

## Driving Bureaucracy Towards Post NPM: Case Studies And TNA Item Bank Management

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(Received: March 20-2021; Revised: May 28-2021; Published: June 1-2021)

### ABSTRACT

*This study aims to encourage the importance of the bureaucracy in entering Post New Public Management to answer the problems of perceived negative stigma in society such as slow, stiff and inefficient by analyzing the transformation of public administration that experiences institutional divergence. The case study methodology was chosen to find out how the roles of actors in the bureaucracy that lead to work completion patterns using the New Public Management paradigm. With combination of Text Network Analysis, it can be seen how the word structure is constructed by actors describing daily patterns and creating meaning from actions as a visual and structured confirmation tool to find parts that are still in the old pattern. The results show hybridization of public management in bureaucracy needs to be strengthened through a coercive element to encourage the potential state apparatus in administrative governance towards an ideal Post New Public Management. By using the ideal type of public management, the findings are compared to produce policy recommendations that can be applied to referral organizations. Combination of case studies with text network analysis contributes adaptive methods using technology such as the use of Wordij and Gephi applications to build strong data validity and reliability.*

**Keywords:** Post New Public Management; Bureaucratic Reform; Hybridation; Item Bank; Text Network Analysis.

### INTRODUCTION

Transforming bureaucratic that experience hybridization of public management and the existence of a 4.0 industrial revolution paradigm have not changed a bureaucratic stigma in a society that are rigid, slow, and inefficient (Surjana et al. 2020). This view is supported by the existence of the phenomenon of e-government in the New Public Management (NPM) as a form of governance change but does not change the behavior of bureaucrats. Heeks (2003); Sulistiyani and Susanto (2018) state that the concept of e-government has largely failed. The form of failure is shown by Saiya and Arman (2018) that e-government in the bureaucratic NPM is fragmented in providing public services or the reintegration into one complete service has not been created. Meanwhile, the integration solution initiated by the ministry does not support broad integration and is still partial. Efforts that can be made to change the negative stigma are to understand how the transformation of NPM to post NPM then identify their weaknesses as well as provide policy recommendations on what referral organizations can do. On the basis of the view of the need for optimization of Post NPM in the bureaucracy, this study

takes a case study on the management of digital item bank, Balitbang, Kemdikbud which have made digital transformation not only e-government but using a platform in the form of job management applications, but there are still NPM patterns that hampers optimization towards a strong, fast and efficient bureaucracy.

Understanding institutional in NPM and Post NPM must be positioned in the ideal type of public management that occurs in the 21st century bureaucracy in Indonesia. In several public studies, along with the development of society, the bureaucratic structure has experienced a shift. After the fall of the Soeharto regime, the ideal types of institutional transformation can be started from the Traditional Public Administration (TPA), New Public Management (NPM), and Post NPM. The development ideal type is as in table 1.

Table 1. Ideal type of public management in Indonesia

	<b>Traditional Public Administration</b>	<b>New Public Management</b>	<b>Post New Public Management</b>
Characterization	Bureaucratic	Post-bureaucratic competitive government	Government Collaboration
Citizen-State Relations	Obedience	Citizen Rights	Empowerment
Organizational accountability	Politicians	Customer service	Citizens and Stakeholders
Basic principles	Legislation	Result / Output	Relational
Key attribute	Neutral does not take sides	Professionalism	Responsiveness
How is the delegated system	Hierakhi department based on self-assessment	The private sector or broadly defined public	The alternative program menu is selected pragmatically
Performance goals	Manage inputs	Manage input and output	Various purposes including services, output, satisfaction, results
The Role of Public Participation	Limited to voting	Limited to customer satisfaction surveys	Multi-faceted (customers, residents, stakeholders)

Source: Adaptation of Ugyel (2014) and Turner et.al. (2019)

The category of traditional public administration (TPA) Ugyel, (2014) can be identified as occurring in Indonesia after the collapse of the New Order regime. TPA is a relational form of people's compliance with the state on the products of politicians through legislation which results in a high hierarchical system in the bureaucracy. The gradual complexity of the bureaucratic layers results in the lengthy process of managing inputs that are far from efficient. One of the pathologies inherent in TPA in Indonesia at that time was silo mentality, namely a closed attitude and reluctance to share information between institutions (Turner et al, 2019). Improvement efforts after the TPA stage are in the form of bureaucratic reform by cutting

institutional inefficiencies even though the internal bureaucratic structure has been rejected (Turner et. Al., 2019).

In the era of 2003 to 2010, bureaucratic reform led to a new reformation stage with targets formulated by international actors such as International Financial Institutions (IFIs) such as the IMF together with the Ministry of Finance by eradicating cronyism, corruption and poor government services that characterized Suharto's presidency by strengthening the Supreme Audit Agency (BPK) and the Corruption Eradication Commission (KPK) (Turner et.al, 2019).

In the 2010 to the present era, the bureaucracy in Indonesia has undergone a transformation of NPM and even post NPM. This criterion is characterized by bureaucracy that is increasingly disaggregated, incentivized, and competitive (Dunleavy, 2006; Margetts & Dunleavy, 2013). One form of disaggregation is that the bureaucracy has been streamlined and simplified, as stated in the PAN-RB Regulation Number 25 of 2020 concerning the 2020-2024 bureaucratic road map. The direction of the bureaucracy is shown to create effectiveness, efficiency, and results-oriented government, as well as the involvement of other actors outside the government in the same position, such as civil society, the business world, and the mass media.

Bureaucratic Reform encourages every ministry / institution / regional government so that the benefits of its existence can be felt directly by the community. Furthermore, incentives are contained in PP 11 of 2017 concerning the management of civil servants and the amendments to PP 17 of 2020 which regulate the management of civil servants such as career development and promotions including a payroll system related to incentives. Civil service management rules simultaneously create a competitive bureaucratic environment.

By using the framework of bureaucratic transformation in Indonesia, characteristically entering the NPM and Post NPM phases, it is necessary to conduct an empirical study in the field of how institutional patterns are applied in the interaction of social actors and organizations. The divergent institutional perspective is applied as a theoretical framework that causes variability at the micro organizational level. By taking a case study on the digital item bank management mechanism at the Center for Assessment and Learning, Balitbang, Kemdikbud, this study wants to analyze how the policy efforts that organizations can make to encourage the management of digital item banks from NPM to Post NPM.

## METODOLOGY

Institutional divergence according to Beckert (2010) is part of the refinement of Dimaggio and Powell's (1983) isomorphism theory. Coercive structural pressure, normative bureaucratic professionalism, and organizational tendencies that mimic best practice from the success of other organizations mimetically result in homogeneity according to Mizruchi & Fein, (1999) and heterogeneity (Beckert, 2010).

In coercive isomorphism, political will from within the organization creates divergences. Local level organizational leaders as well as organizational members can find a critical juncture to negotiate with. In normative isomorphic, divergence arises due to differences in interests, believed rules and actors' perceptions of actions. Actors will accept problems and look for solutions based on their cultural understanding. In mimetic isomorphic, the legitimacy of other organizations affects divergence based on the ability to adapt to circumstances.

Based on the understanding of the concept of Beckert (2010), the case study method and Segev's (2020) text network analysis were chosen to measure the extent of divergence in NPM

governance. The instrument used is in the form of in-depth interviews on how the bank governance is about all groups of actors involved. As a confirmation tool to show the validity of the data, the researcher used text network analysis from the processed interview results using the Wordij and Gephi applications. The results of the analysis are in the form of a word network graph which will be interpreted as related.

The focus of this research is the activities of digital item bank governance in the field of academic assessment of the Center for Assessment and Learning. The selection of case item bank management is based on organizational transformation that has been carried out since 2016 through the application. The areas of transformation include framework arrangement, items writing, analysis, and finalization. The management process that was previously paper-based using manual patterns entered the digital process through the Sistem Inovatif aplikasi Penilaian (SIAP) platform so that there was a transformation from paper in motion to digital in motion.

The item bank organization is internally managed by three different clusters, namely the leadership cluster (KP), the field of study cluster (KBS), the informatics team cluster (KTI), and 1 cluster outside the organization as an application developer (KPA). In terms of organizational transformation using digital applications, the role of KTI is more dominant as a bridge between users and application developers (Tassabehji et al., 2016). In the aspect of institutional divergence, the role of KBS is more dominant which determines the stages of being in NPM or Post NPM. Of the three clusters are commanded by KP that issue coercive policy rules, or normative directions in determining the form of the program, its implementation and evaluation.

Data collection was carried out in December 2020 which consisted of 2 actors from KP, 2 actors from KBS, 3 actors from KTI, 5 actors from KPA. Broadly speaking, the interview guide asks how the transformation of item bank management to digital is seen from the coercive, normative, and mimetic aspects.

## **RESULTS AND DISCUSSION**

Based on the theoretical elements of coercive, normative and isomorphic mimicry, the problem of digital item bank conversion is mainly driven by the ability of individuals as the main role in the normative framework as well as the views and experiences of outside organizations as a reference for the organization to perform mimesis. The results of the on-site investigations show that institutional coercive based on organizational rules is not visible. The drive for governance transformation comes from employee input in the form of creative ideas or formal educational backgrounds approved by the leader, as well as patterns of imitating other organizations as a form of mimesis.

Although strong institutional procedures have been established in the form of normative and mimetic, the root of the problem still appears in these two frameworks. In the normative aspect, the actor as the main role has a very important role in changing the work model. The ability to influence change at the community level in the form of equality of professional evaluation science and assessment obtained from formal education or training both at local and abroad. Some of these actors are at the supervisory official and senior leadership levels. But technically, this key role does not have the ability to create a system that will be assigned to first-level employees with a background in information technology as executors. Due to limited coding and database processing functions, as well as basic tasks and day-to-day functions that

are not intended to create applications or platforms, decision-making power is created in the private sector with experience in system application development.

In the aspect of imitating other organizational patterns, item bank management can also be obtained from external organizations (such as ETS <https://www.ets.org/> and ACER <https://www.acer.org/au/>). Selected bureaucrats receive training and education to explore how to manage item banks other state. Data discovery shows that some friends were sent to ACER at that time and also ETS. Although the management objectives have shifted from preparing National Exam (UN) questions to Minimum Competency Assessment (AKM), other organizational patterns are still relevant to be applied. The KP and KBS groups were inspired by how the management of questions in other countries was seen as more advanced than the management in Indonesia.

But in digital transformation, a strong culture is found in the development of questions using paper-based patterns that were used before 2016. This culture is still coloring the division of tasks, completion of work, and decisions in application development that have an impact on obstacles in achieving effective and rational organization. The data findings show that the cause of the old culture is still being applied because it is accustomed to the mindset of paper-based management, where each work is based on unit events and activities separately from routine question management tasks. Activity regularly habits influence current behavioral habits. The availability of applications that are more flexible and can be accessed at any time, faced with the old culture of paper-based management, the impact on every activity in the application must be jointly informed by the KP. Item bank managers do not have the initiative and proactive attitude to manage their own needs. Some believe that it is the leader's responsibility to complete the management of the item bank.

The dynamics of actors as the key to change create mimetic and normative patterns based on the role of Super Admin that bridges organizational needs to be conveyed to application developers from the private sector. Due to the constraints of the old culture, change will not feel fast, the process is rigid, and often slow, due to waiting for feedback from the subject group that is positioned as the user of the application. Therefore, even though the key participants have the same background in evaluation and assessment science and are supported by training from foreign organizations, this makes the management of this digital item bank more divergent.

The development of the digital item bank has adjusted to the organizational culture, participant capabilities, budget structure, workload and infrastructure, so that the management of the item bank experiences a hybrid between NPM and Post NPM. In organizational culture, differences in position levels, academic backgrounds, as well as main duties and responsibilities place PJM at the level of decision makers on the nature of the work served by administrators.

Social differences will form the relationship of patrons and clients. Further impact, employees with higher ranks or more senior become less adaptive to developments in technological developments. Even though digital transformation has been implemented, the pattern of patronage relationships can still be felt. Furthermore, social differences have an impact on differences in completion and implementation of work because they affect the ability that causes varieties of the management of item bank.

The budget structure decided to cancel paper purchases and switch to apps, which meant the availability of typists was eliminated for a longer period of time, while the workload remained the same, positioning young employees and KTI as assistant support. On the other hand, the limitations of servers and the knowledge of super admins and application developers in meeting organizational needs make infrastructure development in line with interests, accepted

norms, and perceptions of actions and goals that have an impact on institutional divergence.

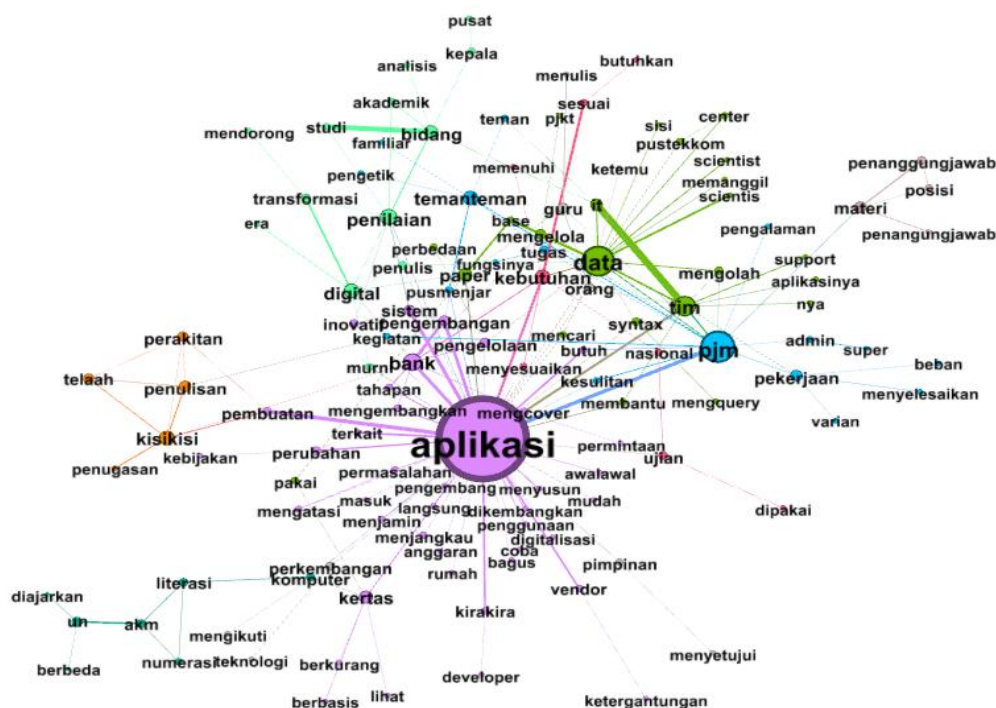
Furthermore, it can be concluded that the impact of institutional divergence has created various problem bank management problems. On the one hand, NPM can be seen as organizational management based on organizational goals (i.e. input and output). The organizational model only complements a number of jobs that have been agreed upon in the internal plan at the planning and budgeting stage. On the other hand, the management of item banks is included in the post NPM in the form of cooperation between institutions with schools, universities and information data centers, and paying attention to public opinion from mass media or social media.

## Qualitative Data Comparison with Network Analysis Text

By using the results of qualitative data in the form of interview texts and then processing them using the Wordij and Gephi applications, we get organizational narratives that reflect the network of meanings in the thoughts and behavior of organizational actors. To capture the resulting text structure, the TNA analysis was applied to the description of the interview results, which depicted how the participants thought, spoke, and acted on the digital transformation mechanism in Figure 1.

The analysis shows that the strongest nodes in the network are the words "aplikasi" and "data". At the same time, the most influential participants are "PJM" and "Tim IT" or the Super Admin node. Based on the advantages of these nodes, it can be analyzed that the organizational development problem is still in the NPM stage. The dominance of the completion of internal bureaucratic work proves this. Institutional cooperation outside the organization in solving bureaucratic problems is not visible. Evidence of the lack of institutional cooperation in digital transformation is the small number of teachers, writers, and data centers from outside the organization. In post-NPM, digital transformation shows positive developments in the context of data use and computer technology, which allows other parties to evaluate or monitor and as a form of diverse public participation.

Figure 1. Organizational Text Network Analysis



Source: Interview for the four clusters

Based on the comparison of qualitative data and TNA theoretically, the relevance of institutional divergence from Beckert's view applies to the bureaucracy of the digital era (Dunleavy et al., 2006) (Margetts & Dunleavy, 2013). Even though in practice the public management pattern used is still experiencing hybrid ambiguity as happened in China (Tian & Christensen, 2019). The organizational culture that is applied remains essentially patron and client, and the habit of realizing performance based on plans based on input and output units makes the organization unable to leave the NPM stage. At the same time, the completion of work to complete the output requires the use of institutional cooperation and outside input, which reflects the post NPM. Bureaucratic hybridization will affect the characteristics of the organization in relation to the role of citizens which determines how accountability is carried out so that it has an impact on performance goals. The hybrid comparison of item bank management to the ideal type can be seen in Table 2.

Table 2. Comparison of ideal types in Item Bank Management

	New Public Management	Post New Public Management	Proposed Application of Policy
<b>Organizational characterization</b>	Management is still based on input and output with a predetermined budget structure so it is not easy to make adjustments.	<ul style="list-style-type: none"> <li>• Use of applications and platforms utilizing cloud computing and servers.</li> <li>• Collaboration between institutions is only limited to writing questions and not thoroughly revising it</li> </ul>	Government Collaboration
<b>Citizen-State Relations</b>	There are no channels for active public engagement information such as social media and outside forums to provide input and suggestions.	Utilizing social media as limited as media to socialize programs and activities.	Empowerment
<b>Organizational accountability</b>	Still responsible to the organization in the form of activity reports.	Not Exist	Citizens and Stakeholders
<b>Basic principles</b>	Result / Output	Not Exist	Relational
<b>Key attribute</b>	Professionalism that is limited to field expertise based on formal knowledge has not yet reached the adaptation of adaptive	Not Exist	Responsiveness

	technology needs.		
<b>How is the delegated system</b>	The hierarchy is leveled from the third echelon to the technical group.	Not Exist	The alternative program menu is selected pragmatically
<b>Performance goals</b>	Manage input and output	Not Exist	Various purposes including services, output, satisfaction, results
<b>The Role of Public Participation</b>	Limited to customer satisfaction surveys	Not Exist	Multi-faceted (customers, residents, stakeholders)

Source: Processed by self

Based on a comparison of the ideal type of public administration and institutional divergences that occur in the management of digital item banks, it shows that most of the management is still in the NPM phase. The use of the application platform as a new way and limited institutional collaboration at some stages of management needs to be better optimized in shaping the organizational character of Post NPM. In the aspect of organizational and citizen relations, the use of technology which is limited to the socialization media of the program does not reach the level of empowerment. To support these efforts, organization need to take advantage of the online application that already have by adding a discussion forum feature that functions to build an assessment community that can be accessed at any time. Community functions through the application can be used at the same time for organizational accountability. Elements in the community as a form of delivery of public accountability that can be perfected through cooperation between institutions.

Community forums that are built can consist of professionals who are experts in their fields. By involving input from various parties will form a relationship between bureaucrats in the organization and the outsiders. By using a relational collaboration pattern, it is believed that it can ease the burden on the organization to formulate problem solutions to create rapid responsiveness to community needs. Community forums can also be used as a medium for public participation in a multifaceted form so that it involves citizens in providing input not limited to customer satisfaction questionnaires. To support the impact of collaboration and community activity, it is necessary to design a more flexible budget based on at cost. The availability of funds can be used at any time and if there is excess, it is returned to the state treasury as needed so that it is not fixed on the output of the organization but the outcome of better item bank management.

## CONCLUSION

Thus, the findings of institutional divergence that occurred in the management of item banks which were still identical to the NPM phase could be used as a basis for changing the organization into a full Post NPM. Institutional changes that can be done are internally by



implementing a restructuring model in the organization in the form of normative improvement of employee competencies while at the same time trying to eliminate patronistic organizational culture. In the external environment, NPM practices that are influenced by the ministerial structure when setting organizational goals also need to be restructured according to institutional rules and more flexible determination of outputs, while taking into account the needs of the community.

Community involvement as the main characteristic of Post NPM can use technology as a tools for empowerment. The activeness of the bureaucracy in making relational and responsiveness to outside input will determine the success of programs or services that can be applied in society.

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