



# The Effectiveness of the Application of Good Governance Principles in the Implementation of the Public Service Policy of Excellent School by the Regional Government of the Regency of Morotai Island

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**Abstract.** The Morotai Island District Education Office has implemented relatively well the principles of good governance as indicated by the government's positive attitude and public trust in the Excellent School governance program. This indication can be seen in the evaluation results. There is a harmonious relationship between the government, namely Morotai District Education Office with the Community in the teaching and learning process activities in the second Excellent School program (input indicator). The output indicators appear in Excellent School management based on applicable laws and regulations, transparency, effectiveness and efficiency, accountability, and high participation from community, religious groups (stakeholders). They also give high trust to the Morotai Island Regency Education Office in organizing Excellent School programs. The purpose of this study is to analyze the implementation of good governance in the government management of the Education Office of the Morotai Regency and specifically analyze the application of good governance in the principle of community participation and fulfill the requirements for implementing good governance-based governance (in public services) to build Excellent Schools. The approach method used in this research is a descriptive-qualitative approach. Descriptive-qualitative research analysis was conducted through observation. The object in the qualitative research is the application of the principles of good governance in government management at the Education Office of the Morotai Regency, and the main principles are Transparency, Accountability, Responsibility, Fairness and fairness.

**Keywords:** Good Governance · Excellent Schools · Community Participation · Effectiveness · Efficiency

## 1 Introduction

In public administration, the government is an institution that accepts responsibility for carrying out all aspects and mechanisms of state. Government is a tool of the state to achieve its goals. This task includes all matters relating to normal dynamics, which include managing financial inflows and outflows, regulations concerning population, creating situations and conditions that enable citizens to obtain rights and fulfill their obligations to the arrangement of balanced relations with other countries at the level of foreign relations.

The urge to increase autonomy spread after the 1998 reform led to the issuance of Law No. 32 of 2004. This law resulted from the awareness of the need for a real presence in regional governments that have a structure, mindset, and culture of administering an effective and efficient government.

The issuance of the law is an important step in efforts to increase and develop the potential, capability, and readiness to compete in each local government. At the same time, Law No. 32 of 2004 is expected to be an acceleration for improving the welfare of the community in which optimal local government services are the main key to its success. This can be seen from the point of consideration for the issuance of the law, namely the creation of regional governments, which are given the trust to regulate and manage various government affairs on their own based on the principle of autonomy and assistance tasks, which are directed at accelerating the process of realizing community welfare through improvement programs, services, empowerment, and participation from community, as well as programs to increase regional competitiveness by taking into account the various principles of democracy, equity, justice, privileges and specificities of a region.

The process of preparing government officials and regional leaders or heads is an integral part of efforts to maintain the continuity of regional government. Efforts to enforce and implement the concept of good governance must include the nurturing side of a cadre of local leaders who are ready to continue the process. The rationale is to avoid breaking the chain of all programs being run and to ensure that incremental improvements are made from time to time.

Preparing a cadre of officials and regional leaders is part of the responsibility of the Local Education Office as one of the LAOs authorized to the process of primary and secondary education at Level 1 and Level 2. In its daily operations, the Education Office provides public services that are directly related to preparation of programs, distribution of resources and budgets, preparation of teaching materials and other services related to the provision of facilities for the community, in this case students and parents.

The Morotai Island District Education Office is an institution that is responsible for planning, implementing, monitoring, evaluating, and making responsible for various tasks in the education sector within the Morotai Island District Government. As an organization, efforts to achieve the vision and mission of the Morotai Island Regency Education Office are determined by cooperation between all organizational systems, fields, lines, staff, and technical implementing units that have been formed based on their respective duties, principals, and functions. Therefore, getting support from all system components in various organizational lines and existing staff, will determine the success of the work program of the Education Office in Morotai Island Regency,

especially the flagship program that has been established, namely “Building Excellent Schools”.

As a work unit, the Morotai District Education Office must immediately carry out its duties and obligations in line with the Medium-Term National Development Plan. In other words, this institution cannot take refuge at a relatively young age and avoids having to work hand in hand with the Education Office in other Level 2 regions in Indonesia. This situation forces the local leadership and staff of the Morotai Regency Education Office to continuously create innovative policies and breakthrough programs so that there are no gaps behind similar institutions in other regions.

The authority owned by the Morotai District Education Office is characterized by the attributes of local wisdom and socio-cultural dynamics which ideally should be able to provide public services, carry out government management and produce policies and programs that are not only adapted to the needs of the local area. Furthermore, this institution must be able to produce the next generation of the nation who has the readiness to be able to face the conditions of the times but is also dedicated to entering further education levels and forging themselves to become agents of change that can stand the test. Starting from this fact, the author intends to conduct a study on measures in the form of policies and programs that have a high level of effectiveness and efficiency from the Morotai District Education Office.

## 2 Theoretical Foundation

According to Dwiyanto [1] the concept of “governance” is not something new. The words “government” and “governance” are widely considered to have the same meaning, how to use authority within an organization, an institution, or a country. The term governance is linguistically derived from the word government. Government literally refers to an organization or an institution that has used power in a country. The concept of government is a basic meaning that is only related to government institutions as the only regulator and implementer in the administration of a country. Then the concept of governance is widely introduced which includes not only the study of the government as an institution as a noun, but rather as an adjective and a verb that is more dynamic and broad meaning. Still derived from the basic word “govern”, governance is connected to the meaning of the presence of a larger role and consists of various processes, rules, and an institution where the institution is enabled to manage and control various collective problems that occur in society. Thus, governance can be interpreted as a form of totality of various elements of institutions and elements of society, both government and non-government.

Rosidi and Fajriani [2] mention that there are 3 (three) main domains which have important roles in the definition of governance, namely the government, the private sector, and the community. The three of them cooperate with each other in the dynamics of the governance process. The same opinion is stated by Sedarmayanti that the three domains of governance namely State/government, Private sector, and Civil society.

Governance is often defined as a process in making decisions and the process by which these decisions are implemented or not. The concept of governance can also be used in several other contexts such as international companies, national and local governments if “governance” is the process of making decisions and the process by which

these decisions are implemented. Furthermore, the provision of governance analysis is more focused on formal and informal actors involved in decision-making and as implementers of decisions that have been made, as formal and informal structures that have been placed in decisions taken.

According to the Cadbury Committee in Bismar Nasution, GCG is a principle that directs and controls the company with the aim of achieving a balance between the power and authority of the company in providing accountability to shareholders, and stakeholders in general. Of course, this is intended to regulate the authority of directors, managers, shareholders, and various parties related to the growth and development of the company in a certain environment. Furthermore, "GCG" is defined as a form of relationship pattern, system, and process used by company organs (Board of Directors, Board of Commissioners, and General Meeting of Shareholders) to provide added value to shareholders that is sustainable in the long term by continue to pay attention to the interests of other stakeholders, based on the prevailing laws and norms.

Governance is defined as the mechanisms, practices and procedures of government and citizens managing resources and solving public problems. In the concept of governance, the government is only one of the actors and is not always the decisive actor. In this concept there is a shift in the role of the government from providing services and infrastructure to an institution that encourages the creation of an environment that facilitates the community. Governance brings the necessity for a re-arrangement of the role of the state and at the same time demands for a re-arrangement of the role of citizens. The demands are more on the greater participation of citizens in monitoring and simultaneously evaluating the performance of the government.

According to Sumarto [3], Good Governance is an implementation of a complete and responsible development management that is in line with the principles of democracy and an efficient market, avoiding misallocation of investment funds and preventing corruption both politically and administratively, implementing budgetary discipline and creating legal and political frameworks for growth of business activity. In fact, the bureaucracy in the regions is considered incompetent. Under these conditions, local governments often doubt their capacity to implement decentralization. On the other hand, they must also reform themselves from a corrupt government to a corruption-free and transparent government.

The United Nation Development Program (UNDP) [4] policy further mentions the characteristics of Good Governance in its document, namely:

- Involvement of all, transparent and accountable, effective, and fair.
- Ensure the existence of the rule of law.
- Ensuring that political, social, and economic priorities are based on community consensus.
- Considering the interests of the poor in the decision-making process regarding the allocation of development resources.

The United Nations Development Program (1999) as one of the working bodies of the United Nations which concentrates on development programs for developing countries states that there are nine indicators for the realization of the concept of good governance. The nine aspects consist of (1) participation, (2) certainty of law, (3) transparency, (4) responsibility, (5) agreement-oriented, (6) fairness, (7) effectiveness and efficiency, (8)

accountability, (9) strategic vision. These principles already exist and are applied by local governments in Indonesia, but they still need to be confirmed in detail regarding the technical definition, implementation method, monitoring and evaluation.

Service means provide product that is needed by the community in all fields. The activity of serving the community is one of the duties and functions of public administration. Tjiptono [5] argues that service is a form of presentation, action and information provided to improve the ability of customers/service users to realize the potential value contained in core products/services purchased by customers/users. Meanwhile, according to Sampara [6], service is an activity or sequence of activities that occur in direct interaction between a person and another person or machine physically and provide customer satisfaction. Service will always be related to the public or society, therefore, according to Sinambela, public service is every activity carried out by the government for people who have profitable activities in a group or unit and offer satisfaction even though the results are not tied to physical products. Public services according to Law Number 25 of 2009 are activities or series of activities in the context of fulfilling service needs in accordance with statutory regulations for every citizen and resident of goods, services, and administrative services provided by public service providers. Meanwhile, public service providers in the Law are every public administrative institution, corporation, independent institution established under the Law for public service activities and other legal entities established for service activities.

According to Supriyanto (2009), government management is a process of carrying out governance activities or government management by the authorities or government administrators to achieve predetermined goals, namely improving people's welfare. Meanwhile, Suryadinata (1996) [8] views government management as an activity or effort to achieve state goals by using various sources controlled by the state. The essence of government management lies in the process of mobilizing to achieve state goals, which is closely related to what we know as the civil service function.

Sedarmayanti (2010) [9] views effectiveness is "a measure that gives an idea of how far the target can be achieved". This opinion asserts that effectiveness is basically a form of parameter that can be used to measure the extent to which the completion of tasks or the achievement of targets has been previously set by an institution or organization. The next step is what can be used as a measuring tool for the implementation of a program or planner. According to Sedarmayanti (2010), there are three factors that can be used as an index for measuring effectiveness, namely: (1) Quality; (2) Quantity; (3) Timeliness.

### **3 Research Method**

This research uses qualitative approach, a research procedure that produces descriptive data in the form of written words or analyzes of people and observable behavior. The qualitative approach has natural characteristics as a source of direct, descriptive data, and the process is more important than the results.

## 4 Result and Discussion

Morotai District Education Office is a Local Apparatus Organization (LAO) with main responsibilities in the form of planning, implementation, supervision, evaluation, and preparation of accountability for all matters related to the implementation of the tasks of the education sector within the Morotai Island Regency. As an organization, the achievement of the vision and mission of the Morotai Island District Education Office is very dependent on the cooperation of all organizational systems, fields, lines, staff, and Technical Implementing Units (TIU) that have been formed based on their respective duties, principals, and functions. The implementation of regional autonomy since 1999 and the rapid changes in the strategic environment have raised two challenges that must be faced by the Morotai Island Regency, namely: first, the competition for human resources in facing the globalization of world free trade funds; the second is an effort to build synergy and mutually beneficial inter-institutional cooperation to support education in Morotai Island Regency. The inhibiting factors in the application of the principles of Good Governance in the administration of the Morotai Island Regency related to this Excellent School program are (1) the existence of community aspirations that cannot be fulfilled due to the limitations of the Regional Budget; (2) Human Resources does not have the appropriate capability in the field; (3) The infrastructure used as a supporting element for policies is still limited; (4) The culture of the local community who are still not used to using information technology.

From the principles of good governance and the theory of effectiveness put forward by Sedarmayanti, the results of this study confirm that the government management of the Morotai Island Education Office has met the requirements as a model of good governance. One of the indicators is that the LAO is led by the Head of the Service. This program has implemented the Excellent School Management program in basic education which has been stated in the Morotai Island Regent Regulation No. 37 of 2009 concerning the Implementation of Excellent School Management.

The purpose of the issuance of the regulation is to increase the quality of education significantly through continuous improvement in the quality of learning. This program is also intended as an effort to complete the 9-year compulsory education program. The details of the targets for this excellent school management program are: (1) Improving the quality of education through independence and school initiatives in managing and empowering existing resources; (2) Increasing the awareness of school members and the community in the implementation of education through joint decision making; (3) Increasing the responsibility of schools, parents, communities, and the government regarding the quality of schools; (4) Improving healthy competition between schools regarding the quality of education to be achieved.

Regarding the Excellent School Management (ESM), The development of human resources is an important point because what it means to have excellent schools, but human resources are not yet capable. Collaboration has been conducted with universities for the development of human resources in the form of implementing teacher education and training. The goal is to increase the quality and explore their potential in the teaching process. Furthermore, every student has been facilitated with gadget and a laptop that can be taken home, so that the human resources of teachers must be able to keep up with

development. “All of this is also related to accreditation and the quality of schools that must excel in the education scheme”.

The Morotai Island Education Office has implemented Excellent School Management by paying attention to all sectors in the scope of education both from the aspect of teachers, infrastructure and increasing awareness of the needs of teachers in teaching and learning activities so that the community gets satisfaction in excellent education and guarantees the quality of graduate students.

The result explained how to run the government in the world of education which is experiencing many problems due to limited facilities and infrastructure as well as areas that are far from modern. Building good governance begins with discussions with the community, builds openness with social media and continues with direct approaches such as visits to remote and mobile schools in each sub-district while asking the community. The key is how to build people’s trust, giving them the opportunity to ask questions and have opinions.

Public dialogue was carried out through regular meetings with the community, through social media using a personal account and official news on the website. In addition, seminar sessions with the school were also held which were attended by teachers and other educational elements. Viewed from the principles of good governance, what has been done by the Morotai Island Regency Education Office has fulfilled the mandate of Law no. 5 of 2014 concerning Civil Servants. In terms of the following aspects: (1) Professionalism; (2) Accountability manifested in the form of accountability to the community; (3) Openness where the management of Civil Servants is open to the public.

As a paradigm, the principles of good governance are not necessarily accepted by all parties and in their application also encounters its own difficulties. This concerns the concept of these principles and the technical implementation. One of the things that must be faced is the statement that the principle of good governance is very supportive of liberal understanding which relies on market mechanisms and on the other hand minimizes the role of the government. At the same time, this concept demands the readiness of civil society to compete in a competitive climate and requires a leadership management framework that is consistent with these principles.

This requires equality between the government, society, and the market to manage a political policy and all public issues in the context of government management in the Education Office of Morotai Island district. Through observation and analysis, it has been running simultaneously. This means that the community has a role to participate in monitoring and evaluating programs, policies, and government implementation. On the other hand, the private sector in the form of local and national companies or corporations also takes part in supporting these government programs.

Excellent Schools in Morotai Island need to be developed. This fact is in line with the community’s hope that the existence of excellent schools can inspire other schools so that they have the potential to develop other excellent schools. Through a direct interview with the Head of the Sub-Section of General Affairs, Planning & State Property of the Morotai Island Regency Education Office on June 13, 2022, it was revealed how the ideal level of education programs is from the basic level in Early Childhood Education to higher education.

The element of accountability can be implemented through the provision of information such as input and output or result. At the Morotai Education Office, this accountability takes the form of how they receive reports from institutions under their structure and coordination, in this case schools, non-formal educational institutions, the Teaching and Learning Activity Center which organizes the Education Program Packages A, B, and C. as well as other related institutions regarding the performance carried out. Reports coming from the Education Office are reports to the Provincial Education Office as well as reports to stakeholders, for example the Regional Head and the community in general.

From the school's point of view, this means that the principal and staff report to the Education Office about the school's performance, and in turn, the Education Office must be responsible for providing information and explaining or justifying the school's overall performance to parents and the community. Thus, school accountability is a shared responsibility to improve the quality of education. This awareness must be possessed not only by educators and students but also by administrators, policy makers, parents, and educational researchers. In other words, accountability is closely related to open management and other related concepts such as participation, decentralization, empowerment, and transparency.

According to Raeni (2014) [10] Aspects of transparency relating to educational institutions can be defined as a condition in which everyone related to education (stakeholders) knows and is actively involved in resource management and school policy making. Good school governance in accordance with the principles of Good Governance requires transparency to stakeholders regarding information policies, programs, and school finances.

The Excellent School which is managed directly by the Education Office of the Morotai Island Regency consists of the State Primary Excellence School I and the State Junior High Excellence School I. Both are in the city of Pulau Morotai. As with other public schools, the curriculum used refers to the 2013 curriculum and always implements the Emergency Curriculum during the Covid 19 pandemic. The capacity for the Superior Elementary Excellent School is 2 parallel classes at each level of grade 1 to 6. While the Junior High Excellent School has 3 parallel classes at each level of grade 1 to 3.

The teaching staff on duty in the two leading schools are Civil Service teachers, consisting of those who have been certified and have not been certified. There are also teachers participating in the Contract-Based Government Employee program, most of whom have just completed their studies at the Faculty of Education, Patimura University, and several other universities in eastern Indonesia. They had a career as teachers and had served as a principal at another public school in Pulau Morotai Regency.

The people of Morotai Island Regency are very active in supporting this excellent school program. Parents expressed satisfaction with the services of the Education Office through the excellent school program. They said that there was a significant difference in the educational outcomes obtained by students in excellent schools with those in non-excellent schools. Because it is reviewed based on the social and cultural conditions for the people of Pulau Morotai Regency, this excellent school program is a new program, so they still have the enthusiasm to make it a success even though it still needs various adjustments. Especially in terms of technical use of one of the facilities that use information technology. And what needs to be anticipated is the emergence of a gap between



people who have experienced this excellent school program and those who still do not enjoy the facilities of this excellent school program, so that it is felt that there is a sense of injustice in the people of Morotai Island Regency.

The program for organizing and managing Excellent Schools carried out by the Education Office is very helpful for the people of Morotai Island Regency so that it triggers the community to participate in the form of public information, namely information about the quality of excellent schools that are good and of course free so that people are interested and provide opportunities for their children to try to enter the excellent school program.

## **5 Conclusion**

### **5.1 Conclusion**

1. The relationship model that is built and used as the most appropriate pattern of interaction between the Morotai Island Regency Education Office and the community is an equal and open relationship. This is in accordance with the principle of good governance in which the three actors who play a role in it, namely the government, the private sector and civil society, make a balanced contribution to each other. However, the obstacle faced is that the role and participation of the private sector is lacking in initiative because it only relies on programs made by the Morotai Island Regency government.
2. Good governance-based public service has been implemented by the Morotai District Education Office in the form of applying the principles of accountability, obedience to the law, and transparency. These three principles are also applied in the implementation and management of excellent schools consisting of Excellent Public Elementary Schools and State Junior High Excellent Schools. However, the obstacles faced are related to the intensity of attention to resources that are still lacking so that various potential resources in Morotai Island Regency are still not utilized optimally.
3. Government management carried out by the Morotai Island Regency Education Office strongly supports the realization of the concept of good governance where effectiveness and efficiency are the parameters used as the main link. This is indicated by the fulfillment of the three effectiveness measurement indices, namely quality, quantity, and timeliness. The effectiveness index can be measured on the completion of strategic plans and work plans that have been determined as the main part of the main tasks of the Morotai Island Education Office.

### **5.2 Recommendation**

1. The Head of the Morotai Island Regency Education Office is expected to increase commitment in carrying out the applicable regulations. This is because laws and regulations relating to government administration, local government and state civil apparatus strongly support the creation of a government that adheres to the principles of good governance.

2. The Education Office of Morotai Island Regency should be able to increase the intensity of attention and flow of resources for the implementation of excellent school programs. This policy is expected to improve the quality of primary and secondary school graduates in Pulau Morotai Regency and at the same time initiate to develop other excellent schools.
3. The role of the private sector needs to be increased, especially in terms of providing initiation related to the success of excellent school programs in Morotai Island Regency, for example companies engaged in IT through their Corporate Social Responsibility programs can contribute to the form of apprenticeship programs for schoolteachers in terms of technology utilization. Information.
4. This research requires follow-up, especially in testing the consistency of the application of good governance in government institutions at the district/city, provincial and central government levels. The tendency for changes in government management quality standards and programs along with changes in political leadership has the potential to make the effectiveness of existing programs fluctuate. Input in the form of suggestions and constructive criticism for the improvement of this research will be very helpful in making this research a reference material for further research.
5. Several other LAOs fields of study such as culture, tourism, and performance measurement of other LAOs will complement this research and lead to the application of good governance principles towards internalization which characterizes the work ethic of the government or state apparatus, the private sector and society in general.

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