths, and heavy workloads hinder their ability to enhance skills and adapt to evolving demands. These challenges are further compounded by high stakeholder expectations and limited collaboration opportunities, emphasizing the need for strategic capacity-building and better support systems to ensure professional growth and effectiveness in the sector.

- a. Qualification Requirements for Functional Officers; The qualification requirements set by the Department of Marine Affairs and Fisheries (DKP) of the Riau Islands Province (Kepri) vary according to the different levels of positions. These qualifications are essential to ensure that functional officers possess the necessary knowledge, skills, and expertise to perform their duties effectively. However, there are significant challenges related to meeting these qualifications due to limited budget allocations. As a result, the collection of essential data and information for enhancing the qualifications of functional officers is hindered. The need for specialized training programs and access to relevant resources requires considerable financial support, which is currently constrained by budget limitations. The insufficiency of budget hampers the effectiveness of qualification

programs, which could potentially impact the overall performance of the functional officers in fulfilling their tasks within the department.

- b. **Competency Development Challenges;** Competency development for functional officers in DKP Provinsi Kepri faces substantial barriers, primarily due to budget constraints. A significant portion of functional officers have not yet participated in basic functional training (diklat), which is crucial for their professional growth and the enhancement of their skills. This gap in training has emerged as a result of limited financial resources allocated to professional development programs. Consequently, many officers have had to fund their own participation in training, workshops, seminars, and other competency-building activities, which are often conducted online or organized by the central government. This reliance on personal funds for skill development places a heavy burden on the officers, and highlights the systemic issue of insufficient financial support for competency-building initiatives. A lack of structured and government-sponsored training further exacerbates the challenges of ensuring that officers are well-equipped to handle their roles efficiently.
- c. **Performance Appraisal System;** The performance evaluation of functional officers at DKP Provinsi Kepri is carried out by the Ministry of Marine Affairs and Fisheries, as the existing performance appraisal team is located at the national level rather than within the provincial department. The assessment process is based on several criteria, such as the completion of tasks, educational background, and professional experience in specific areas. The results of these evaluations are then communicated to DKP Provinsi Kepri in the form of a credit score evaluation sheet (PAK). While this system allows for a comprehensive assessment of the officers' performance, it also reveals the lack of a localized and immediate performance evaluation framework within the province. As a result, there is a delay in feedback, which may limit the timely identification of areas where functional officers need further support or development. Additionally, the absence of a performance evaluation team at the provincial level hinders the ability of the local department to address issues in real-time and to implement improvement measures promptly.
- d. **Institutional Support and Development Needs;** Although DKP Provinsi Kepri has undertaken some efforts in fostering the development of its functional officers, these initiatives have been sporadic and not systematically planned. This lack of a structured, long-term development strategy has led to suboptimal results in terms of increasing the competency of functional officers. It is evident that there is a need for continuous and structured development programs, particularly for the functional officers, which are supported by the institution in terms of budget allocations. Moreover, the current career development framework for functional officers is not entirely aligned with the evolving needs of DKP Provinsi Kepri. While some progress has been made, it is clear that the career development process is still far from being maximized. This is primarily due to the limited budget available for functional activities, as well as the lack of proper coordination and communication between the functional roles and the department's operational requirements.
- e. **Implementation of Career Development and Limitations;** Based on the findings, it can be concluded that the career development process at DKP Provinsi Kepri is in accordance with the guidelines outlined in Law No. 5 of 2014 concerning Civil Servants. However, the execution of this process has not been fully effective due to the persistent issue of limited financial resources. The inadequate funding has directly impacted the ability of functional officers to carry out essential fieldwork, such as data collection and research, which is crucial for their professional growth and the department's overall success. Furthermore, there remains a subset of functional officers who have not participated in essential functional training programs, thus hampering their ability to enhance their skills. The absence of a local Performance Credit Evaluation (PAK) team within the province further complicates the career development process. The lack of regular and structured training

sessions and performance evaluations points to significant gaps in the overall development strategy, which needs to be addressed to ensure more effective career progression for functional officers.

- f. Recommendations for Improved Development and Performance Evaluation; To address the challenges outlined, several recommendations can be made for DKP Provinsi Kepri. First and foremost, it is crucial to allocate a dedicated budget to support the training and development of functional officers. This would ensure that officers are adequately trained and equipped to handle their responsibilities effectively. Furthermore, the establishment of a local team for the Performance Credit Evaluation (PAK) should be prioritized to facilitate more timely and localized performance assessments. This would enable the department to provide immediate feedback and make necessary adjustments to improve the performance of its officers. In addition, DKP Provinsi Kepri should implement a structured and continuous professional development program, with regular training sessions, workshops, and seminars, to keep officers updated on the latest industry practices and standards. Finally, it is essential to foster better communication and coordination between functional roles and the department's operational requirements, ensuring that the career development of officers aligns with the evolving needs of the organization. By addressing these issues, DKP Provinsi Kepri can enhance the competency and performance of its functional officers, leading to better outcomes in the department's overall operations.

## CONCLUSION

The establishment and organizational development of the Maritime and Fisheries Office of Kepulauan Riau Province reflect a strategic effort by the provincial government to address the critical importance of maritime and fisheries sectors to the region's economy. Since its inception in 2004, the office has evolved structurally, adopting a decentralized model through the formation of technical implementation units (UPTD) and regional branch offices. This evolution has enhanced service delivery, localized resource management, and improved engagement with communities directly impacted by maritime and fisheries policies. Despite early challenges, such as limited staffing and infrastructure, the office has demonstrated resilience, gradually strengthening its administrative and operational capacity to meet the dynamic needs of the province's maritime sector. However, these efforts also underscore the necessity of continuous investment in human resources, infrastructure, and coordination mechanisms to ensure sustainable development.

The challenges faced by functional officers at DKP Provinsi Kepulauan Riau highlight significant gaps in career development and competency-building frameworks. Limited financial resources have constrained the department's ability to provide essential training and structured professional development programs. Many officers lack access to basic functional training and rely on personal funds to participate in competency-enhancing activities. Furthermore, the absence of a localized performance appraisal system delays feedback and limits the department's ability to address issues promptly. These challenges indicate the need for a more robust and systematic approach to career development, supported by adequate budget allocations, effective coordination, and the establishment of local performance evaluation mechanisms.

To enhance the effectiveness of DKP Provinsi Kepulauan Riau, it is imperative to address the current limitations in training, performance evaluation, and institutional support. Prioritizing a dedicated budget for professional development, establishing a local performance evaluation team, and implementing structured, continuous training programs are essential steps toward improving the competency and career progression of functional officers. Additionally, fostering better communication between functional roles and the department's operational requirements will align career development with organizational goals. By

addressing these systemic issues, the Maritime and Fisheries Office can strengthen its capacity to manage maritime and fisheries resources sustainably, contributing to the welfare and economic development of Kepulauan Riau Province.

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## Behavioral Intention of the Use of COVID-19 Governance Application: A Literature Review

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### ABSTRACT

The COVID-19 pandemic has had a profound impact on Indonesia, affecting not only public health but also socio-economic aspects of life. As part of its response to mitigate the spread of the virus, the Indonesian government introduced the PeduliLindungi application, which enables contact tracing and monitoring of COVID-19 cases through public participation. Despite its effectiveness in supporting policy decisions and reducing transmission rates, the application has faced criticism, particularly regarding potential privacy and human rights concerns. This study aims to analyze the behavioral intention of users to adopt the PeduliLindungi application using the Technology Acceptance Model (TAM) as a framework. The research employs a literature review approach, synthesizing findings from existing studies to identify key factors influencing user attitudes and intentions. Results indicate that perceived usefulness, perceived ease of use, and perceived risk are critical determinants of user attitudes. Furthermore, the study hypothesizes that user attitudes significantly influence behavioral intention, with trust in the application playing a reciprocal role. The findings highlight the importance of addressing user concerns, particularly regarding data security and privacy, to enhance adoption rates. This research contributes to the understanding of user behavior in adopting COVID-19 governance applications and provides a theoretical basis for future empirical studies. It concludes with recommendations for policymakers to ensure both the efficacy and ethical implementation of such technologies in public health crises.

Keyword: COVID-19 Governance, Application, TAM, Literature Review



### INTRODUCTION

The Coronavirus Disease (COVID-19) continues to be a significant concern in Indonesia, even after several years since its first outbreak. Although there have been indications of the pandemic slowing down, COVID-19 cases in Indonesia persist and have not been fully eradicated. As of May 4, 2022, data revealed that 6,047,491 people tested positive for the virus, with 5,884,325 recoveries and 156,321 fatalities. This situation remains far from normal and demands consistent, serious measures to mitigate its impacts. COVID-19 affects not only public health but also socio-economic conditions across the country. In response, the

Indonesian government has taken numerous strategic initiatives and implemented policies aimed at curbing the spread of the virus.

One of the key initiatives developed by the Indonesian government to control COVID-19 is the PeduliLindungi application. This digital platform serves as an information system designed to assist governmental agencies in tracking and managing the spread of the virus. PeduliLindungi relies heavily on public participation, encouraging individuals to share their location data when traveling. This feature enables contact tracing and facilitates the identification of potential exposure to confirmed COVID-19 cases. Moreover, the application provides notifications to users when they enter crowded areas or red zones, which are designated as regions with reported active COVID-19 cases or individuals under medical supervision.

The introduction of PeduliLindungi has proven to be a crucial tool in the fight against COVID-19 in Indonesia. Not only does the application help in reducing the transmission rate, but it also serves as a data-driven foundation for the government to make informed decisions and policies related to public health. However, the implementation of PeduliLindungi has not been without controversy. The application has attracted criticism from both domestic and international entities, raising concerns about privacy and data security. Specifically, the United States Government has flagged potential human rights issues related to its use.

In its 2021 Country Reports on Human Rights Practices, published on April 15, 2022, the U.S. Department of State highlighted the PeduliLindungi application. The report acknowledged the app's role in tracking COVID-19 cases and limiting public access to areas such as shopping malls through digital verification (Setiawan & Mahadiansar, 2019). However, the report also noted concerns raised by various non-governmental organizations regarding the security and handling of personal data collected through the application. Questions were raised about how the Indonesian government stores, manages, and utilizes the data from users. These concerns have sparked debates about the balance between public health safety and the protection of individual privacy and rights.

Despite these controversies, the PeduliLindungi application has continued to operate as a vital tool in Indonesia's pandemic response. It serves as an example of how digital solutions can contribute to public health efforts during global health emergencies. Nevertheless, the success of such applications depends significantly on their acceptance and sustained use by the public. The willingness of individuals to engage with the platform is influenced by various factors, particularly their level of trust in the system and the government managing it. Trust is a critical determinant of the intention to use technology-based applications like PeduliLindungi. Research indicates that trust and intention have a reciprocal relationship; trust can foster the intention to use, and, conversely, continued usage can enhance trust (Abdulkareem & Ramli, 2014; Abdulkareem & Ramli, 2022). In the context of PeduliLindungi, trust encompasses several dimensions, including confidence in the application's ability to secure personal data, transparency in how information is used, and the perceived reliability of the system.

Moreover, user trust in the PeduliLindungi application is influenced by broader perceptions of the Indonesian government's approach to managing the pandemic. Transparent communication, accountability, and consistent enforcement of policies play a crucial role in shaping public trust. These factors ultimately impact the effectiveness of PeduliLindungi as a digital tool to combat COVID-19. If trust is compromised, it may undermine the public's willingness to use the application and jeopardize its potential benefits. Given these dynamics, it becomes essential to explore the factors that influence trust and intention to use PeduliLindungi. Scientific research in this area can provide valuable insights into the relationship between trust, intention, and the long-term viability of internet-based applications for public health purposes. It also contributes to understanding the socio-technical challenges of implementing digital health solutions during global crises.

The case of PeduliLindungi underscores the importance of balancing public health imperatives with the protection of individual rights. While digital platforms can significantly

enhance the efficiency of pandemic responses, they must be designed and implemented in ways that respect privacy and ethical considerations. This balance is crucial not only for public acceptance but also for maintaining the credibility of government initiatives during times of crisis. This paper aims to examine the trust-related factors that influence the public's intention to use the PeduliLindungi application in Indonesia. By analyzing user perceptions, this study seeks to provide evidence-based recommendations for enhancing trust and ensuring the sustainability of digital health interventions. Understanding these dynamics is vital for leveraging technology to manage current and future public health challenges effectively.

## RESEARCH METHODS

This study employs a literature review methodology, focusing on examining existing research related to the behavioral intention of using the PeduliLindungi COVID-19 governance application. The literature review approach was selected to provide a comprehensive understanding of the topic by synthesizing relevant findings and theories from prior studies. By analyzing various peer-reviewed articles and reports, this method enables the exploration of the factors influencing user intention, as well as the challenges and benefits associated with the application. To establish a theoretical foundation, the Technology Acceptance Model (TAM) was utilized as a framework, emphasizing the constructs of perceived usefulness, perceived ease of use, and other relevant variables, such as perceived risk and attitude.

Data for this study were obtained from credible journal articles, conference proceedings, and government reports that discuss the use of PeduliLindungi and other related online applications in managing public health crises. The literature was carefully selected based on its relevance to the TAM framework and its focus on user behavior toward technology. Additionally, studies on e-government services and online application systems were incorporated to compare user acceptance factors across different technological contexts. This structured approach ensures that the findings are both theoretically grounded and applicable to the research objectives.

The analysis involved identifying and categorizing the relationships among TAM constructs and behavioral intention variables. Hypotheses were developed based on the synthesized findings, exploring the direct and indirect effects of perceived ease of use, perceived usefulness, and perceived risk on user attitudes and intention to use the application. By focusing on theoretical insights and empirical evidence, this research method supports the formulation of robust conclusions and highlights areas for further empirical testing to enhance the implementation and adoption of similar governance applications.

## RESULTS AND DISCUSSION

### 1. Technology Acceptance Model

The technology acceptance model (TAM) is a theory that originated in the discipline of psychology and is also widely used in business and management studies. Adapted from the theory of reasoned action (TRA), TAM was first developed by Davis (1989). TAM consists of two distinct constructs, perceived usefulness and perceived ease of use, which directly influence attitudes toward system use and indirectly influence actual use of the system (Davis, 1993; Yoserizal et al., 2023). The systems referred to here include various things, such as the internet, applications, information systems (IT), management systems, and online learning systems. The following is the definition of each construct in TAM:

- a. Perceived ease of use: the extent to which individual users feel that their use of the target system will be mentally and physically easy.
- b. Perceived usefulness: the extent to which individual users feel that their use of the target system will improve their work performance.
- c. Attitude towards using the target system: the extent to which individual users will value and relate their use of the target system to their job performance.
- d. Actual use: defined as a form of external psychomotor response measured by the actual

actions of individual users.

The causality of the four TAM components can be explained theoretically and empirically. Management information systems (MIS) research bases the success of actual system use on the frequency and intensity of system use (Davis, 1993). (Davis, 1993). Attitude measures the tendency to use the actual system. According to Davis (1993) when the causal relationship between attitude and usage is established, the antecedents or determinants of end-user attitudes toward the target system are not so difficult to examine. The antecedents mentioned refer to end users' perceptions of the ease and usefulness of the IT system. From the viewpoint of system design features (Davis, 1985), TAM identifies two important determinants of end-user attitudes toward technology: perceived ease of use and perceived usefulness. The causal relationship of perceived ease of use with perceived usefulness is corroborated by Hubona & Blanton (1996). They measured the predictive ability of perceived ease of use and perceived usefulness with three other variables: task accuracy, task latency (i.e., response time), and user confidence in decision quality; their findings indicated that perceived ease of use influenced the three outcome variables much more significantly than user perceived usefulness.

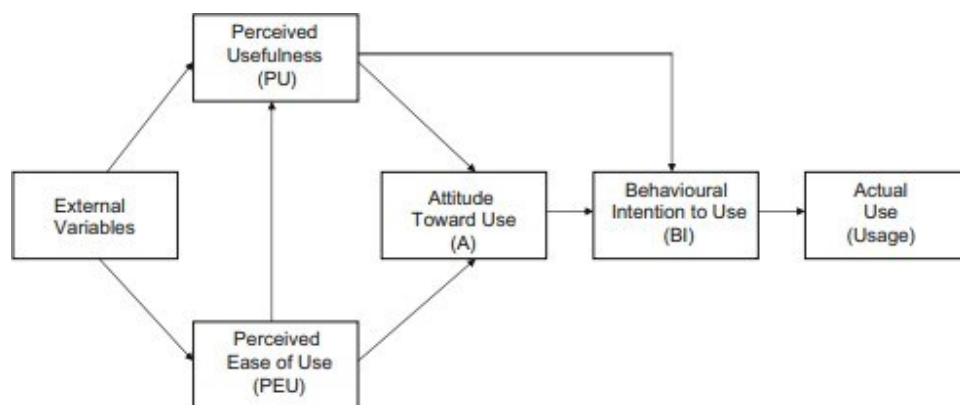


Figure 1. Technology Acceptance Model  
Source: Davis (1993, p. 476)

This study uses TAM as a theoretical basis for analyzing the intention to use COVID-19 governance applications for the following reasons (Pan et al., 2005):

- a. TAM has been adopted and used in settings using three main types of information systems: office automation tools, software development tools, and business application tools.
- b. TAM has been compared with other user acceptance models and theories. For example, theory of reasoned action (TRA) and theory of planned behavior (TPB).
- c. Some researchers have alternately used two variables: attitude towards system use and behavioral intention towards system use; some have examined both respectively.
- d. TAM has been adapted and extended in the literature, where different causal paths and new external variables are investigated. Frequency and intensity (or duration) are treated as two real variables or two subscales of actual system usage, which are outcome variables, in some relevant studies. Subjective Norm, a latent factor studied in TRA, is usually investigated in extended TAM studies.

## 2. Inter-variable Relationships and Hypothesis Development

Inter-variable Relationships and Hypothesis Development refers to the process of identifying and defining the relationships between the variables in a study and formulating hypotheses based on these relationships. In research models like the Technology Acceptance

Model (TAM) or other theoretical frameworks, this involves understanding how key variables interact with each other and predicting their causal or correlational relationships

- a. The Effect of Perceived Usefulness on Attitude; TAM suggests that perceived ease of use and perceived usefulness primarily determine users' perceptions and attitudes toward a technology. (Davis, 1989). Perceived usefulness refers to the extent to which users believe that a system or technology improves job performance. (Davis, 1989). This study focuses more on the performance enhancement aspect and rules out perceived ease of use in the research model, as some previous studies found that perceived ease of use often weakens the validity of user acceptance (Kwon et al., 2014; Park & Del Pobil, 2013). (Kwon et al., 2014; Park & Del Pobil, 2013). Accordance with the TAM framework and previous studies, this study proposes the following hypotheses: Hypothesis 1: Perceived usefulness has a positive effect on user attitudes
- b. The Effect of Perceived Ease of Use on Attitude; Perceived ease of use is defined as a fundamental predictor of TAM (Chen & Aklikokou, 2020). Perceived ease of use refers to the extent to which potential users of a particular system believe it to be free of effort. (Davis, 1989). Together with perceived usefulness, perceived ease of use is an important construct that plays a central role in the adoption process of a system (Davis, 1989). The importance of perceived ease of use in the adoption of information technology has been noted in several studies (Gefen & Straub, 2000). This construct has also been found to have a significant influence on perceived benefits (Alalwan et al., 2017; Chen & Aklikokou, 2017). (Alalwan et al., 2017; Chen & Aklikokou, 2020). Therefore, the next hypothesis can be structured as follows: Hypothesis 2: Perceived ease of use has a positive effect on user attitudes
- c. Effect of Perceived Risk on Attitude; Perceived risk refers to feelings of fear or uncertainty about using certain information systems/technologies due to anticipated outcomes (Slade et al., 2015). (Slade et al., 2015). In the perspective of online applications, perceived risk is citizens' belief that using an online application system will result in some form of loss. In addition, online applications must be accessed via the internet. Some users may feel hesitant to use these services due to the potential risks associated with the internet (Verkijika et al., 2015). (Verkijika & De Wet, 2018). Rana et al. (2015) argue that more than 80% of internet users are very anxious to disclose their personal information on the web. As a result, citizens' engagement with transactional online applications may be limited. Recent studies suggest that perceived risk has a significant relationship with individual attitudes. Individuals who perceive high risk are less likely to use online application services (Dwivedi et al., 2017). Previous empirical research supports a negative relationship between perceived risk and behavioral intention to use online applications (Zahid et al., 2017). (Zahid et al., 2022). Thus, the researcher formulates the direct relationship as follows: Hypothesis 3: Perceived risk has a negative effect on user attitudes
- d. The influence of Perceived Risk on Perceived Usefulness; Perceived risk has two dimensions: technology-based risk resulting from infrastructure and relational risk resulting from the behavior of service providers (Pavlou, 2003). Service providers may not behave in the required manner in terms of reliability, and they behave opportunistically by taking advantage of uncontrolled transactions. Moreover, there is always an inherent possibility of hacking a mobile app due to the security vulnerabilities associated with mobile app technology. This kind of technological and relational risk reduces users' trust in online applications, which in turn reduces the intention to use online applications. In addition, users will not find online apps useful when the perceived risk is high so they will prefer to use offline mechanisms or other traditional channels. There are several studies that show a significant relationship between perceived risk and intention to use (Gumussoy et al., 2014). (Gumussoy et al., 2018; Hanafizadeh et al., 2014). In this regard, the next hypothesis can be structured as follows: Hypothesis 4: Perceived risk negatively affects perceived usefulness

- e. The Effect of Perceived Ease of Use on Perceived Usefulness; TAM proposes a causal relationship between two key influential variables of internal beliefs namely, perceived usefulness and perceived ease of use. These two variables shape user attitudes and, thus, intention to use, which are good predictors of actual technology use (Davis et al., 1989). In the context of online applications, previous studies integrated TAM variables into a new model to investigate the determinants of public adoption of e-government services (Al-Hujran et al., 2015; Rana et al., 2015). However, the relative importance of perceived usefulness and perceived ease of use as antecedents of behavioral intentions is likely to be minimized in an environment that requires people to use online applications (Brown et al., 2008). Thus, the intention to use online applications is removed to fit the context of mandatory use. Furthermore, usage behavior has been replaced by user satisfaction as an important factor for the measurement of the success of online applications (Alkrajji, 2021). The next hypothesis is Hypothesis 5: Perceived ease of use has a positive effect on perceived usefulness
- f. The Influence of Attitude on Behavioral Intention; Individuals' behavior towards using online applications is influenced by their intention to use the application. The antecedents of intention to use are attitudes, subjective norms, perceived behavioral control, and beliefs derived from previous literature (Rana et al., 2015; Verkijika & De Wet, 2018). Attitude is well defined as "the extent to which a person has favorable or unfavorable evaluations or judgments of the behavior in question" (Ajzen, 1991). Attitude is considered an important factor in determining users' intention to use online applications. Individual attitudes can range from favorable to unfavorable, like-dislike and positive to negative. (Zahid et al., 2022). In the perspective of online application service adoption, individuals who have a favorable opinion of the online application service system are more likely to adopt it and vice versa. (Verkijika & De Wet, 2018). The influence of attitude on intention to use new technology has been theorized and validated by various studies (Al-Hujran et al., 2015; Zahid & Din, 2019). In addition, many studies have also validated the role of attitudes as a strong factor influencing intentions in online applications or e-government (Rana et al., 2015; Zahid et al., 2022). The researcher theorizes the relationship between attitude and intention as follows: Hypothesis 6: User attitude has a positive effect on their intention to use the application

### 3. Research Model TAM

The Technology Acceptance Model (TAM) is a framework used to study and explain how users come to accept and use a particular technology. Departing from the TAM theory, the relationship between variables, and the research hypotheses that have been compiled, the hypothetical model in this study can be described as follows:

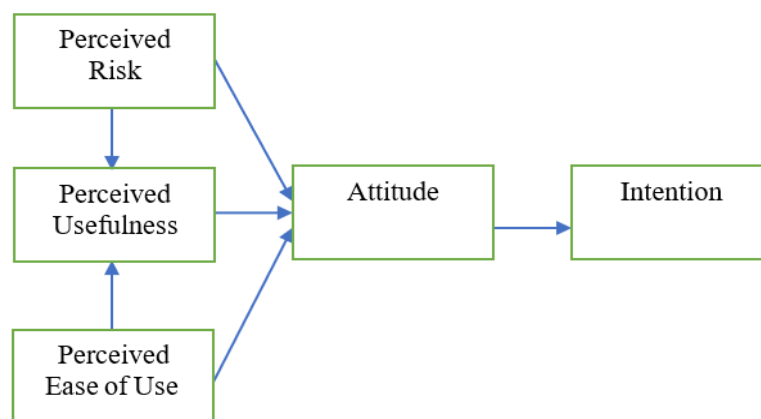


Figure 2. Research Model  
Source: Author, 2024

Figure 2 shows that this study has five latent variables, namely perceived usefulness, perceived ease of use, perceived risk, attitude, and intention. Of the 5 latent variables, there are three independent variables (perceived usefulness, perceived ease of use, perceived risk), one mediator variable (attitude), and one dependent variable (intention). From this structural model, five hypotheses have been proposed previously. These hypotheses will be further tested to confirm and extend TAM.

## CONCLUSION

The study highlights the critical role of user perception in the adoption of the PeduliLindungi application within the context of the COVID-19 pandemic in Indonesia. Using the Technology Acceptance Model (TAM) as a theoretical framework, the research identifies perceived usefulness, perceived ease of use, and perceived risk as significant factors influencing user attitudes. Perceived usefulness plays a dominant role in shaping attitudes, as users prioritize performance enhancement when adopting the application. Meanwhile, perceived ease of use supports user engagement by minimizing the effort required to interact with the platform. However, perceived risk, encompassing data security and privacy concerns, emerges as a major barrier to adoption, necessitating proactive measures to mitigate user apprehension and foster trust.

Trust, as a multifaceted construct, is central to users' behavioral intention toward adopting digital governance tools like PeduliLindungi. The study underscores the reciprocal relationship between trust and intention, where enhanced trust fosters greater adoption, and sustained usage reinforces trust. Factors such as transparent communication, accountability, and ethical data management practices are pivotal in building public confidence in the application. Furthermore, the study reveals that trust in the PeduliLindungi application is intricately linked to perceptions of the government's pandemic management strategies. As such, the success of digital health interventions extends beyond technological functionality to include the broader socio-political context in which they operate.

This research contributes to the broader discourse on technology adoption during global health crises by providing a nuanced understanding of the interplay between user perceptions, attitudes, and trust. The findings highlight the importance of addressing user concerns to enhance the effectiveness and sustainability of digital governance applications. Policymakers are recommended to implement robust data security measures, ensure ethical usage of collected information, and engage in transparent public communication to balance public health imperatives with individual rights. Future empirical studies are encouraged to validate these findings and explore additional factors influencing the adoption of e-governance tools in similar contexts.

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# Howlet's Multiple Streams Theory and Policy Innovaton: A Case Study of Digital Transformation in Indonesian Governance Post-Presidential Transition

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## ABSTRACT

Leadership transitions often present significant opportunities for policy innovation, especially in governance. This article explores the digital transformation within Indonesia's government following the presidential transition, using Howlett's Multiple Streams Theory as a framework. The theory, which examines the interaction of three streams problems, policies, and politics helps to understand how policy agendas are shaped and how windows of opportunity arise. The case study delves into how policy actors leverage these windows during governmental transitions to advance digital reforms. The research highlights the pivotal role of policy entrepreneurs and the combination of internal and external factors that influence policy decisions. Through a qualitative case study method, including in-depth interviews, document analysis, and participatory observations, the study reveals that the transition created a favorable political environment, which enhanced the adoption of digital policies. The findings indicate that the main challenges to digital reform include inter-agency coordination and infrastructure readiness, while the main opportunity lies in the strong political backing for digitalization. This paper concludes by emphasizing the critical role of policy entrepreneurs in aligning the three streams to ensure the success of digital transformation policies. The results offer valuable insights into how political changes can drive innovation in public policy, particularly in the context of digital governance.

Keyword: Multiple Streams Theory, Policy Innovation, Digital Transformation



## INTRODUCTION

The transition of national leadership is often accompanied by profound changes in governance structures and policy priorities, particularly in countries undergoing significant political shifts such as Indonesia. These transitions frequently lead to the formulation of new agendas and the introduction of progressive policy innovations (Farazmand, 2004). One of the key areas that has gained significant attention in recent years is digital transformation, which is increasingly viewed as a tool to enhance bureaucratic efficiency, increase public access to services, and streamline decision-making processes (Vial, 2021). For Indonesia, the introduction of digital transformation has become a central focus in modern governance (Kraus et al., 2021; Zaoui & Souissi, 2020). However, despite its potential to improve public sector

performance, the implementation of digital transformation faces several challenges, notably bureaucratic complexities and fluctuating political dynamics (Ramli et al., 2023). This article seeks to examine how these factors influence the process of policy innovation in the context of digital transformation within Indonesia's government.

A key question that arises in this context is how the changing leadership, particularly following presidential transitions, can create a policy window to accelerate the adoption of digital transformation in Indonesia. The Multiple Streams Theory, developed by Howlett and adapted from John W. Kingdon's original model, offers an effective lens to understand the policy process in such a dynamic political environment (Howlett, 2014; Howlett & Mukherjee, 2014). This theory posits that policy windows open when three stream problems, policies, and politics converge (Howlett, 2018; Zahariadis, 2019). In the case of Indonesia, the presidential transition provides a unique opportunity for the policy windows to open, especially in e-government and the digitalization of public services. This model will be used to analyze how the various streams interact, the role of policy entrepreneurs in driving policy change, and the factors that determine the success or failure of digital transformation in the new administration (Howlett, 2017).

The urgency of this issue is evident, as digital transformation in Indonesia's public sector has become a priority in response to the increasing need for improved governance. The efficiency of public service delivery is vital to Indonesia's economic growth and social development, making the digitalization of public services an essential policy goal (Ahmad et al., 2021; Lappi et al., 2019). However, the bureaucratic hurdles and political tensions that arise during leadership transitions often impede the swift implementation of such initiatives. By analyzing this specific policy challenge, this research highlights the critical role that leadership transitions play in either facilitating or hindering the implementation of progressive reforms, such as digital transformation. Therefore, understanding the dynamics at play is crucial for policymakers and scholars alike, as it offers valuable insights into the intersection of politics, policy, and governance.

In this article, the focus will be placed on the interplay between the three streams in Indonesia's context, particularly how the incoming government can seize the momentum of a presidential transition to implement digital transformation policies (Apriani et al., 2024; Marsela & Limbongan, 2021). The changing political landscape often alters the power dynamics within government institutions, which can either create a conducive environment for policy innovation or slow down the necessary reforms (Hinings et al., 2018). The role of policy entrepreneur's individuals or groups advocating for policy change becomes pivotal during such transitions. These actors often work strategically to align the problem, policy, and political streams, effectively opening policy windows that allow for innovation and the introduction of new reforms. By utilizing the Multiple Streams Theory, the article will explore how these policy entrepreneurs influence the trajectory of digital transformation in Indonesia.

The research will also explore the factors that contribute to the success or failure of digital transformation policies in Indonesia, particularly during the transitional government period. Key questions include: What are the political, bureaucratic, and institutional factors that impact the policymaking process during this period? How do political alignments, leadership styles, and institutional resistance influence the adoption of innovative policies? By answering these questions, the research aims to provide a deeper understanding of the barriers and enablers of digital transformation, shedding light on how governance can be modernized despite the challenges posed by political transitions.

To address these issues, the article will employ a combination of theoretical analysis and empirical case studies. This will allow for a nuanced exploration of how digital transformation policies have evolved in the face of leadership changes in Indonesia. Additionally, the article will examine the role of key stakeholders, such as government officials, political actors, and civil society, in shaping the policy agenda. By doing so, it will contribute

to the growing body of literature on public policy innovation, particularly in the context of leadership transitions and digital governance.

Article aims to offer new insights into the relationship between political transitions and policy innovation in Indonesia, with a particular focus on digital transformation within the public sector. By applying the Multiple Streams Theory to the case of Indonesia, the research will illuminate how the convergence of political, policy, and problem streams creates opportunities for policy entrepreneurs to drive innovation in government. Moreover, the findings will provide valuable lessons for other countries undergoing similar political shifts, highlighting the importance of leveraging policy windows to implement essential reforms. This contribution is not only relevant for Indonesia but also for the broader field of public policy, as it addresses the challenges of governance modernization in an increasingly digital world.

## RESEARCH METHOD

This study adopts a qualitative approach (Patton, 2014), utilizing the case study method, to explore the evolution of digital transformation policies in Indonesia following the presidential transition. The research focuses specifically on the implementation of e-government within the broader digital transformation agenda. This method allows for an in-depth investigation of the policy processes in a dynamic political and governmental environment. The data collection process is multifaceted, incorporating in-depth interviews with key policy actors such as government officials, politicians, and policy entrepreneurs who have been involved in shaping the digital transformation policies. Additionally, the study draws on document analysis, examining government policies, presidential speeches, relevant laws, regulations, and media reports that pertain to digital transformation in Indonesia. Participatory observation of seminars, policy discussions, and forums further enriches the data, providing real-time insights into the discourse surrounding digital reforms.

The data collected is analyzed using thematic analysis to identify recurring patterns and themes related to the interactions between the problem stream, policy stream, and political stream, as outlined in the Multiple Streams Theory (MST). This theoretical framework, initially developed by John W. Kingdon and later adapted by Michael Howlett, posits that public policy formulation occurs when these three streams converge at a critical moment, creating what is known as a "policy window." In the context of Indonesia's digital transformation, the problem stream is defined by challenges such as bureaucratic inefficiencies, limited access to public services, and a lack of transparency in governance. These issues have gained prominence in the wake of the presidential transition, where there has been growing public and governmental pressure for a more efficient administration. The policy stream, on the other hand, consists of proposed solutions or policy alternatives, with e-government emerging as a key policy response to address the challenges (Howlett & Ramesh, 2003; Janssen & Helbig, 2018). Experts, bureaucrats, and policy entrepreneurs play pivotal roles in advancing these policy alternatives onto the political agenda.

The political stream, as described by Howlett, pertains to changes in the political landscape, including shifts in party dynamics, public opinion, and political stability, which influence the feasibility of adopting specific policies. In Indonesia's case, the presidential transition brought about significant political changes that created new opportunities for reform. The rise of new political dynamics fostered a climate conducive to the introduction of innovative policies such as digital transformation. According to Howlett's interpretation of the MST, successful policy adoption occurs when these three streams converge, creating a window of opportunity that policy entrepreneurs can capitalize on. Policy entrepreneurs, including influential officials within relevant ministries, have seized this moment to drive the digital transformation agenda forward. By leveraging the Multiple Streams Theory, this research seeks to uncover how the confluence of political dynamics, public issues, and policy proposals

has facilitated the emergence of digital transformation policies in Indonesia, offering insights into the broader process of sustainable policy innovation in a changing political environment.

## RESULT AND DISCUSSION

### 1. Results of In-Depth Interviews

Interviews were conducted with ten primary policy actors, including government officials, politicians, and policy entrepreneurs. The interview questions concentrated on their roles in the formulation of digital transformation policies in Indonesia.

Table 1. Result View on Digital Transformation

Respondent	Position	View on Digital Transformation
R1	Ministry of Communication and Informatics Official	"Digital transformation is a top priority, especially to reduce slow bureaucracy. After the presidential transition, we gained momentum to accelerate e-government implementation."
R2	Member of the House of Representatives (DPR RI)	"Politics supports this initiative because the public wants change. We see an opportunity to push this agenda faster with the support of the new president."
R3	National Development Planning Agency (BAPPENAS) Official	"We have developed a roadmap for digital transformation. The challenge is how to mobilize resources and secure strong political support."
R4	Policy Entrepreneur (Academic)	"Our role as policy entrepreneurs is to bring together various stakeholders and advocate for the importance of digital transformation in various policy forums."
R5	Politician from the Governing Party	"The new president is very open to innovative ideas, making this the right moment to strengthen the digitalization agenda, especially for public services."
R6	Ministry of Home Affairs Official	"Inter-ministerial coordination is the main challenge. But with new leadership, there is stronger political will to create synergy."
R7	Head of Government Agency	"Digitalization is very helpful, but there are unresolved technical issues. The new government facilitates better collaboration among various agencies."
R8	Public Policy Expert	"We see a significant policy window for reform in this new era. However, the biggest challenge is how to maintain consistency in the long term."
R9	Policy Entrepreneur (Think Tank)	"The new government provides more open space for academics and research institutions to collaborate in policymaking related to digital transformation."
R10	Presidential Advisor	"The new president is very pro-technology, and this strengthens the digital transformation agenda. But we must also ensure that regulations support effective implementation."

Source: Author, 2024

The results of the in-depth interviews with key policy actors indicate strong political support for digital transformation in Indonesia, particularly under the leadership of the new president, who is pro-technology and open to innovative ideas. However, challenges remain, particularly in terms of inter-ministerial coordination and securing the necessary resources and political backing for effective implementation. Despite these hurdles, policy entrepreneurs, including academics and think tanks, play a crucial role in advocating for digital transformation and facilitating stakeholder collaboration. Overall, while technical and coordination challenges persist, there is a clear momentum toward accelerating digitalization, with increased opportunities for collaboration between government, academia, and research institutions.

Interaction Among Problems, Policies, and Politics in Digital Transformation Policy Innovation According to the Multiple Streams Theory, the interaction among the three primary streams—problem stream, policy stream, and political stream—plays a crucial role in determining whether policy innovations will be successfully adopted. In the context of Indonesia's government following the presidential transition, this study reveals a strong interaction among these three streams.

- a. **Problem Stream:** Interviews with government officials and document analysis indicate a clearly identified issue: bureaucratic inefficiency and limited access to public services. In presidential speeches and various policy documents, this issue has been highlighted as a primary concern, as the public and stakeholders demand more rapid and efficient changes. The new administration has explicitly acknowledged this problem, particularly in the context of modernizing the bureaucratic system.
- b. **Policy Stream:** Policy solutions in the form of digital transformation, particularly through the implementation of e-government, have been proposed as a response to bureaucratic inefficiency. Document analysis, such as Presidential Regulation No. 95/2018 concerning SPBE, shows that the government has established a legal framework for the implementation of this policy, and with strong political backing, this solution is increasingly being adopted. Respondents from BAPPENAS emphasized that the digital policy roadmap has been in place for several years, but new political momentum has accelerated its adoption.
- c. **Political Dynamics:** The transition of leadership in Indonesia has resulted in a new political configuration that is more conducive to digital transformation. Interview data from politicians indicate that the new president is a strong advocate for technology and digitalization, which has become a significant political factor in accelerating policy implementation. This political current creates opportunities for policy entrepreneurs to advance the digital transformation agenda at the national policy level.

The change in presidency has opened a policy window where three streams converge harmoniously. The new president brings a robust reform vision, while both the issues and policy solutions are well-defined and supported by stakeholders. This illustrates how the interplay between problems, policies, and politics facilitates innovative policymaking for digital transformation in Indonesia.

## 2. Analysis of Policy Documents

The document analysis within this study involves a comprehensive review of key presidential speeches, legislative texts, and government-issued policies that underpin the digital transformation agenda in Indonesia. Among the crucial documents examined is Presidential Regulation No. 95 of 2018, which establishes the legal framework for the implementation of the Electronic-Based Government System (SPBE). This regulation serves as the cornerstone for Indonesia's e-government initiative, setting clear guidelines for the digitization of government processes and the modernization of public service delivery. By analyzing this document, the study aims to understand how the regulation facilitates the structural and procedural shifts needed to advance e-government across the country.

In addition to the regulatory texts, the study also includes an analysis of the 2024 Presidential Speech, in which the new president has repeatedly emphasized the importance of digital transformation as a vital component of bureaucratic reform. These speeches reflect the president's vision for a more efficient, transparent, and responsive government through the adoption of digital technologies. The study explores how these addresses influence public perception, set political agendas, and mobilize support for the ongoing digital transformation efforts. The rhetorical strategies employed by the president and their alignment with broader governmental reforms offer valuable insights into the political dimension of digital policy development in Indonesia.

Furthermore, the analysis incorporates the Strategic Plan of the Ministry of Communication and Information Technology (2024-2029), a document that outlines the comprehensive roadmap for Indonesia's digital transformation. This plan articulates the strategic objectives, key initiatives, and specific targets for the development of digital infrastructure, capacity building, and the integration of digital technologies into public services. By examining this strategic plan, the study seeks to assess how the government envisions the future of digital transformation in Indonesia and the steps it intends to take to ensure successful implementation. The document serves as a critical policy tool for guiding and monitoring the progress of digital reforms, and its analysis provides crucial context for understanding the broader direction of e-government policies in Indonesia.

Table 2. Component Policy Documents Analysis

Document	Year	Main Content	Relevance
Presidential Regulation No. 95/2018	2018	Legal framework for the implementation of e-government.	Serves as the foundation for implementing digital transformation policies, especially in the government sector.
President's Speech at the DPR Plenary Session	2024	Emphasizes the importance of digital reform to accelerate public services and bureaucratic reform.	Provides policy direction to promote digital transformation across ministries and agencies.
Ministry of Communication Strategic Plan	2024	Roadmap for digital transformation in Indonesia, including digital infrastructure development and human resource enhancement.	Guidance for implementing digital transformation in both government and society.

Source: Author, 2024

The analysis of policy documents reveals a clear and structured approach to Indonesia's digital transformation agenda. Presidential Regulation No. 95/2018 provides the legal foundation for the e-government system, establishing key guidelines for digitizing government processes and modernizing public services. The 2024 Presidential Speech highlights the political commitment to digital reform as essential for bureaucratic efficiency and transparency, setting the tone for policy direction and garnering support for the digital transformation. Additionally, the Ministry of Communication and Information Technology's Strategic Plan (2024-2029) outlines a comprehensive roadmap, including infrastructure development and capacity building, to ensure the successful implementation of digital initiatives. Together, these documents form a cohesive framework that guides and shapes the future of digital governance in Indonesia.

### 3. Participatory Observation

The researcher participated in several seminars and discussions centered around digital transformation, which have been instrumental in highlighting the critical challenges and opportunities of implementing digitalization within government structures. One such event was the National Digital Policy Forum 2024, a significant gathering of policymakers and academics. This forum provided a platform for discussing the complexities involved in incorporating digital technologies into governmental operations. The conversations at the forum underscored the importance of cross-sector coordination in ensuring the successful implementation of digitalization strategies. It was emphasized that without effective collaboration between various governmental sectors, achieving the full potential of digital transformation remains a significant hurdle. The discussions also revealed how technology can be leveraged to enhance the efficiency of bureaucracy, suggesting that a well-structured digital policy could streamline public service delivery and improve overall governance.

Another important event the researcher attended was the E-Government and Digital Transformation Seminar, where various government officials shared insights into the ongoing efforts to incorporate digital technologies into public administration. It was highlighted that the current political climate, under new leadership, is more conducive to the adoption of technological innovations within the public sector. This development is viewed positively, as it signals a shift toward a more forward-thinking approach in government operations. The seminar discussions highlighted that the leadership's support for digital transformation initiatives has fostered a more favorable environment for such reforms. Moreover, the officials noted that digital tools are gradually being integrated into governmental processes, which is expected to result in more efficient and transparent public services.

Despite these promising developments, challenges persist in the implementation of digital transformation policies. One of the major obstacles identified during the seminar was the issue of inter-agency coordination. As different government agencies often operate with varying levels of digital capabilities and different priorities, achieving seamless collaboration for digital transformation remains a significant challenge. However, there is considerable optimism about overcoming these challenges. The prevailing belief is that the support from the new leadership will accelerate the reform process and pave the way for more integrated and efficient digitalization efforts across the government. This optimistic outlook is grounded in the recognition that strong leadership and inter-agency collaboration are essential for overcoming barriers to digital transformation and ensuring that the full benefits of technological innovations are realized in the public sector.

#### 4. The Role of Policy Entrepreneurs in Promoting Digital Transformation

Policy entrepreneurs play an essential role in advancing digital transformation by leveraging policy windows to accelerate the implementation of relevant policies (Fahmi & Arifianto, 2022; Lindgren et al., 2019). Through their strategic actions, policy entrepreneurs serve as critical intermediaries between issues, policies, and political actors, ensuring that digital transformation remains a prominent agenda in political discourse. These entrepreneurs, who may originate from government or academic sectors, have the expertise and networks to highlight the importance of digital transformation and its potential to drive national development. For example, academics from think tanks frequently contribute to policy discussions by publishing reports, participating in policy seminars, and engaging in forums that emphasize the necessity of embracing digital technologies. In doing so, they not only shape public understanding but also influence the direction of policymaking in favor of digital transformation.

One of the key functions of policy entrepreneurs is their ability to build coalitions among various stakeholders involved in the policy process. These stakeholders include government ministries, agencies, and legislative bodies, all of which are crucial in the decision-making and policy formulation stages. By facilitating collaboration between these groups, policy entrepreneurs help ensure that digital transformation becomes integrated into the national development agenda. Their efforts are particularly evident in policy forums where they push for the prioritization of technology-driven policies. These coalitions are instrumental in creating a shared vision for digital transformation, aligning the interests of key stakeholders, and providing a platform for coordinated action to implement technological innovations at a national scale.

Moreover, policy entrepreneurs are adept at exploiting windows of opportunity, a concept outlined by Kingdon and adapted by Howlett, which refers to the favorable political conditions that arise periodically to support significant policy change. Policy entrepreneurs are quick to recognize when political shifts, such as the election of a president who supports technological advancement, create a conducive environment for digital transformation. In these moments, policy entrepreneurs capitalize on the prevailing political climate to push for



the adoption of transformative policies. They are skilled in connecting pressing problems with feasible solutions, acting as catalysts that encourage political actors to commit to policy innovation. By seizing these moments of opportunity, policy entrepreneurs facilitate the rapid formulation and adoption of policies that drive digital transformation in response to national and global challenges.

#### 5. Factors Influencing the Success or Failure of Policy Innovation

The success or failure of digital transformation policies is heavily influenced by several critical factors, each of which plays a pivotal role in shaping the trajectory of these policies. One of the most influential factors is political support, particularly strong backing from key political figures such as a newly elected president. The alignment of the digital transformation agenda with the vision of the new administration is crucial for garnering the necessary political will to drive these policies forward (Morakanyane et al., 2013; Rêgo et al., 2022). Findings from interviews with politicians highlight that a favorable political constellation, which includes both executive and legislative support, can significantly enhance the chances of success for digital transformation initiatives. When political leaders demonstrate a clear commitment to the digital agenda, it encourages both public and private sector involvement, creating a favorable environment for policy adoption and implementation.

However, despite robust political backing, challenges in inter-agency coordination pose a significant obstacle to the successful implementation of digital transformation policies. Research findings suggest that while political support may be strong, the effectiveness of policy execution can be undermined by the lack of coordination among various ministries and government bodies. Several respondents from the Ministry of Home Affairs and other agencies noted that sectoral egos often hinder policy synchronization, making it difficult to achieve the comprehensive implementation of digitalization initiatives. This fragmentation in coordination creates inefficiencies, delays, and sometimes contradictory approaches to digital policy, thus impeding progress toward the overarching goals of digital transformation.

Infrastructure capacity is another key factor that influences the success of digital transformation policies. The readiness of digital infrastructure plays a central role in determining whether the government's digital initiatives can be effectively realized. An analysis of policy documents indicates that the government has outlined plans to enhance digital infrastructure in the 2024-2029 roadmap. However, the successful realization of these plans requires substantial time, resources, and effective management. If these critical infrastructure developments are not adequately addressed, the pace of digital transformation may be slowed, limiting the impact of digital policies. Thus, the interaction between political support, inter-agency coordination, and infrastructure readiness is critical to determining whether digital transformation can emerge as a successful policy innovation. A lack of synergy among these factors could lead to significant barriers, whereas their effective management offers the potential for transformative, impactful reforms.

#### CONCLUSION

This study examines the innovation of digital transformation policies within the Indonesian government following the presidential transition, utilizing the Multiple Streams Theory developed by Howlett. Through in-depth interviews, document analysis, and participatory observation, the research reveals that the interaction among problem, policy, and political streams generates momentum for accelerating digital transformation. The problem stream, characterized by bureaucratic inefficiencies and limited public access to digital services, has instigated a push for change. The policy stream is supported by existing regulations, such as Presidential Regulation No. 95/2018 concerning SPBE, which offers solutions to the identified issues. The political stream, particularly after the presidential change, has fostered strong political backing for this policy innovation. A significant policy

window has opened for policy entrepreneurs, who play a crucial role in advancing this agenda through cross-actor coalitions and strategic policymaking.

The success of this policy innovation is influenced by several key factors, including robust political support from the president, the capacity of digital infrastructure, and inter-agency coordination. The primary challenge in implementing this policy lies in ensuring synergy among stakeholders and technical readiness across various levels of government. Enhancing Inter-Agency Coordination: The government must address the challenges of inter-agency coordination to ensure that digital transformation policies are implemented effectively. This can be achieved by establishing dedicated coordination teams or improving more efficient cross-sector mechanisms. By considering these recommendations, digital transformation in Indonesia can serve as a significant catalyst for improving bureaucratic efficiency, increasing public access to services, and strengthening governance in this new era.

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## Georgia's Tbilisi Municipal Open Government Issues

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### ABSTRACT

The study addresses the importance of open government, particularly in Tbilisi, Georgia's capital, which is the only city in the country selected for the Open Government Partnership's Local Government Pilot Program. Open government is increasingly significant, with an emphasis on transparency, citizen participation, and governance reform. The paper aims to analyze the key issues surrounding Tbilisi's open government efforts, including citizen engagement, access to services, transparency, and collaboration. It highlights the challenges and potential areas of focus in improving governance. The research adopts a qualitative approach, utilizing bibliometric analysis to examine articles published from 2011 to 2024. Data is gathered from the Google Scholar database, and tools like Mendeley and VOSviewer are used for data selection and bibliometric mapping. The study reveals fluctuating interest in open government in Tbilisi, with 86 articles published on the topic. The key issues identified include challenges in governance, opportunities for improvement, and various topics like security, education, and policy reforms. New areas of interest include technology, smart governance, and digital information. The research concludes that Tbilisi is making notable strides in its open government initiatives, with a focus on citizen participation through platforms like Smart Map and participatory budgeting. Despite the fluctuating academic interest, Tbilisi's efforts are vital for local governance reform and could serve as a model for other cities.

Keyword: Open Government, Transparency, Civic Engagement



### INTRODUCTION

The term open government is not new, but various social contexts and advances in information technology have contributed to the way open government is conceptualized (K. T. Tai, 2021; Wirtz, Weyerer, & Rösch, 2019). The origins of open government can be traced back to the Greek Athenian codification of law, but the Visigothic Code of the Kingdom of Sweden is considered the beginning of modern open government initiatives that consider citizens right to information (Afandi, 2024; Moon, 2020). Open government is an interesting agenda promoted by many governments since the 2000s. Open government initiatives have been widely introduced not only in Western democracies but also in Asian and African countries (Gil-Garcia et al., 2020a; Prastya et al., 2021).

Open government has become an important strategy for administrative reform, prompting many countries around the world to design and implement initiatives related to

access to information, transparency, participation, and collaboration (Afandi et al., 2023; De Blasio & Selva, 2019; Gil-Garcia et al., 2020b). Many governments have expanded the concept of open government; for example, the Obama administration announced the Open Government Directive in 2009 and, together with South Africa, Brazil, the Philippines, Indonesia, the United Kingdom, Mexico, and Norway, took a leading role in founding the Open Government Partnership (OGP) in 2011, a multinational effort to promote open government worldwide (Moon, 2020; Schmidhuber & Hilgers, 2021).

The Open Government Partnership is based on the idea that open government is more accessible, more responsive, and more accountable to citizens, and that improving the relationship between citizens and government has long-term and exponential benefits for all (Ruijter & Meijer, 2020; K.-T. Tai, 2021). The partnership focuses on the policy areas of anti-corruption and integrity, beneficial ownership, open contracting, civic space, freedom of assembly, freedom of association, freedom of expression, digital governance, environment and climate, extractive industries, fiscal openness, inclusion, people with disabilities, youth, justice, land and spatial planning, open parliaments, public service delivery, education, health, water and sanitation, and right to information (Afandi et al., 2024; Gao et al., 2021; Ingrams, 2020; Ruijter et al., 2020).

OGP is a broad partnership that includes members at both the national and local levels. Currently, 73 countries and 110 local governments are members of OGP. Being part of a local OGP provides benefits to encourage open reforms that have become part of the vision and mission of every local government to achieve levels of accountability, responsiveness, inclusiveness, and transparency (Ingrams et al., 2020). Through membership in this global community, every local government can obtain new information on the implementation of open government, as well as being able to share views, experiences, and resources to achieve the principles of open government (Wirtz, Weyerer, & Sch, 2019).

The Open Government Partnership has launched the Local Government Pilot Program, recognizing that much open government innovation and reform is happening at the local level where governments can engage more directly with citizens and deliver many important public services. The local governments involved in the program are Austin, Basque Country, Buenos Aires, Elgeyo Marakwet, Jalisco, Kaduna State, La Libertad, Sao Paulo, Sekondi-Takoradi, Seoul, South Cotabato, Paris, Madrid, Scotland, and Tbilisi.

Tbilisi is Georgia's capital and most populated city, accounting for about a third of the country's total population. Tbilisi is one of five Georgian cities that have their own self-governing bodies. Tbilisi plays a key role in Georgia's open government efforts. It is the only city selected for the OGP program. Local governments in Georgia that are members of the OGP include Tbilisi, Akhaltsikhe, Khoni, Kutaisi, Ozurgeti, and Rustavi. Tbilisi has made eight open government commitments, including: Smart Map civic activity portal; participatory budgeting; access to services and civic engagement; transparent governance; city hall transparency; introduction of petition system to Tbilisi city hall; interactive accessibility to budget expenditures and introduction of civil control mechanisms; and introduction of civil control mechanisms and accessibility to city services. This research aims to analyze the main issues of local open government in Tbilisi.

The urgency of this research lies in the increasing importance of open government at the local level, particularly in cities like Tbilisi, which play a crucial role in shaping the broader national governance landscape. Open government initiatives, such as those promoted by the Open Government Partnership (OGP), emphasize transparency, accountability, and citizen participation in governance, all of which are fundamental for enhancing democratic processes and improving public service delivery. By examining Tbilisi's local open government commitments, this study will contribute to understanding the practical implementation of these ideals in a specific urban context. Moreover, as the capital city of Georgia, Tbilisi's actions have the potential to set a precedent for other municipalities, making the findings of this research particularly relevant for local government reform both within Georgia and in

other countries seeking to implement similar reforms.

Additionally, the research addresses a gap in understanding how local governments, especially in non-Western contexts like Georgia, can effectively engage citizens and promote inclusivity through open government mechanisms. Despite the global spread of open government initiatives, much of the academic and policy focus remains on national-level efforts, with fewer studies exploring the localized challenges and opportunities. Tbilisi, as a key member of the OGP, offers a unique case study to explore the nuances of implementing open government at the municipal level, particularly in a post-Soviet context. This research is timely, as local governments worldwide are increasingly expected to adopt open government principles to foster trust and strengthen democratic governance.

## RESEARCH METHOD

The research employs a qualitative approach combined with bibliometric analysis to explore the key issues of open government in Tbilisi (Donthu et al., 2021; Moral-Muñoz et al., 2020). The qualitative approach allows for an in-depth understanding of the subject matter by interpreting the various dimensions of open government practices, while the bibliometric analysis provides a structured way to analyze the trends, patterns, and focus areas on the existing literature (Gaviria-Marin et al., 2019; Kulsum et al., 2022). The bibliometric method is particularly useful in identifying the volume and thematic evolution of research publications related to the open government in Tbilisi, offering insights into the scope and development of the topic over time.

Data for this study was gathered from the Google Scholar database using the Publish or Perish software, with keywords such as "Tbilisi information access," "Tbilisi transparency," "Tbilisi participation," and "Tbilisi collaboration" (Gil-Garcia et al., 2020b). The chosen keywords are directly linked to the main principles of open government and served as a foundation for selecting relevant articles from 2011 to 2024. These articles were then exported in RIS format and organized using Mendeley, a reference management tool, to ensure proper categorization and selection. The selection process was rigorous, focusing on articles that aligned with the central themes of open government, such as citizen participation, transparency, and collaborative governance.

To analyze the bibliometric data, the study employed VOSviewer, a software tool for constructing and visualizing bibliometric maps. The software was used to create network visualizations that depict the relationships between different topics within the open government literature related to Tbilisi. These visualizations provide a clear picture of the dominant themes, the connections between them, and the evolution of specific areas of research. Through this method, the study was able to identify not only the most prevalent research topics but also emerging trends in the field, such as the integration of technology and smart governance into open government practices in Tbilisi.

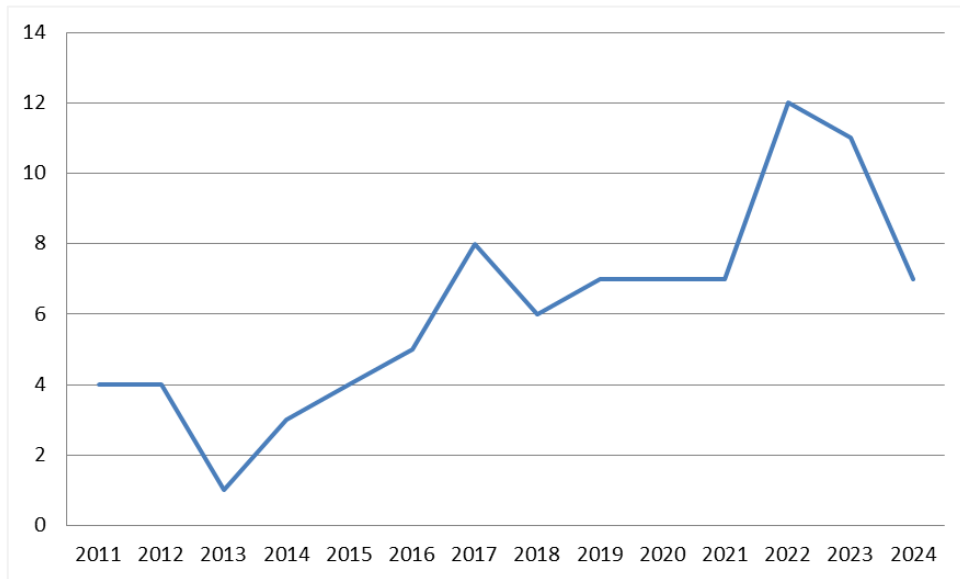
## RESULT AND DISCUSSION

### 1. Publication Trends in Tbilisi Open Government Studies (2011-2024)

There were eighty-six relevant articles published in the period 2011-2024. Four articles each were published in 2011, 2012, and 2015; one article in 2013; three articles in 2014; five articles in 2016; eight articles in 2017; six articles in 2018; seven articles each in 2019, 2020, and 2021; twelve articles in 2022; eleven articles in 2023; and seven articles in 2024 (see Graph 1). This trend shows that despite Tbilisi being part of OGP and selected for the Local Government Pilot Program, the region's open government studies are fluctuating and not very popular. This is certainly not in line with Tbilisi's efforts to be more open, and Tbilisi badly needs support in the form of strategic studies produced by scholars.

This trend indicates that despite Tbilisi's involvement in the Open Government Partnership (OGP) and its selection for the Local Government Pilot Program, there has been a fluctuating and inconsistent interest in researching its open government initiatives. The

uneven publication pattern, with some years seeing very few articles and others more, suggests that the academic community has not fully embraced or prioritized open government studies in Tbilisi.



Graph 1. Publication trends  
Source: Processed by the Author, 2024

Network visualization (see Figure 1) displays the relationships between topics. No duplicate topics are displayed in this visualization. Identical topics that appear in many articles are counted as a single topic. This visualization represents topics with circles. The size of the circle is determined by its respective weight. The more frequently a topic appears, the larger the resulting circle size will be. The lines between topics represent links, while the location of each topic indicates the closeness of the relationship.

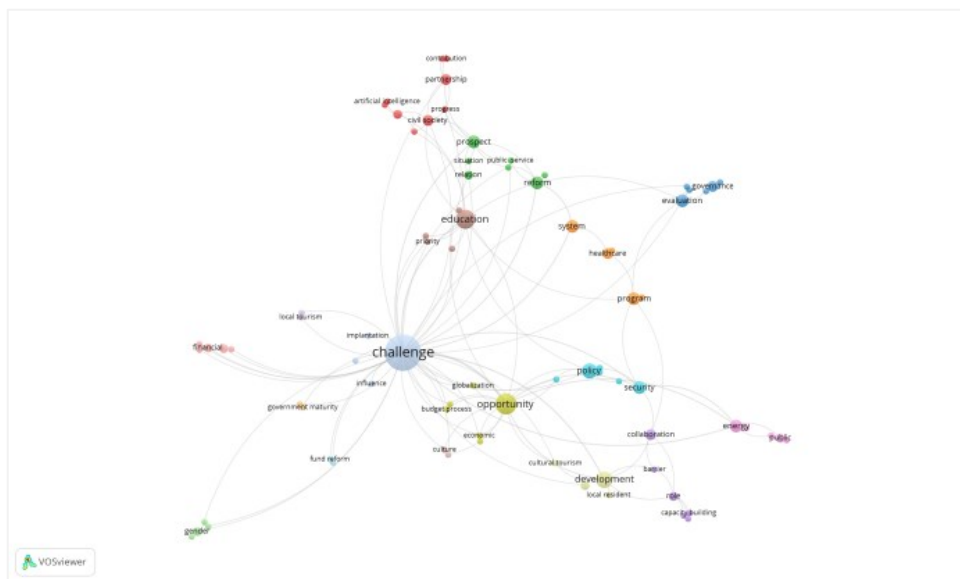


Figure 1. Network visualization  
Source: Processed by the Author, 2024

There are 80 topics (see Table 1) and 368 total link strengths in the Tbilisi open government study. Challenge (67 total link strengths); opportunity (29 total link strengths);

education (15 total link strengths); development (12 total link strengths); prospect (11 total link strengths); security (10 total link strengths); energy (9 total link strengths); policy (8 total link strengths); reform (8 total link strengths); civil society (7 total link strengths); evaluation (7 total link strengths); partnership (7 total link strengths); and program (6 total link strengths) are the dominant topics. These topics are the main focus of the Tbilisi open government study.

Tbilisi open government is dominated by studies on the challenges of implementing open government in Tbilisi, opportunities for implementing open government in Tbilisi, Tbilisi's open government policy in the education sector, development of open government in Tbilisi, prospects of open government in Tbilisi, data security in Tbilisi, Tbilisi's open government policy in the energy sector, Tbilisi's policies in the open government sector, open government reform in Tbilisi, the role of civil society in Tbilisi, evaluation of open government policy in Tbilisi, Tbilisi's partnership in open government, and Tbilisi's programs in open government.

Table 1. Topics List open government in Tbilisi

No	Items	No	Items	No	Items	No	Items
1	Challenge	21	Governance	41	Public health	61	Local tourism
2	Opportunity	22	Political constraint	42	Regional economic	62	Policy prospect
3	Education	23	Progress	43	Reporting	63	Population
4	Development	24	Public service	44	Rural development	64	Situation
5	Prospect	25	Relation	45	Self-governance	65	Smart governance
6	Security	26	Agricultural sector	46	Standard	66	Spatial
7	Energy	27	Barrier	47	Support	67	Strategy
8	Policy	28	Budget process	48	Tourism	68	Technology
9	Reform	29	Capacity building	49	Adherence	69	Youth attitude
10	Civil society	30	Cultural tourism	50	Artificial intelligence	70	Audit
11	Evaluation	31	Culture	51	Contribution	71	Communication
12	Partnership	32	Economic	52	Democracy	72	Cooperation
13	Program	33	Educational policy	53	Digital information	73	Implantation
14	Role	34	Equality	54	Disinformation	74	Influence
15	Collaboration	35	Green economy	55	Fund reform	75	Local resident
16	Integration	36	Healthcare	56	Globalization	76	Organization
17	System	37	Mediation	57	Government maturity	77	Participatory budgeting
18	Financial	38	Multifacility	58	Health system	78	Public awareness
19	Gender	39	Priority	59	Inclusive	79	Public participation
20	Challenge	40	Public	60	Information	80	Sustainable development

Source: Processed by the Author, 2024

The topics of Tbilisi open government studies are very broad, not only focusing on open government in general but more specifically on certain topics, including: Tbilisi open government policy in the education sector, data security, Tbilisi open government policy in the energy sector, Tbilisi open government policy in the agricultural sector, Tbilisi open government policy in the cultural sector, Tbilisi open government policy in the tourism sector, Tbilisi open government policy in the green economy sector, Tbilisi open government policy



in the health sector, and Tbilisi open government policy in the gender sector. This fairly broad Tbilisi open government study contributes to Tbilisi's efforts to implement their open government.

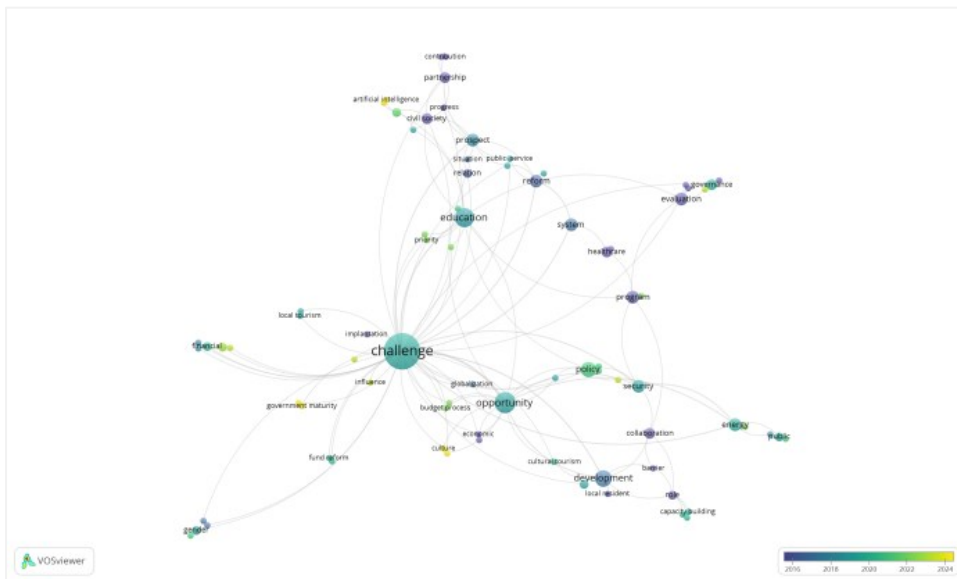


Figure 2. Overlay visualization  
 Source: Processed by the Author, 2024

The overlay visualization (see Figure 2) is identical to the network visualization, except for the colors. In this visualization, the colors range from blue (lowest score) to yellow (highest score). Current topics of interest in the Tbilisi open government study include: technology, artificial intelligence, smart governance, government maturity, culture, tourism, digital information, health system, integration, public health, priority, green economics, participatory budgeting, budget processes, and self-governance. These topics allow for potential future studies of Tbilisi open government. In general, these topics focus on the application of information and communication technology in Tbilisi's open government. Specifically, these studies are more focused on certain areas such as culture, tourism, health systems, public health, the green economy, participatory budgeting, and the budgeting process.

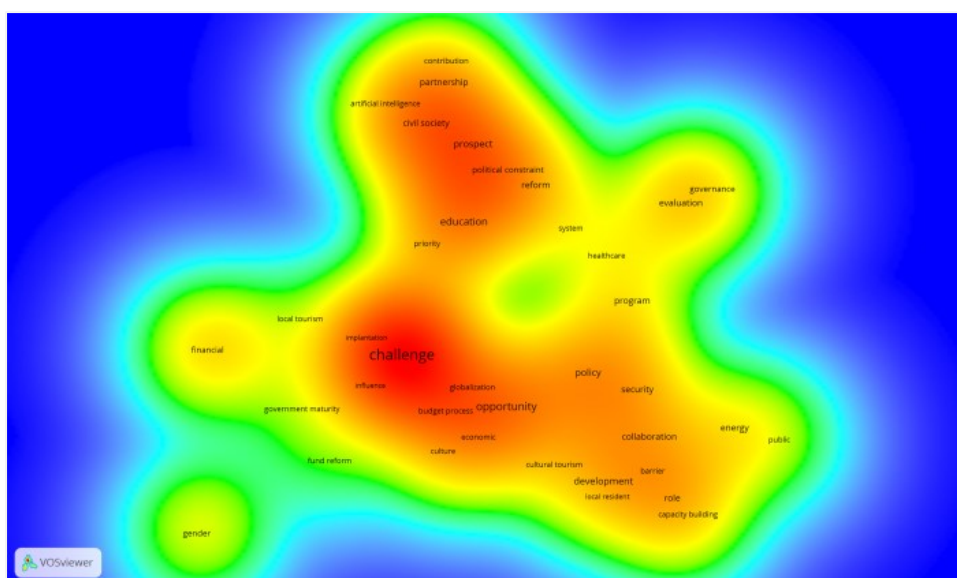


Figure 3. Density visualization  
 Source: Processed by the Author, 2024

Topics that are outside the main cluster (see Figure 3) allow for potential studies of Tbilisi's open government, including: reporting, standard, financial, inclusive, fund reform, population, agricultural sector, equality, gender, and women's role. Identical to overlay visualization, the above topics are closely related to information and communication technology in Tbilisi's open government. These topics are not closely integrated with the main topics of Tbilisi's open government, making it interesting and important to be able to contribute to Tbilisi in supporting their efforts to be more open.

## 2. Addressing Unregulated Urban Construction Projects through SMART MAP

Tbilisi is focusing on their five main open government commitments, including: First, multi-profile mechanism of open government and civic participation-Information and Civic Activities Portal "SMART MAP". SMART MAP includes an e-portal and uses as the basis the interactive map of Tbilisi. It utilizes from the base, diversifies, and radically changes the interactive maps of Tbilisi, the possibilities, and the purpose of their use. It not only creates on the map additional cover zones but also connects them to a number of functions that convert the standard e-map into the so-called "SMART MAP", a multi-profile mechanism for civic engagement-Information and Civic Activity Portal "SMART MAP". It is important that each functionality that is described and falls under the "SMART MAP" portal is a part of the unified portal and is not scattered in various portals and electronic means.

Unregulated urban construction projects are important issues in Tbilisi. Although these projects can affect the living environment in Tbilisi, residents currently have limited access to relevant information and are often not involved in the decision-making processes. This commitment is carried forward from the first action plan with slight modifications that focus on addressing specific urban issues, such as outdoor lighting, clearing services, and phytosanitary activities. Considering the importance of urban projects to Tbilisi residents, this commitment aims to create an electronic mechanism to provide citizens with relevant information about processes regarding their living environment.

This information was previously not available on a unified platform. SMART MAP will also comprise Fix-Tbilisi and Tbilisi Forum, which are platforms on which citizens can submit appeals and discuss issues with each other. Based on territorial marking on an interactive Tbilisi map, residents will be able to obtain information regarding any infrastructure projects and green cover cutting and planting by Tbilisi City Hall or its subordinate agencies at any stage. The commitment also aims to increase civic participation in the decision-making processes through the Fix-Tbilisi portal's integration into the SMART MAP.

SMART MAP entails an obligation by the Tbilisi City Hall to respond to citizens' issues reported through Fix-Tbilisi and develop more adequate and evidence-based services and projects based on the feedback. Though Tbilisi Forum will also allow space for discussions, there will be no formal obligation for City Hall to take these inputs into account. Relevant legal obligations for City Hall to respond to citizens through SMART MAP are yet to be determined. However, the commitment indicates that all responses and citizen-submitted problems will be publicly displayed. For these reasons, the commitment is relevant to the OGP values of civic participation and public accountability and furthers access to information.

The commitment consists of specific milestones to verify its degree of completion. If fully completed, the platform will stand as a unified source of information, which will make it easier for citizens to obtain information, provide feedback to City Hall, and engage in online discussions. In terms of improving government practice, City Hall's obligation to respond to and address citizen-identified problems submitted through SMART MAP within specific time frames can improve government practice.

## 3. Implementation of a budget participatory planning mechanism.

An integrated electronic platform will be created alongside other electronic applications, enabling Tbilisi residents to rate in a visually presented thematic budget each

thematic priority and, thus, easily reconfigure the priorities in different sequences. Citizens will also be able to see sub-topics of each priority and will also have access to information about how the budgets of the previous year were allocated, or which distribution of the priorities was supported by the population, and what was the distribution in Tbilisi or separately taken municipalities or districts. The program automatically generates the average weighted outcome from the selected priorities. This outcome will be mandatory at any stage of the drafting and approval of the budget. The Tbilisi Forum will give the possibility to leave comments on the Tbilisi Forum and present viewpoints directly to City Hall. In addition, it will be possible to interactively conduct different types of statistics (budget, year, territories, voting characteristics, etc.).

#### 4. Deadline and Procedures for Participatory Budgeting in Tbilisi

Deadlines and procedures will be established regarding when the platform will open for voting, when it will close, and at what stage, within the framework of the government procedures of budget formation and correction processes, the consideration of the weighted budget drafted by the society will take place, and a brief explanation about the comparison result of the finally approved budget will be published. The requirement and format for informing and interviewing the public, including engagement of people with disabilities and other target groups, will also be established.

Participatory budgeting is important for Georgia within the EU Association Agreement and for introducing good governance practices to the country. Georgia ranks among the top five countries in the world, according to budgeting transparency. However, according to the Local Self-Government Index, most Georgian municipalities lack citizen participation during budget planning processes, and IDFI assesses the country to be at an early stage of evidence-based policy development. Currently, the Tbilisi budget planning process is a prerogative of City Hall, with the Tbilisi Assembly Committees providing comments and recommendations on City Hall's draft budget until the Assembly's final approval. While the City Assembly meetings to discuss the budget are open to the public, public interest is usually low. Tbilisi's budget for previous years is published on the municipality website, but currently no participatory mechanisms exist, and citizens lack access to the budget planning processes.

As a result, Tbilisi City Hall has committed to introducing an electronic participatory budgeting mechanism for citizens to rate budget priority areas. Following public voting, the program will generate a weighted average to determine the budget priorities. This commitment also foresees the development of relevant documents formalizing processes for City Hall to consider the weighted budget and provide official feedback on the final budget. The newly developed electronic mechanism will not only allow citizens to provide inputs on budgeting but also to gain easier access to information on budget distribution and planning processes. It will also explain through an electronic portal how the funds of previous years were allocated. The commitment is thus relevant to the OGP values of access to information, civic participation, and technology and innovation.

This commitment continues from the previous, which involved conducting face-to-face interviews with Tbilisi residents for annual public opinion surveys to support evidence-based budgeting. With OSGF support, the methodology and questionnaires were developed. To increase the commitment's relevance and civic participation, TI Georgia and USAID GGI suggested that City Hall allocate specific funds to be spent based on citizens' priorities. However, according to the Budgetary Department of City Hall, this is too difficult legally to implement. USAID GGI also suggested that Tbilisi City Hall could pursue the Estonian model for participatory budgeting, which commits local governments to allocating a certain amount of funds to implement citizen-proposed projects.

This commitment is specific enough to be verifiable considering its detailed milestones in developing the software for the application and system, establishing a legal framework, testing the system, and training relevant City Hall employees. If fully completed, it could have

a moderate impact, as citizens will be able to more easily submit their priorities to City Hall for consideration in the Tbilisi budget compared with their ability to do so previously. The creation of an easy-to-use tool for citizens to rate their budget priorities could better integrate the public into the budgeting process. This integration is important, as the budget process often inadequately reflects public needs, whereas citizens have practically no access to the budget design process. In terms of access to information, the mechanism will allow citizens to compare budgets from previous years in a user-friendly manner and check the distribution of funds allocated to public priorities. It could also reduce the time needed for citizens to check budgetary information. Citizens will also be able to share their comments on budgeting in the Tbilisi Forum, but the commitment does not specify whether City Hall will be obliged to respond and to reflect these comments in policies.

5. Access will also be possible via the mobile app.

The format will consider the possibility of reporting the information and the feedback by citizens on the services. This information will be subject to periodic analysis by Tbilisi City Hall. Service providers will analyze and summarize the received feedback and statistical data on electronic services. This analysis will be made publicly available and will be used by Tbilisi City Hall to improve services. A legal analysis will be made publicly available and will be used by Tbilisi City Hall to improve services. A basis will be established for the procedures related to this mechanism.

This commitment continues from Commitment previous. The Georgian population reports that they trust local government institutions and that half of Tbilisi residents hold an unfavorable view of their local government's work. This lack of trust underlines the need for the public to have greater access to information on local government institutions' work, including the services local government provides. Tbilisi City Hall has made progress in fostering public service delivery and access to government services by introducing several e-portals. With support of IDFI, City Hall launched a new centralized webpage ([www.tbilisi.gov.ge](http://www.tbilisi.gov.ge)) for easier access to public information and increased civic participation in polls and assessments. However, citizen knowledge is limited, and citizens ask for better accessibility to available e-services. Furthermore, citizens often confuse the responsibilities of agencies, such as the Tbilisi mayor's office, Gamgeoba (local administrative districts), or the City Assembly.

To respond to these needs, Tbilisi City Hall plans to create an integrated web application, and a mobile app based on a one-window principle whereby multiple services and information from different departments will be available in a single location. Users will be able to register online through a personal account and modify and select services based on their interests. The web portal will grant access to all services of the Environmental Protection Department and City Transport Department, functions of the Municipal Supervision Department, and architecture and urban development directions. Apart from obtaining information and accessing services from home, the portal will allow users to submit feedback for City Hall to improve its services. The commitment foresees summarizing and publishing the analysis of feedback received so that citizens will know whether their efforts were addressed.

6. Good Faith and Transparent Governance Strategy of Tbilisi Municipality City Hall.

In accordance with the OECD recommendations, Tbilisi Municipality City Hall, together with civil society representatives, will develop a medium-term strategy for improving good faith and transparency of governance. This strategic document will define the standards of good faith and transparency for Tbilisi Municipality City Hall and the subjects in its system, whereas for the implementation of these standards, performance indicators and a monitoring framework will be elaborated. Despite improvements in anti-corruption rankings, the population in Georgia believes that officials misuse power and thinks that officials use their

positions for personal gain. Tbilisi residents have raised questions regarding accountability and transparency of Tbilisi City Hall, largely due to a lack of access to financial or other relevant information about projects the institution or its subordinate agencies have implemented.

In the monitoring report, the OECD recommended that Georgia should not only establish an independent anti-corruption agency but also develop and implement anti-corruption action plans in sectoral ministries and in local governments. This commitment aims to address this recommendation by strengthening the good faith and transparent governance practices at City Hall. Specifically, it calls for developing an evidence-based strategic document. It is noteworthy that USAID's Good Governance Initiative (GGI) developed and proposed the commitment. USAID GGI is also responsible for its implementation, including conducting a situation analysis at City Hall. The draft strategy will be discussed within the working group and at public consultations. This is not the first instance of CSOs supporting public institutions in developing the Good Faith Governance Strategy, but the Ministry of Regional Development and Infrastructure, with support from USAID GGI and in partnership with IDFI, developed a Building Integrity and Transparency Strategy 2017–2020.

The commitment is directly relevant to the OGP value of civic participation because it entails holding public discussions of the draft strategy. The commitment follows a logical structure, with needs assessment to be conducted at an initial stage. It will set a baseline for measuring progress and identifying gaps and loopholes to plan actions. Elaboration of the monitoring framework will be important to ensure adequate evaluation of the strategy implementation.

Most milestones are specific and verifiable. However, the commitment is not specific about the format of public discussions and the degree to which public opinion will be addressed in the final good governance strategy. The initial step is to select a CSO to conduct situation analysis on good faith and transparent governance at City Hall, followed by drafting, discussing, and approving the final version of the Good Faith and Transparent Governance Strategy. According to USAID GGI, the whole process is based on a co-creation process and on the involvement of stakeholders. Its potential impact is coded as minor. If the commitment is fully implemented, City Hall will have its strategy and vision, with relevant action points to increase transparency and good faith governance. The strategy could have the capacity to potentially change City Hall's culture, but its impact will depend heavily on its content points and implementation.

Although the specific action points are yet to be developed, the implementation of this commitment could lead to greater disclosure of information on internal transactions and the use of funds, as the assessment could reveal loopholes. According to TI Georgia, local governments in Georgia, such as Tbilisi, need to introduce good governance standards by addressing issues related to salaries and salary supplements; improving the rules for recruitment, promotion, and dismissal of employees; and ensuring transparency and accountability. Thus, the anti-corruption strategy could raise public awareness about corruption risks and relevant response mechanisms, which can enhance the credibility of the agency.

#### 7. Development of Transparency in Tbilisi City Hall Through Electronic Mechanisms.

The commitment integrates three directions aimed at improving e-transparency in Tbilisi City Hall and increasing access to open data. In particular, the commitment provides for the following issues: update of the Tbilisi City Hall Portal, taking into consideration the version of the concept prepared by the IDFI; elaboration of a new version of the public information page; and creation of an open data page for Tbilisi City Hall. This commitment was proposed by the Georgian CSO, the Institute for Development of Freedom of Information (IDFI), and seeks to improve Tbilisi City Hall's transparency. The National Assessment of Transparency and Accountability of Municipalities rated indicating a lack of proactive disclosure of public information, electronic governance, and citizen participation and accountability.

Information scarcity and lack of proactive disclosure lead the media and citizens to question the trustworthiness and openness of the Tbilisi government and make it difficult for the public to monitor work quality and government efficiency.

Georgian legislation ensures access to public information, with Global Right to Information placing it in the upper-middle cohort according to the strength of legal frameworks for information. Chapter 3 of the General Administrative Code of Georgia guarantees access to public information available at the administrative body, as well as the right to receive copies unless the information contains state, professional, or commercial secrets or personal data. In Tbilisi, it is possible to submit a formal request for public information to City Hall, with the public institution obliged to issue requested public information immediately or no later than 10 days thereafter. The agency must provide justification for refusing information disclosure and introduce procedures for appeal within three days of the decision. Proactive release of information, however, does not free public institutions from issuing requested public information.

Georgia has developed several open data portals for publishing government-held information. For example, the government introduced the open data portal [www.data.gov.ge](http://www.data.gov.ge), though municipal governments often do not provide relevant information in a timely manner. Open Society Georgia Foundation (OSGF) funded another open data portal ([www.opendata.ge](http://www.opendata.ge)), but it is currently inactive. IDFI operates yet another open data platform ([www.DataLab.ge](http://www.DataLab.ge)), which incorporates datasets on local government, including Tbilisi City Hall's revenues from tree-cutting permits, the number of constructions permits, personnel wage statistics, and so on.

This commitment aims to introduce new and improved electronic platforms to make access to information easier and less time-consuming. It contains three deliverables: 1) upgrading the Tbilisi City Hall Portal to incorporate and promote the pages of local districts (Gangeoba); 2) elaborating on a new version of the public information page, which will make it easier for users to find desired information and operationalize information requests; and 3) creating an Open Data Portal, which will publish public sector data in an open and accessible format. Data will be structured by thematic category so that they are presented in a more user-friendly format.

The commitment involves concrete and verifiable milestones, including the development of technical tasks for portals, launching the renovated City Hall website, adding the upgraded public information portal to it, and piloting the open data platform. Currently, City Hall does not have any open data modules, which makes it difficult for citizens to know whom to contact or where to find relevant information. The public information page is also currently difficult to use and does not offer information in an open format. As a result, upgrading the City Hall website and public information portal and introducing an open data system could make it easier and less time-consuming for stakeholders to find information. However, while the renovated portal can help advance the open data principle in public administration and present information in a more user-friendly manner, the actual impact depends on the number and type of datasets to be disclosed as well as the frequency of updating the portal, which is not explained in the commitment text. Therefore, this commitment is considered to have a minor impact on improving access to information in Tbilisi.

Table 2. Tbilisi's Commitments

No	Commitments	Goals
1	Multi-profile mechanism of open government and civic participation. Information and Civic Activities Portal "Smart Map"	Create one of the most important elements of the result-oriented, accountable engagement system. Tbilisi City Hall will be able to give a timelier response to the city's problems reported in the portal and better analyze the needs of the population. Improve the quality of Tbilisi City Hall service and, consequently, living conditions for

No	Commitments	Goals
		citizens. Create a system that will support Tbilisi Municipality in making their decisions through public participation and based on their needs.
2	Implementation of a budget participatory planning mechanism	Approximation of the budget planning to the citizens' renewable needs. Creation of electronic and procedural mechanisms for increasing their managerial involvement in this regard. Establishment of a mechanism of cooperation that will make Tbilisi authorities more accountable to the public.
3	Implementation of mechanisms for improvement of access to services and citizen engagement	A substantial increase in availability and raised awareness on services that will facilitate easy access to services and will somewhat improve the quality of life of citizens. The introduction of online services will also create an additional basis for implementing more efficient improvements, and increased awareness will create additional grounds for more effective civic feedback and participation.
4	Good faith and transparent governance strategy of Tbilisi Municipality City Hall	Strengthening transparent and good faith governance in Tbilisi Municipality City Hall.
5	Development of transparency in Tbilisi City Hall through electronic mechanisms	Improvement of electronic transparency mechanisms for providing quality and comprehensive information for citizens (including open data).

Source: Processed by the Author, 2024

## CONCLUSION

The study of open government in Tbilisi has seen fluctuating interest over the past decade, with eighty-six relevant articles published on the subject between 2011 and 2024. Despite the limited focus, a wide range of topics related to open government have been explored, including the challenges and opportunities of implementing open government practices, particularly within the education and energy sectors. Many studies have also focused on open government reforms, data security, the role of civil society, policy evaluation, and the development of partnerships in open government. Researchers have primarily examined how open government can evolve in Tbilisi, exploring its impact on various areas such as governance, transparency, and citizen engagement. However, there has been a growing recognition of the need to explore new topics, such as technology, artificial intelligence, smart governance, and the integration of open government principles in various sectors including culture, tourism, health, and the green economy.

Tbilisi's open government commitments are clearly outlined in a strategic framework aimed at enhancing civic participation, transparency, and public service delivery. The city's first key initiative involves creating a multi-profile mechanism for open government and civic participation, notably through the "Smart Map" portal. This platform serves as a tool for citizens to report issues and actively participate in decision-making processes. It is designed to improve the responsiveness of Tbilisi City Hall and provide better insights into the needs of its population, leading to enhanced service quality and overall living conditions. Another critical commitment is the implementation of participatory budgeting, designed to align budget planning more closely with citizens' needs. This initiative will provide mechanisms for citizens to engage more deeply in the budgetary process, ensuring that the local government is more accountable to the public.

In addition to these efforts, Tbilisi is focused on improving citizen access to services and boosting public engagement. The establishment of online services and the promotion of civic awareness are central to this strategy, as they offer an additional avenue for citizens to provide feedback and participate in the governance process. Tbilisi City Hall is also working

on a good faith and transparent governance strategy to strengthen trust between local authorities and the public. This commitment extends to enhancing electronic transparency mechanisms, such as open data platforms, that will allow citizens to access comprehensive information and further engage with their local government. These efforts collectively form a foundation for ongoing open government practices in Tbilisi, and they underscore the importance of continued research and commitment from stakeholders to ensure these initiatives contribute to sustainable and effective governance in the city.

#### ACKNOWLEDGEMENT

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## The Role of Public Administration Ethics in Realizing Clean and Transparent Governance

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### ABSTRACT

Public administration ethics plays a crucial role in realizing clean and transparent governance. In the context of increasing global demands for honest, just, and transparent government actions, public administration ethics ensures that government officials act with integrity, professionalism, and social responsibility. The research aims to analyze the significance of these ethics in promoting governance that is free from corruption, collusion, and nepotism (KKN), and how its application can improve public trust and the quality of services. A qualitative, descriptive research methodology, primarily utilizing a literature review, was employed to explore the role of ethical principles, such as honesty, fairness, openness, and professionalism, in the public administration process. The results of this research indicate that while ethics are integral to fostering a clean government, challenges such as a deeply rooted culture of corruption, ineffective monitoring systems, and lack of public participation hinder their full implementation. Furthermore, the study highlights the importance of transparent decision-making, public participation, and accountability in reinforcing these ethical standards. The research concludes that strengthening public administration ethics, alongside enhancing transparency and citizen engagement, is essential for ensuring the effectiveness, fairness, and trustworthiness of public governance. Consequently, it provides recommendations for governmental reform to enhance ethical practices, improve public service delivery, and foster a more accountable and transparent system.

Keyword: Accountability, Administrative Ethics, Transparency, Governance



### INTRODUCTION

The ethics of public administration play a crucial role in realizing clean and transparent governance (Ciulla, 2003). As one of the main pillars in the government system, public administration is not only related to the implementation of policies and services to the public but also with moral values and principles that serve as the foundation for every bureaucratic action (Bailey, 1964). In this context, the ethics of public administration includes a set of rules and norms that must be followed by state officials in carrying out their duties, both in public service and in making decisions that affect the interests of the public (Odongo & Wang, 2018; Postema, 1983).

In the current era of globalization and technological advancement, the demand for clean, transparent, and accountable government has become increasingly prominent. Society

demands that the government act honestly, fairly, and transparently in all administrative processes to foster high public trust in government institutions. One way to achieve this is by implementing public administration ethics that prioritize integrity, professionalism, and social responsibility (Fadhlorrohan et al., 2021; Milton-Smith, 1995). Without a strong ethical foundation, practices such as corruption, collusion, and nepotism can easily spread within the government, ultimately harming society and undermining the credibility of the government (Mattingly & Throop, 2018; Rossiter et al., 2005).

The ethics of public administration has significant relevance in the context of clean governance. In this regard, ethics functions as a guide for public officials to act responsibly, not only based on personal or group interests but for the greater good. Fundamental principles of public administration ethics, such as honesty, justice, transparency, and professionalism, are key factors in creating a government free from the abuse of power. By applying these principles, the government is expected to improve the quality of public services and achieve better development goals, which in turn will enhance the well-being of the people (Simmons, 2008; Sorokin, 1957).

Furthermore, transparency is an essential element in building public trust in the government. A transparent government provides clear access to the public regarding policies, budgets, and the decision-making processes being undertaken. This not only minimizes the occurrence of deviations but also enables the public to actively participate in overseeing government operations. The ethics of public administration encourage the importance of accountability, where every action and decision made by the bureaucracy can be justified to the public (Moore, 2008; Stephens et al., 2012).

The role of public administration ethics in realizing clean and transparent governance is strategically vital. With a solid ethical foundation, governance will be more structured, efficient, and focused on public interests. Therefore, it is essential for every individual involved in public administration to uphold and prioritize ethics in every action. A government that upholds good public administration ethics will reflect a state with a strong commitment to the principles of clean, accountable, and transparent governance (Buckler, 2007; Cooper, 2000).

The implementation of public administration ethics faces several significant challenges. Inconsistent application of ethical principles by state officials increases the risk of abuse of power. The deeply rooted culture of corruption, collusion, and nepotism (KKN) hampers the formation of clean governance. Inadequate oversight systems exacerbate the situation, as there are no effective mechanisms to combat unethical behavior. This issue is intensified by the lack of education and understanding of ethical values among public officials, stemming from the absence of systematic ethics training (Fikriana & Suhendra, 2023; Krisharyanto et al., 2021).

In addition, limited public participation in decision-making and oversight restricts efforts to increase transparency and accountability. The lack of utilization of information technology, such as e-Government systems, further obstructs the openness of information. Finally, weak meritocracy in the appointment of public officials fosters nepotism, damaging the quality and credibility of the bureaucracy. These challenges underline the need for comprehensive reform to strengthen public administration ethics and achieve better governance.

The urgency of this research is very high given the importance of public administration ethics in creating clean, transparent, and accountable governance, which forms the foundation for public trust in government institutions. During globalization challenges, technological advancements, and increasing societal demands for quality public services, this research is highly relevant to identify the factors affecting the implementation of public administration ethics and address issues such as corruption, collusion, and nepotism, which still hinder government effectiveness. Furthermore, this research is crucial to provide recommendations to the government for improving the public administration system by enhancing the integrity, professionalism, and accountability of public officials, as well as maximizing public participation

in oversight. It is expected that the results of this research will serve as a reference for designing more effective policies and reforms to realize better governance and reinforce the country's commitment to the principles of democracy and public welfare.

The purpose of this research is to analyze the role of public administration ethics in realizing clean, transparent, and accountable governance. This study will explore how ethical principles such as honesty, justice, transparency, and professionalism are applied in public administration practices and their impact on the quality of public services and public trust in the government. Additionally, this research will identify the main challenges faced in implementing public administration ethics, such as the culture of corruption, lack of public participation, and inconsistency in applying ethical principles, and provide policy recommendations to strengthen governance through improved ethics and integrity within the bureaucracy.

## RESEARCH METHODS

The research method used in this study is a descriptive qualitative approach utilizing literature review techniques (Boocock & Grahame, 2003; Galvan & Galvan, 2017). A qualitative approach is chosen because the aim is to understand the phenomenon in depth through the analysis of various relevant written sources. In this context, the research aims to explore concepts and theories related to public administration ethics and how they are applied in the context of clean, transparent, and accountable governance. Using this approach, the study will delve into a more holistic understanding of the challenges faced in the implementation of public administration ethics and its impact on the quality of public services and government credibility.

The literature review serves as the primary method for data collection in this study. The researcher will review various literature including books, journal articles, research reports, and other relevant documents related to the topic of public administration ethics (Green et al., 2006; Kitchenham et al., 2009). The focus of this review is to examine existing studies regarding the ethical principles in public administration, their role in improving governance, and the challenges faced by governments in implementing these ethics. The literature to be reviewed will come from various sources, both local and international, to gain a broader and more comprehensive perspective.

In its analysis, this study will use a descriptive approach to provide a clear and in-depth depiction of the relationship between public administration ethics and the quality of governance. The researcher will analyze various findings from the existing literature and draw conclusions that illustrate the challenges in implementing public administration ethics, while also providing strategic recommendations for public policy development. The results of this literature review are expected to contribute to the development of knowledge and policies in the field of public administration, as well as strengthen efforts to create a cleaner, more accountable, and transparent government.

## RESULTS AND DISCUSSION

### 1. The Importance of Ethics in Public Administration

Ethics in public administration plays a crucial role in realizing clean and transparent governance. Ethical principles such as honesty, justice, transparency, and professionalism are not merely moral guidelines but also tools to build and maintain integrity in public service. In administrative practices, every decision and action taken by public officials must be based on strong moral values, ensuring that the goal of achieving a just and transparent government can be achieved. Ethics encourages the bureaucracy to act in the public interest and avoid the abuse of power, which often occurs without adequate oversight.

Honesty, as a key principle, demands that every government policy and action be communicated with factual truth and free from personal or group interests. In the context of justice, public administration ethics ensures that every individual in society is treated equally

and fairly, without discrimination based on background, social status, or political affiliations. This sense of justice is crucial for creating a government that serves not just a select few but the entire population. In many cases, injustices in public administration often lead to social tensions and a loss of trust in the government. For instance, policies that benefit only a small group of people or certain political factions can lead to dissatisfaction in society, which in turn undermines social and political stability. Therefore, the application of justice in public administration is essential for creating a government that is not only efficient but also equitable in its implementation.

Transparency is another key element that is inseparable from ethics in public administration. A transparent government provides the public with full access to information regarding policies, budgets, and decision-making processes. This transparency allows the public to understand how decisions are made and what factors influence them. In an increasingly connected world through information technology, there are high expectations for greater access to information, especially concerning the use of state funds and public projects. Transparency not only builds public trust but also reduces the chances of corruption and nepotism, which often occur when governmental processes are conducted in secret and without proper oversight. Therefore, transparency becomes one of the main pillars in creating a clean government.

Professionalism in public administration is also a crucial aspect in ensuring effective and clean governance. A professional public official will act with competence, integrity, and dedication to their duties, as well as having a deep understanding of their responsibilities to the public. Professionalism in this context includes the ability to make objective decisions based on ethical principles, not personal relationships or external pressures. Professionalism also involves the readiness of public officials to accept criticism and oversight from the public as part of the accountability process. Without professionalism, public administration processes are vulnerable to errors, abuse of power, and a lack of quality in public service.

The application of ethical principles in public administration not only affects the quality of service provided to the public but also has a significant impact on public trust in the government. Public trust in the government is the primary capital for the stability and sustainability of governance. When the government acts in accordance with ethical principles, the public feels valued and served fairly. This is crucial for establishing a harmonious relationship between the government and the people. On the contrary, if the government fails to uphold ethics in public administration, public trust will be lost, which may lead to social dissatisfaction and even division. Therefore, enhancing public trust through the implementation of good administrative ethics is an important step in maintaining the legitimacy and credibility of the government.

Finally, public administration ethics also plays a role in preventing practices such as corruption, collusion, and nepotism that undermine the foundations of clean governance. Corruption, collusion, and nepotism are three major issues that often plague the public sector, damaging public trust and deteriorating the quality of public service. Public administration ethics provides the foundation for addressing these issues by encouraging public officials to prioritize the public interest over personal or group interests. Through the consistent application of ethical principles, the government can create a more transparent, accountable, and responsive system to the needs of society. This not only improves the quality of public administration but also accelerates the realization of clean and transparent governance.

## 2. Challenges in the Implementation of Ethics

The application of ethics in public administration faces a range of complex challenges that can hinder the creation of clean and transparent governance. One of the greatest challenges is the deeply ingrained culture of corruption and nepotism within the bureaucracy and government structures. This culture often shapes the mindset and behavior of public officials, where personal or group interests are prioritized over the public good. Organized

corruption and nepotism can lead to the misuse of state resources, undermine public policies, and hinder the effective implementation of development programs. In this context, public administration ethics, which emphasize principles such as honesty and justice, become extremely difficult to implement when a culture of corruption, collusion, and nepotism (KKN) has become an accepted norm within government institutions.

Corruption is often regarded as one of the main causes of poor public service quality and the loss of public trust in government. When public officials prioritize personal gain through bribery, budget misuse, or the manipulation of projects for private interests, public service suffers. Moreover, policies may be based on subjective considerations rather than prioritizing the welfare of society as a whole. This is clearly in direct contradiction with the fundamental principles of public administration ethics, which emphasize integrity and justice in decision-making. Thus, the entrenched culture of corruption represents a serious challenge in realizing clean governance.

Another significant challenge is the lack of effective oversight mechanisms within the public administration system. Without a transparent and independent oversight system, unethical actions by public officials can easily go unnoticed or remain unaddressed without clear consequences. Weak oversight mechanisms open up opportunities for corruption, collusion, and nepotism, further deteriorating the quality of public administration. Ideally, the oversight system should be participatory and involve the public in the monitoring process. However, in many cases, existing oversight mechanisms are often formal without concrete actions being taken to address deviations. In this regard, public administration ethics, which demand accountability, cannot be optimally implemented because there is no system in place to follow up on violations.

The lack of training and understanding of ethical values among public officials also presents a major barrier to the implementation of public administration ethics. Many public officials do not have a deep understanding of the importance of ethics in decision-making and policy implementation. Without systematic and ongoing training, they may not realize the negative consequences of unethical actions or even fail to comprehend the basic principles of public administration ethics that they must adhere to. Therefore, it is crucial to integrate ethics education into the training and education of public officials from an early stage so that they can better understand and internalize ethical values in every action they take. Inadequate training results in public officials who tend to perform their duties in ways that do not align with ethical standards, ultimately undermining the quality of public service and government integrity.

Moreover, the application of public administration ethics also faces challenges related to the politicization of the bureaucracy. When the bureaucracy becomes polarized by political interests, policy implementation is often influenced by external factors unrelated to the public interest. In such situations, public officials may prioritize short-term political gains over long-term public welfare. As a result, policies produced may not reflect the principles of justice and professionalism, but rather focus on strengthening specific political positions. This politicization of the bureaucracy can affect objectivity in decision-making and undermine the independence of the bureaucracy, which should be neutral and oriented toward the common good.

Another relevant challenge is the lack of public involvement in overseeing public administration. Public participation is essential to ensure that the government truly serves the interests of the people. Without active participation from the public, oversight of government policies and actions is severely limited, and abuses of power may continue without being detected by the public. Public involvement in decision-making and government oversight can enhance transparency and accountability. However, in many cases, public involvement is still minimal, either due to lack of understanding or limited access to relevant information. Therefore, it is important to build systems that allow the public to actively participate in the public administration process.

Finally, another significant challenge is the inconsistency in the application of ethical principles by state apparatus. Sometimes, even though ethical principles are set out in laws and government policies, their application is not consistent. This inconsistency may be due to inadequate oversight, the ineffectiveness of oversight institutions, or the inability to enforce existing regulations. This inconsistency leads to a lack of trust in the governance system and undermines the credibility of the government in the eyes of the public. Therefore, consistency in applying ethical principles is crucial to ensuring that the government functions in a fair, transparent, and accountable manner.

### 3. The Role of Transparency in Governance

Transparency is one of the most crucial elements in clean, efficient, and accountable governance. Its significance extends beyond the realm of public administration to also fostering healthy relationships between the government and the public. When the government is open about decision-making processes, policy formation, and budget allocation, it creates a more trustworthy and accountable governmental ecosystem. Transparency provides the public with access to monitor and understand government actions, which in turn can strengthen public trust in state institutions.

One of the primary roles of transparency in governance is to enhance accountability. Accountability refers to the government's obligation to explain and justify all actions, decisions, and policies it implements to the public. Without transparency, it is difficult for the public to understand the processes behind decision-making or how public funds are managed. When the government is open about these processes, the public can more easily assess whether the policies implemented align with principles of justice, efficiency, and public welfare. Clear accountability also provides incentives for public officials to act more carefully and professionally, as they are aware that their actions will be monitored by the public, who have the right to know and oversee governmental operations.

Transparency in policy formation and decision-making also allows the public to participate more actively in the process. Public participation is crucial in a democratic government, as it gives the public an opportunity to express opinions, suggestions, or criticisms regarding proposed or implemented policies. In a transparent governance system, the public is given space to engage in determining the direction of public policy, whether through discussion forums, public consultations, or other mechanisms. This not only enriches the decision-making process but also creates a sense of ownership among citizens. When the public feels that they can influence decisions directly related to their lives, a more positive relationship between the government and the citizens is established.

Transparency also serves as an effective tool for reducing the potential for corruption, collusion, and nepotism (KKN). One of the main causes of such practices is the lack of openness in budget management, decision-making, and policy implementation. When the government conceals information or fails to provide clear access to the public regarding policies or the use of funds, the opportunity for the abuse of power increases. On the other hand, by implementing transparency, the government can minimize the potential for such abuses because every action taken will be open to monitoring and evaluation by the public and independent oversight bodies. Clear and accountable use of state funds makes it more difficult for resources to be misappropriated or diverted for purposes other than their intended use.

Transparency in budget allocation is one of the most critical aspects of creating clean governance. In many cases, ambiguity about how public funds are allocated and used can raise suspicions among the public. If the public is unaware of how state funds are utilized or whether these funds are being used efficiently, trust in the government will decline. Conversely, with openness in budget allocation, the government provides a clear picture of the priorities for public funds, which can show whether the funds are used fairly and according to the needs of critical sectors, such as education, health, or infrastructure. This also enables

oversight from various parties, both from the public and regulatory bodies, to ensure that the funds are being used properly and effectively.

Moreover, transparency enables the effectiveness of public oversight. The public's ability to monitor the government depends on how accessible the necessary information is. Without adequate access to information related to policies, decisions, and budget use, the public will be unable to identify irregularities or policies that do not meet their needs. A transparent government will provide full access to the data required for this oversight. Thus, transparency functions as a control mechanism that allows the public to identify ineffective or harmful policies and encourages continuous improvement in governance.

Transparency in government also contributes to creating a culture of governance that is more responsive and adaptive. When the government is open to criticism and input from the public, this promotes the development of policies that are more responsive to the needs and aspirations of the people. With feedback from the public, the government can more quickly adjust its policies and programs to address existing dynamics and challenges. A transparent government tends to be more flexible in responding to changes in social, economic, and political conditions, as they have better information about the impact of policies already in place. Therefore, transparency is not only important for oversight but also in creating space for improvement and innovation in governance. Thus, transparency is not merely about the accessibility of information, but also serves as a cornerstone for building accountable, responsive, and abuse-free governance. Openness in government leads to improved public services, more active public participation, and more effective oversight, ultimately building public trust and establishing clean and transparent governance.

#### 4. The Impact of Ethical Practices on the Quality of Public Services

Ethical practices in public administration play a significant role in determining the quality of public services provided by the government to society. The principles of ethics, when consistently applied, ensure that the services provided are not only efficient and effective but also fair and transparent. One of the main impacts of implementing public administration ethics is the prevention of the abuse of power by public officials. When government officials act based on ethical principles such as honesty, justice, and professionalism, they are more likely to serve the public with integrity and without using their positions for personal or group interests. Strong ethical practices reduce the opportunities for corruption and collusion, which in turn enhances the quality of services provided to the public.

The application of strong ethical principles ensures that public resources are managed efficiently and effectively. When public officials act in accordance with ethics, they are more careful in making decisions related to the use of state budgets and other resources. Decisions are based on objective analysis and align with the needs of society, rather than personal or political interests. For example, when managing the budget for sectors like education or health, ethical officials will prioritize fund allocation to improve public services, not for the benefit of specific groups. This directly impacts the quality of services received by the public, as the budget is used correctly and effectively to enhance the welfare of the people.

Furthermore, the application of ethics in public administration also leads to improved transparency and accountability in the management of public services. When public officials perform their duties based on ethics, they will be more open in reporting and explaining the policies they implement to the public. For instance, in decision-making regarding public policy, transparency in the process is critical to ensure that the policy benefits not just a few but truly serves the public interest. Accountability in public administration, driven by ethics, requires officials to be able to account for every policy and action they take, allowing the public to feel safer and more confident in the existing governance system.

The application of ethics also plays an essential role in creating a culture of high-quality public service. When ethical principles are applied at every level of public administration, it fosters a more professional work environment focused on public satisfaction. Ethical public



officials prioritize the public interest in every action they take, ensuring that the services provided are of the highest quality. In this context, ethics is not only about the behavior of public officials in carrying out their duties but also about their attitude and approach to public service. A strong ethical culture within the public bureaucracy contributes to the creation of a more responsive, efficient, and high-quality public service.

Moreover, the application of ethics in public administration can also enhance public trust in the government. When the public perceives that public officials act with integrity and based on ethical principles, they are more likely to trust that policies and programs will provide fair benefits to them. This trust is crucial for fostering a good relationship between the government and society and for ensuring that the public supports the policies implemented. On the other hand, if the public feels that officials are unethical or involved in corrupt and collusive practices, they will lose trust in the government and be less likely to support government policies. This can hinder development processes and further degrade the quality of public services.

The application of good ethics in public administration also facilitates continuous improvement in public service systems. A government that prioritizes ethical principles will be more open to criticism and feedback from the public. Constructive feedback is vital for improving existing policies and public services. By listening to the public's voice and implementing improvements based on the feedback received, the government can continually enhance the quality of public services. Public administration ethics that encourage the government to act transparently and accountably also provide room for public involvement in the evaluation process and the enhancement of service quality.

Overall, the impact of implementing ethical practices in public administration is significant in improving the quality of public services. Ethics serves as the moral foundation that guides every action and decision made by public officials in serving the public. By applying strong ethical principles, the government can ensure that public resources are used effectively and efficiently, improve transparency and accountability, and enhance the relationship between the government and society. Therefore, the implementation of public administration ethics not only influences the quality of services but also the public's trust in the government, which ultimately contributes to the creation of a clean, transparent, and responsive government that meets the needs of society.

## CONCLUSION

Overall, the role of ethics in public administration in achieving clean and transparent governance is fundamentally crucial. Public administration ethics are not just moral guidelines for state apparatus, but also the foundation for the creation of a government that is integral, efficient, and accountable. As previously discussed, the implementation of ethical principles such as honesty, professionalism, transparency, and accountability plays a vital role in avoiding practices such as corruption, collusion, and nepotism (KKN), which often tarnish the image of the government and hinder development. By instilling strong ethical values, state officials are expected to act in the public interest and uphold moral principles in every decision-making process. Furthermore, transparency and public participation are key to realizing clean governance, where every policy adopted can be held accountable to the people, and the public can actively participate in the governance process. Therefore, the application of good public administration ethics not only prevents the abuse of power but also improves the quality of public services and strengthens public trust in the government.

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