

IMPLEMENTATION OF GOOD GOVERNANCE PRINCIPLES IN THE PERFORMANCE OF EAST JAVA PROVINCIAL DEVELOPMENT PLANNING AGENCY EMPLOYEES

Amalia Indah Widuri^{1a}, Sri Umiyati^{2b}, Elly Setio Wahyuni^{3c}

¹⁻³ Hang Tuah University, Indonesia

^aE-mail: amaliaiw77@gmail.com*

^bE-mail: umiyati.uht@gmail.com

^cE-mail: elli.setiyo@hangtuah.ac.id

(*) Corresponding Author

amaliaiw77@gmail.com

ARTICLE HISTORY

Received : 20-01-2026

Revised : 07-02-2026

Accepted : 28-03-2026

KEYWORDS

Good Governance;

Employee Performance;

Pseudo-Performance;

ABSTRACT

Background: The implementation of good governance in public institutions requires not only strong administrative performance but also substantive integration in governance processes. In regional development planning institutions, employee performance plays a crucial role in ensuring effective policy formulation and implementation. Objective: This study aims to analyze employee performance at the East Java Provincial Development Planning Agency (Bappeda) from a good governance perspective based on Mangkunegara's performance dimensions. Methods: This research employs a descriptive qualitative approach through in-depth interviews, observations, and document analysis involving seven key informants. Data were analyzed using the interactive model of Miles, Huberman, and Saldaña, supported by source and technique triangulation to ensure data credibility. Results: The findings indicate that institutionally employee performance is categorized as good, as reflected in high performance indicator achievements, the strong implementation of the Government Agency Performance Accountability System (SAKIP), and the application of Employee Performance Targets (SKP) and merit-based management. Accountability and transparency have been procedurally implemented through performance reporting, public consultation forums, and the publication of planning documents. Organizational effectiveness is also reflected in the achievement of program targets and cross-sector coordination in strategic planning processes. However, several structural challenges remain, including limited inter-unit data integration, unequal workload distribution, competency mismatches in certain positions, and coordination dynamics among sectors. Conclusion: These findings reveal a gap between administrative performance achievements and the substantive integration of governance processes, indicating the potential presence of pseudo-performance in public sector management.

This is an open access article under the CC-BY-SA license.



INTRODUCTION

Improving the performance of government apparatus constitutes a strategic issue in the bureaucratic reform agenda in Indonesia. The State Civil Apparatus (ASN) is no longer positioned merely as administrative implementers but as key actors in determining the quality of public policy planning, implementation, and evaluation. In the context of regional government, employee performance becomes an important indicator of governance effectiveness as well as a reflection of public administration quality. Employee performance refers to the work results achieved in terms of both quality and quantity in accordance with assigned responsibilities (Mangkunegara, 2000; Armstrong & Baron, 1998). Therefore, the quality of apparatus performance influences not only the achievement of organizational targets but also the effectiveness of regional development policies.

In modern public administration, the concept of good governance has developed as an approach to overcome the limitations of traditional bureaucratic systems that tend to be hierarchical, closed, and procedural. The United Nations Development Programme (UNDP) defines good governance as a governance system based on principles such as accountability, transparency, effectiveness, efficiency, responsiveness, and the rule of law. In Indonesia, these principles have been institutionalized through bureaucratic reform policies, particularly through the Government Agency Performance Accountability System (SAKIP). This system integrates planning, budgeting, implementation, and performance reporting to ensure that government institutions demonstrate measurable and results-oriented performance.

Previous studies generally indicate that the implementation of good governance principles contributes positively to improving public sector performance and service quality. The implementation of SAKIP, for instance, is often associated with higher performance accountability evaluation scores and improved program target achievement. However, most existing studies primarily focus on aggregate organizational performance and formal administrative indicators. Research that examines how good governance principles are internalized within the daily performance practices of government employees, especially in regional development planning institutions, remains relatively limited. In addition, contemporary public administration literature highlights a potential limitation in public performance management systems. Performance evaluation may become overly focused on formal measurement indicators and procedural compliance. As a result, high performance scores do not always reflect the actual quality of work processes or the substantive impact of policies (Behn, 2001; Pollitt & Bouckaert, 2011). This situation may lead to what is often described as pseudo-performance, where organizations appear to perform well administratively but still face challenges in process integration, cross-functional coordination, and policy analysis quality.

Within this context, the Regional Development Planning Agency (Bappeda) of East Java Province plays a strategic role in regional governance. As an institution responsible for formulating, coordinating, and controlling regional development planning, the performance of Bappeda employees directly influences the effectiveness of development policies. Institutionally, the East Java Provincial Bappeda demonstrates relatively high performance indicator achievements, with evaluation results ranging from "Good" to "Very Good." These scores indicate that planning, measurement, and reporting mechanisms have been implemented in accordance with established standards.

Nevertheless, several internal dynamics suggest that performance achievements cannot be understood solely from administrative indicators. Empirical observations indicate challenges related to cross-division data integration, differences in interpreting cross-sector indicators, uneven workload distribution, and competency mismatches in certain positions. In addition, coordination processes during the preparation of strategic planning documents often require intensive negotiation among organizational units. These conditions indicate a potential tension between formal administrative achievements and the realities of daily organizational work practices.

This situation highlights an important gap between performance measured through formal indicators and the substantive quality of work processes within the organization. From a good governance perspective, accountability and transparency should not be interpreted solely as compliance with reporting procedures. Instead, they should reflect integrated data systems, effective cross-sector coordination, professional competence, and the institutional capacity to produce sustainable policy outcomes. When performance achievements are primarily oriented toward administrative outputs without sufficient integration of processes and organizational capacity, there is a risk of reinforcing administrative pseudo-performance.

Based on this background, the main research problem concerns how employee performance within regional development planning institutions can be understood beyond formal indicator achievements. Specifically, this study examines how good governance principles are reflected in the daily performance practices of government employees. The

gap between administrative performance achievements and the substantive quality of work processes therefore becomes a critical issue requiring deeper analysis.

Accordingly, this study aims to analyze the performance of employees at the East Java Provincial Bappeda using Mangkunegara's performance dimensions and relate them to the principles of good governance, particularly accountability, transparency, effectiveness, efficiency, professionalism, and collaboration. The findings are expected to contribute theoretically to the development of public sector performance studies from a good governance perspective. Practically, the study aims to provide insights for strengthening ASN performance so that it is not only administratively measurable but also substantively integrated and sustainable.

METHOD

This study employs a qualitative approach with a descriptive design to obtain an in-depth understanding of the implementation of good governance principles in employee performance within the East Java Provincial Regional Development Planning Agency (Bappeda). A qualitative approach was chosen because it enables the exploration of organizational processes, interactions, and work practices that cannot be adequately captured through quantitative measurement. The study adopts an interpretative case study perspective focusing on how accountability, transparency, effectiveness, efficiency, professionalism, and cross-sector collaboration are reflected in the daily work practices of government apparatus involved in regional development planning.

The research subjects consisted of seven key informants selected using purposive sampling based on their involvement in planning processes, performance management, and inter-sector coordination within the organization. Informants included leadership elements, structural officials, and technical staff responsible for preparing planning documents, managing personnel performance, and coordinating development programs. The informants possessed diverse professional backgrounds, work experiences ranging from 5 to more than 20 years, and educational qualifications primarily at the bachelor's (S1) and master's (S2) levels in public administration, development economics, and regional planning. Such diversity was intended to obtain comprehensive perspectives on the implementation of good governance principles in employee performance. To maintain research ethics, the identities of informants were anonymized.

Data were collected through in-depth interviews, non-participatory observation, and documentation studies. Interviews were conducted semi-structurally to explore informants' experiences regarding accountability practices, transparency, workload distribution, professionalism, and cross-sector coordination. Observations were carried out to understand work patterns and coordination dynamics in the preparation of planning and performance evaluation documents, while documentation analysis involved reviewing official reports, planning documents, attendance records, and internal regulations. Data analysis followed the interactive model of Miles, Huberman, and Saldaña (2014), which includes data condensation, data display, and conclusion drawing. To ensure credibility, the study applied source triangulation and technique triangulation by comparing information from different informants and data collection methods.

RESULT AND DISCUSSION

Accountability

Accountability constitutes a fundamental pillar of good governance, emphasizing the obligation of public institutions to justify their decisions, actions, and resource utilization to stakeholders. According to the United Nations Development Programme (UNDP, 1997), accountability encompasses not only administrative reporting but also moral, legal, and professional responsibility to ensure that governance processes generate meaningful public outcomes. Within the institutional context of the East Java Provincial Development Planning Agency (Bappeda), the accountability system has been formally institutionalized through various performance management instruments.

Empirical findings demonstrate that the implementation of the Government Agency Performance Accountability System (SAKIP) within Bappeda has achieved a score of 92.76 in 2024, categorized as *Very Good*. This achievement indicates that performance planning, measurement, reporting, and evaluation mechanisms have been implemented systematically and documented in accordance with regulatory standards. Furthermore, the implementation of Employee Performance Targets (SKP) and Additional Employee Income (TPP) based on productivity and discipline strengthens individual accountability within the organization. Employees are required not only to perform their duties but also to demonstrate measurable performance outcomes linked to financial incentives. As one informant stated:

“All work is already connected to indicators. If targets are not achieved, there will certainly be evaluation and clarification.”

This condition reflects the influence of the New Public Management paradigm (Hood, 1991), which emphasizes performance measurement and quantitative indicators as mechanisms for bureaucratic control. From an administrative perspective (Bovens, 2007), the accountability system appears highly structured and disciplined. However, deeper examination reveals that the strong emphasis on performance indicators may also produce what can be described as pseudo-performance a situation in which administrative compliance and numerical achievements create an image of strong performance while substantive integration and policy impact remain less visible. Several operational challenges identified during the research illustrate this condition. Informants indicated that data reconciliation between divisions often needs to be conducted repeatedly during reporting processes, as illustrated by the following statements:

“Sometimes data across divisions are not yet fully synchronized. During report preparation, we must conduct reconciliation again.”

“Indicator interpretations may differ, especially when involving cross-sector matters.”

These findings indicate that accountability within Bappeda operates effectively within vertical structures between superiors and subordinates but still faces coordination challenges in horizontal accountability among organizational units (O’Donnell, 1998). Such conditions suggest that while performance indicators are successfully achieved at the unit level, cross-unit integration and data standardization remain limited. From an analytical perspective, this pattern reflects a compliance-oriented accountability system, where organizations fulfill reporting obligations and meet quantitative targets but still face challenges in integrating performance information across sectors (Halim, et al., 2025). In this context, pseudo-performance emerges when high administrative performance scores coexist with fragmented data systems and differing interpretations of policy indicators.

Using the input–process–output–outcome framework, the accountability system within Bappeda appears strong in the process and output dimensions, particularly in documentation, reporting, and indicator achievement. However, evaluation based on policy outcomes and long-term development impacts remains limited. Behn (2001) excessive focus on measurable outputs may obscure qualitative dimensions such as policy effectiveness, development sustainability, and cross-sectoral coordination. Therefore, although the accountability system within the East Java Provincial Bappeda can be categorized as institutionally strong, the findings suggest that the organization is still undergoing a transition from formal accountability toward integrated and impact-oriented accountability. Strengthening data integration, standardizing indicator interpretation, and improving outcome-based evaluation mechanisms are necessary to ensure that accountability mechanisms reflect substantive governance performance rather than merely administrative achievements (Moynihan, & Ingraham, 2003).

To move toward integrative accountability, it is necessary to standardize cross-divisional indicator interpretations, integrate information systems based on a single data system, strengthen substantive coordination forums prior to the reporting stage, and develop evaluations based on outcomes and policy impacts.

Thus, accountability within the East Java Provincial Bappeda can be categorized as institutionally and regulatorily strong, yet still undergoing consolidation toward integrated substantive accountability. Within the framework of New Public Governance (Osborne, 2010), ideal accountability is not merely a hierarchical relationship but rather a collaborative accountability network grounded in trust and information integration.

Table 1. Performance Accountability Indicators of the East Java Provincial Development Planning Agency (Bappeda)

Indicator	Score	Category	Description
SAKIP Implementation	92,76	Very Good	Documented planning, measurement, and reporting system
Performance-based SKP & TPP	Compliant	Good	Strengthening individual accountability

Source: Interviews & Observations

Transparency

Transparency represents another essential principle of good governance, referring to the openness of information, accessibility of public documents, and clarity of decision-making processes. The World Bank (1992) emphasizes that transparency enables the public to understand and evaluate government actions, thereby strengthening public trust and

accountability. Within the governance practices of the East Java Provincial Bappeda, transparency is manifested through the publication of planning documents, performance reports, and the implementation of public consultation forums during the formulation of strategic planning documents. The findings indicate that public perception of transparency in Bappeda services is relatively positive. The 2025 Community Satisfaction Index (IKM) recorded a score of 89.56, suggesting that stakeholders perceive the institution as open and responsive in providing information related to development planning. Public consultation forums are routinely conducted before the finalization of strategic documents, allowing stakeholders to participate in the planning process. One informant explained:

“Every preparation of strategic documents certainly goes through public consultation forums.” Another informant added:

“Stakeholders are given space to provide input before documents are finalized.”

These practices demonstrate the existence of participatory transparency, where openness is not limited to document publication but also includes opportunities for public involvement in policy formulation (Fung, 2006), however, further analysis reveals that the transparency mechanism still faces structural limitations, particularly in the integration of digital information systems. UNDP (1997) several informants noted that planning data are available but not yet integrated within a single real-time platform. Multiple applications are still used simultaneously, requiring repeated data entry and manual reconciliation.

“Data are already available, but not yet fully real-time and integrated into a single platform.”

“We still use several different applications, so we must re-enter data.”

This fragmentation of information systems creates several implications, including discrepancies in data across documents, delays in information access for decision-makers, and potential inconsistencies in public reporting. In this context, transparency may appear administratively fulfilled while substantive accessibility and reliability of information remain limited.

Such conditions can also be interpreted through the concept of pseudo-performance transparency, where the availability of public documents creates the impression of openness, yet the underlying data infrastructure does not fully support real-time access, cross-unit verification, and dynamic monitoring. According to Heeks (2006), transparency functions primarily as procedural disclosure rather than as an integrated governance mechanism that supports evidence-based decision making.

Therefore, while transparency practices within the East Java Provincial Bappeda demonstrate strong procedural openness and participatory elements, further institutional strengthening is required to ensure that transparency contributes substantively to governance quality. Integrating planning information systems into a unified data platform would not only improve transparency but also reduce the risk of pseudo-performance arising from fragmented information management.

System fragmentation potentially generates several implications, namely:

Differences in figures across documents due to variations in data update timing.

Delays in information access for decision-makers.

Risks of inconsistency in public information.

Theoretically, this condition may be categorized as procedural openness, namely openness that fulfills formal regulatory aspects but has not yet achieved integrated digital transparency. Meijer (2013) states that modern transparency must be based on data governance, namely integrated, reliable, and cross-unit verifiable data management. Furthermore, Fox (2007) distinguishes between “transparency as disclosure” and “transparency as accountability driver.” In the context of Bappeda, the provision of documents and public forums has fulfilled disclosure transparency, yet data integration and real-time accessibility still require improvement so that transparency genuinely drives accountability enhancement and policy quality.

From the perspective of open government, transparency ideally enables the public not only to access final documents but also to understand processes, methodologies, and the dynamic progress of indicator achievements. When systems are not yet integrated, transparency tends to be static (final documents) rather than dynamic (evolving data). Analytically, transparency within the East Java Provincial Bappeda can be mapped in the following table:

Table 2. Transparency Implementation Status in the Governance Practices of the East Java Provincial Development Planning Agency (Bappeda)

Aspect	Status	Description
Procedural Transparency	Good	Public consultation forums and document publication

Informational Transparency	Enough		Data is available but not yet real-time
Integrated Digital Transparency	Strengthening needed	is	The interoperability system is not yet optimal

Source: Interviews & Observations

This condition indicates that the organization has surpassed the minimum stage of compliance transparency but has not yet fully reached the stage of strategic transparency, namely openness designed systemically to improve policy quality and public trust.

Within the context of data-driven governance, information system integration becomes an essential prerequisite for improving transparency quality. Without such integration, there exists a risk of transparency illusion, namely a condition in which information appears formally open but is not yet fully accessible, understandable, and consistently verifiable. Thus, transparency within the East Java Provincial Bappeda has developed administratively and participatively, yet still requires optimization through the digitalization of planning systems based on a single integrated planning data system. Such strengthening will encourage a shift from procedural openness toward integrated digital transparency that is more adaptive, responsive, and grounded in public trust.

Effectiveness & Efficiency

Effectiveness and efficiency represent key indicators of governance performance, reflecting the ability of public institutions to achieve policy objectives while utilizing resources optimally. According to UNDP (1997), effectiveness refers to the degree to which policy goals are achieved, whereas efficiency relates to the relationship between inputs and outputs in governance processes. Empirical findings reveal that the achievement of development program targets within Bappeda reached 83.57% against an established target of 80%, indicating that the organization was able to meet and even exceed its performance objectives. Informants confirmed that most program indicators were successfully achieved through intensive coordination with regional apparatus organizations (OPD).

“Most indicator targets were achieved and even exceeded.”

“The planning function operates effectively because coordination with regional apparatus organizations (OPD) is quite intensive.”

At first glance, these findings indicate strong organizational effectiveness, particularly in terms of output achievement. However, deeper examination suggests that this effectiveness is primarily reflected in administrative outputs rather than long-term development outcomes. Pollitt and Bouckaert (2011) performance indicators emphasize target achievement within planning documents, while comprehensive evaluation of policy impacts across sectors remains limited.

This condition illustrates another dimension of pseudo-performance, where the successful achievement of quantitative targets may create the perception of strong institutional performance even though broader developmental outcomes are not yet systematically evaluated. In terms of efficiency, the study identified several operational pressures related to workload distribution. Informants noted that workload significantly increases during the preparation of key planning documents such as the Regional Government Work Plan (RKPD) and budget revisions.

“During the RKPD preparation and evaluation periods, workload increases significantly.”

“Work distribution has not yet been fully balanced across divisions.”

These findings suggest that effectiveness in target achievement may partly be driven by intensified workloads rather than by optimal process management. Such conditions may create process strain, where organizational success in meeting targets is accompanied by internal pressures on human resources and coordination mechanisms.

Additionally, competency mismatches among employees were identified as a factor influencing work efficiency. Some employees are required to adapt to technical responsibilities that differ from their educational background, potentially increasing learning curves and reducing technical efficiency.

Consequently, although the East Java Provincial Bappeda demonstrates strong performance in terms of output effectiveness, the organization still faces challenges in achieving balanced efficiency between human resource capacity, workload distribution, and long-term policy impact evaluation. Without improvements in these areas, high numerical performance achievements may continue to reflect administrative success while masking deeper organizational capacity challenges associated with pseudo-performance.

Osborne (2010), within the New Public Governance paradigm, emphasizes that effectiveness must be accompanied by collaborative efficiency, namely adaptive and collaborative resource management. If effectiveness is achieved through

intensified workloads without process restructuring, long-term risks may include organizational fatigue and declining policy analysis quality. In addition to workload pressures, competency aspects also influence work efficiency.

“Some employees must adapt because their educational background is not entirely aligned with their field of duties.”

This competency mismatch results in longer learning curves and potential inefficiencies in working time. From a public management perspective, this relates to technical efficiency, namely the organization’s ability to maximize output using available inputs (Wardiyanto, et al., 2025). When competencies are not fully aligned with technical needs, technical efficiency becomes less optimal.

Furthermore, a distinction exists between technical efficiency and adaptive efficiency. Technical efficiency focuses on optimizing routine processes, whereas adaptive efficiency (North, 1990) emphasizes an organization’s ability to adapt to environmental dynamics and policy changes. In the context of Bappeda, output effectiveness demonstrates relatively strong technical efficiency, yet workload pressures and coordination dynamics indicate that adaptive efficiency still requires strengthening through task redistribution and human resource capacity enhancement. Analytically, effectiveness and efficiency within Bappeda can be mapped in the following table:

Table 3. Assessment of Effectiveness and Efficiency in Organizational Performance at the East Java Provincial Development Planning Agency (Bappeda)

Aspect	Score/Status	Description
Output Effectiveness	High (83,57%)	Program targets achieved/exceeded
Outcome Effectiveness	Strengthening is needed	Cross-sectoral impacts have not been fully analyzed
Technical Efficiency	Enough	Influenced by workload distribution and competency
Efisiensi Adaptif	Perlu penguatan	Requires capacity management and workload planning

Source: Interviews & Observations

Behn (2001) emphasizes that the primary challenge for public organizations is not merely achieving targets but maintaining balance between performance achievement and organizational sustainability. In this context, if effectiveness is achieved through excessive pressure on employees, the quality of policy analysis and planning innovation may decline. Thus, the organizational effectiveness of the East Java Provincial Bappeda can be categorized as strong in the dimension of target achievement, while internal efficiency still requires improvement through:

Workload structuring based on the annual planning calendar.

Optimization of cross-divisional task redistribution.

Strengthening of merit systems and competency management.

Development of collaborative digital work systems to reduce process duplication.

Within the framework of good governance, effectiveness and efficiency are not measured solely by the success of achieving numerical targets, but also by the organization’s ability to maintain balance among outcomes, processes, and resource capacity in a sustainable manner.

Professionalism & Merit System

Professionalism and the merit system represent fundamental components of good governance, ensuring that public officials perform their duties based on competence, integrity, and institutional responsibility (Daniel, 2023). Within Bappeda, performance appraisal mechanisms such as SKP and merit-based management of the State Civil Apparatus (ASN) have been implemented to strengthen bureaucratic professionalism. The research findings indicate that employees generally demonstrate strong commitment and responsibility in the preparation of regional planning documents. Continuous participation in training and capacity-building programs also reflects efforts to improve professional competence.

However, the study identified several cases in which employee educational backgrounds are not fully aligned with their functional assignments. Informants acknowledged that some employees must adapt to specialized technical tasks outside their academic expertise.

“We strive to place employees according to their competencies, but not all educational backgrounds are fully aligned.”

“Some employees must adapt because their fields require specific technical capabilities.”

This condition illustrates that the merit system has been implemented normatively but not yet fully optimized substantively. Competency mismatches may slow policy analysis processes and reduce the depth of technical evaluation in development planning.

In the broader context of governance performance, such conditions may also contribute to pseudo-performance dynamics. Administrative performance indicators may show strong results due to compliance with reporting systems and performance targets, yet the underlying analytical capacity required for high-quality policy formulation may not always be fully aligned with the competencies of personnel involved.

“We regularly participate in training and independent learning to improve capacity.”

Nevertheless, indications of an emerging organizational learning culture were observed, as employees actively participate in training programs and independent learning initiatives (Senge, 1990), this suggests that institutional transformation toward a fully merit-based professional bureaucracy remains possible, provided that competency mapping, training alignment, and strategic human resource management are strengthened.

Professionalism and the merit system constitute fundamental pillars in the realization of good governance, particularly in ensuring that public officials perform their duties based on competence, integrity, and accountability. Within the institutional context of regional development planning, Bappeda employees generally demonstrate a strong commitment to organizational responsibilities, especially in the formulation of regional strategic planning documents. The implementation of performance appraisal mechanisms through Employee Performance Targets (SKP) and merit-based management of the State Civil Apparatus (ASN) reflects an institutional effort to align bureaucratic performance with good governance principles. Such practices are consistent with the broader governance framework emphasizing accountability and professionalism as key determinants of public service quality, as highlighted by Junaedi (2023), who underscores that governance effectiveness depends heavily on professional administrative conduct supported by clear institutional standards.

Despite the normative establishment of professionalism through regulatory frameworks, empirical findings indicate that competency mismatches between employees' educational backgrounds and their assigned functional roles remain evident. Several employees are required to adapt to technical fields that demand specialized expertise, which may influence both the depth of policy analysis and the effectiveness of program implementation. This condition illustrates that professionalism cannot rely solely on procedural compliance but must also be supported by substantive competency alignment. Sunardi et al. (2022) emphasize that human resource development plays a decisive role in improving local government performance, particularly when competency utilization is aligned with organizational needs. Similarly, effective governance mechanisms, including performance accountability systems such as SAKIP, require capable human resources to translate administrative compliance into measurable development outcomes (Nurkholilah et al., 2025).

From a merit system perspective, the findings suggest that implementation has reached a normative stage but has not yet achieved full substantive optimization. Modern public administration theory asserts that competency-based placement directly affects policy responsiveness and institutional adaptability. When employees occupy positions misaligned with their competencies, organizational learning curves tend to lengthen, potentially slowing innovation and policy adjustment processes. Internal governance instruments, including performance monitoring and control mechanisms, must therefore be complemented by strategic human resource management to ensure that bureaucratic professionalism produces tangible performance improvements. Sakti et al. (2023) argue that governance performance is strengthened when internal control systems are integrated with human resource capacity, demonstrating that institutional effectiveness emerges from the interaction between administrative systems and professional competence.

Nevertheless, the presence of continuous training participation and independent learning initiatives among employees indicates the emergence of a learning organization culture, reflecting adaptive capacity within the bureaucracy. This tendency aligns with Senge's concept of a learning organization, where continuous capacity development becomes a mechanism for organizational resilience and innovation. The commitment of employees to enhance their competencies suggests that institutional transformation toward a fully merit-based system remains feasible, provided structural reinforcement supports competency mapping, targeted training, and evidence-based placement policies. Strengthening professionalism through competency-driven governance not only enhances individual performance but also contributes to sustainable institutional capacity, thereby reinforcing the broader objectives of good governance and improved public sector performance as emphasized across contemporary governance scholarship (Junaedi, 2023; Sunardi et al., 2022; Nurkholilah et al., 2025; Sakti et al., 2023).

Collaboration and Coordination

Modern governance increasingly emphasizes collaborative governance, where policy formulation and implementation involve networks of actors rather than purely hierarchical bureaucratic structures. Within the East Java Provincial Bappeda, collaborative practices are reflected in the use of cross-functional teams for the preparation of major planning documents such as the RPJMD and RKPD. Rhodes (1997), through the concept of network governance, emphasizes that modern bureaucracy no longer operates within a purely hierarchical model but rather within interdependent networks among units and actors. In the national regulatory context, Minister of Administrative and Bureaucratic Reform Regulation (Permen PANRB) Number 7 of 2022 concerning Work Systems in Government Institutions encourages the transformation toward team-based work systems as part of bureaucratic simplification. Within the East Java Provincial Bappeda, team-based work systems have been implemented through the establishment of cross-functional working groups in the preparation of planning documents such as the RKPD, RPJMD, and development performance evaluations. Informants indicated that the work system has shifted toward a more collaborative model:

“Work is now more team-based and cross-sectoral.”

Coordination between divisions also intensifies during strategic planning phases, suggesting that collaboration mechanisms have been institutionalized structurally.

However, the research also identified several challenges related to inter-sectoral negotiation and policy integration. Differences in priorities between divisions often require extended deliberation before agreements can be reached. This statement indicates a shift from a sectoral work model toward a collaborative pattern. Team-based work systems encourage information exchange, accelerated coordination, and flexibility in task distribution. Another informant added:

“Coordination between divisions is quite intensive, especially during the preparation of strategic documents.”

This indicates that structurally, coordination mechanisms have functioned relatively well, particularly during the preparation phase of formal documents. Communication intensity increases when the organization enters the strategic planning phase. However, the study also identified fairly complex inter-sectoral negotiation dynamics.

“Differences in priorities between divisions often require lengthy discussions before agreement is reached.”

Such dynamics indicate that although collaborative structures exist, substantive integration of policy priorities and data systems has not yet been fully achieved (DeLeon, & Varda, 2009). In some cases, overlapping program priorities and differing interpretations of indicators were observed. From an analytical perspective, this condition reflects a transitional stage of network governance, where collaborative structures are already present but strategic integration and shared information systems remain under development. Within this context, pseudo-performance may also arise when collaboration appears administratively established through formal forums and cross-functional teams, while deeper integration of data, indicators, and policy visions across sectors remains limited. Consequently, collaborative governance may operate procedurally without fully achieving the intended strategic synergy among policy actors (Frankowski, 2019). Strengthening collaborative governance within Bappeda therefore requires not only formal coordination mechanisms but also integrated data platforms, harmonized performance indicators, and shared policy visions among organizational units. Such improvements would enable collaboration to function not merely as administrative coordination but as a substantive driver of integrated regional development planning.

These findings indicate that collaboration does not always proceed linearly but rather through deliberative processes and negotiation of interests. In collaborative governance theory (Ansell & Gash, 2008), such conditions represent a common characteristic of collaborative processes, where actors bring their respective sectoral preferences that are subsequently negotiated within joint forums. Furthermore, indications of program overlap and differences in policy interpretation were identified in several cross-sectoral planning cases. This suggests that although collaborative structures have been established, substantive policy integration has not yet been fully harmonized. Analytically, this condition can be explained through three main dimensions in the following table:

Table 4. Collaboration and Coordination Dimensions in the Governance Practices of the East Java Provincial Development Planning Agency (Bappeda)

Dimension	Status	Description
Structural Collaboration	Good	The cross-functional team structure has been formalized
Processual Collaboration	Enough	Intense coordination but still situational
Substantive Collaboration	Strengthening is needed	Data and indicator integration across units is not yet optimal

Source: Interviews & Observations

At the substantive level, challenges remain in data integration and the synchronization of inter-sectoral visions. Differences in indicator and target interpretation indicate that a shared vision and shared data system have not yet been fully internalized.

From the perspective of New Public Governance (Osborne, 2010), collaborative effectiveness is determined not merely by the existence of forums or working teams, but by the organization's ability to build relational trust, shared vision, and integrated information based on common data. Without integrated data and shared platforms, collaboration risks becoming an administrative formality. Furthermore, this condition can be categorized as transitional network governance, namely a transitional phase from hierarchical bureaucracy toward network-based governance. Characteristics of this phase include:

Collaborative structures have been established.

Cross-unit communication has increased.

However, vision harmonization and information system integration have not yet fully matured.

In the context of regional development planning, cross-sectoral coordination possesses high complexity because it involves multiple Regional Apparatus Organizations (OPD) with differing priorities and indicators. Therefore, synchronization is not merely a technical issue but also a matter of policy politics and resource allocation. Conceptually, collaboration challenges in Bappeda can be understood as a gap between structural collaboration and strategic integration. Work structures already support collaboration, yet strategy and data integration have not become fully systemic. To strengthen collaboration based on good governance, several strategic measures may be considered:

Strengthening integrated cross-sectoral data platforms.

Aligning cross-sectoral performance indicators from the early stages of planning.

Developing coordination forums based on problem-solving rather than merely reporting.

Enhancing policy mediation capacity among coordinating officials.

Thus, collaboration and coordination within the East Java Provincial Bappeda have demonstrated significant progress in structural and procedural aspects. However, to achieve mature network governance, strengthening vision integration, indicator synchronization, and integrated information systems is required so that collaboration operates not only administratively but also substantively and strategically.

CONCLUSION

This study finds that employee performance at the East Java Provincial Development Planning Agency (Bappeda) generally reflects the formal implementation of good governance principles, particularly in accountability, transparency, effectiveness, professionalism, and collaboration. Institutional mechanisms such as SAKIP, SKP, and performance-based evaluations demonstrate strong administrative compliance and structured performance management. However, the findings also reveal that governance practices remain predominantly procedural, as cross-unit data integration, outcome-based evaluation, and competency alignment still require strengthening. This condition indicates a gap between administrative performance achievements and the substantive quality of governance processes, which may lead to pseudo-performance in public sector management. Theoretically, this study highlights the limitations of indicator-based performance systems when not supported by integrated governance processes. From a policy perspective, strengthening integrated data systems, improving competency-based human resource management, and developing outcome-oriented evaluation mechanisms are essential to ensure that bureaucratic performance improvements contribute not only to administrative target achievement but also to sustainable governance quality.

REFERENCES

- Ariyani, D., & Putra, R. E. (2019). Pengaruh tambahan penghasilan pegawai terhadap kinerja aparatur sipil negara. *Jurnal Manajemen Sumber Daya Manusia*, 13(2), 89–102.
- Armstrong, M., & Baron, A. (1998). *Performance management: The new realities*. Institute of Personnel and Development.
- Bechet, T. P. (2016). *Strategic workforce planning: Developing optimized talent strategies for future growth*. AMACOM.
- Daniel, L. T. O. (2023). Human resources professionalism in public administration: Efforts to achieve good governance and organizational performance improvement in the era of bureaucratic reform. *KnE Social Sciences*, 8(17), 615–627. <https://doi.org/10.18502/kss.v8i17.14155>

- DeLeon, P., & Varda, D. M. (2009). Toward a theory of collaborative policy networks: Identifying structural tendencies. *Policy Studies Journal*, 37(1), 59–74. <https://doi.org/10.1111/j.1541-0072.2008.00295.x>
- Dwiyanto, A. (2008). *Mewujudkan good governance melalui pelayanan publik*. Gadjah Mada University Press.
- Fitriana, N., & Hidayat, R. (2021). Efektivitas kebijakan tambahan penghasilan pegawai terhadap disiplin kerja ASN. *Jurnal Administrasi Pemerintahan Daerah*, 5(1), 33–48.
- Frankowski, A. (2019). Collaborative governance as a policy strategy in healthcare. *Journal of Health Organization and Management*, 33(7–8), 791–808. <https://doi.org/10.1108/JHOM-10-2018-0313>
- Halim, D. K., Wibisono, D., & Mulyono, N. B. (2025). Systems-based approach to enhancing performance management in Indonesian government. *Systemic Practice and Action Research*, 38(4), 1–25. <https://doi.org/10.1007/s11213-025-09738-x>
- Hood, C. (2016). Public management and performance. *Public Administration Review*, 76(3), 376–387. <https://doi.org/10.1111/puar.12476>
- Junaedi, J. (2023). Implementation of village governance based on principles of good governance of public service in Indonesia. *International Journal of Business, Law, and Education*, 4(1), 249–266. <https://doi.org/10.56442/ijble.v4i1.160>
- Keban, Y. T. (2014). Enam dimensi strategis administrasi publik. *Jurnal Kebijakan dan Administrasi Publik*, 18(1), 1–17.
- Kementerian Pendayagunaan Aparatur Negara dan Reformasi Birokrasi. (2020). *Pedoman sistem akuntabilitas kinerja instansi pemerintah (SAKIP)*. Kementerian PANRB.
- Kim, S., & Kellough, J. E. (2018). Workforce management and performance in the public sector. *Review of Public Personnel Administration*, 38(1), 3–24. <https://doi.org/10.1177/0734371X16683264>
- Mangkunegara, A. A. A. P. (2000). *Manajemen sumber daya manusia perusahaan*. Remaja Rosdakarya.
- Miles, M. B., Huberman, A. M., & Saldaña, J. (2014). *Qualitative data analysis: A methods sourcebook* (3rd ed.). Sage Publications.
- Moynihan, D. P., & Ingraham, P. W. (2003). Look for the silver lining: When performance-based accountability systems work. *Journal of Public Administration Research and Theory*, 13(4), 469–490. <https://doi.org/10.1093/jpart/mug032>
- Moynihan, D. P., & Pandey, S. K. (2010). The big question for performance management. *Public Administration Review*, 70(S1), S17–S26. <https://doi.org/10.1111/j.1540-6210.2010.02261.x>
- Nurkholilah, D., Augustinah, F., Albab, U., Kamariyah, S., & Ali, H. (2025). The effectiveness of the implementation of the government agency performance accountability system (SAKIP) in the East Java provincial government. *Journal of Studies in Academic, Humanities, Research, and Innovation*, 2(1), 24–39. <https://doi.org/10.71305/sahri.v2i1.260>
- Organisation for Economic Co-operation and Development. (2017). *Public employment and management*. OECD Publishing.
- Peraturan Gubernur Provinsi Jawa Timur Nomor 4 Tahun 2025 tentang Tambahan Penghasilan Pegawai Aparatur Sipil Negara.
- Putri, L. M., & Prasetyo, W. (2020). Insentif kinerja dan motivasi kerja aparatur pemerintah daerah. *Jurnal Administrasi Publik*, 15(2), 201–215.
- Sakti, R. R. A., Afiah, N. N., & Mulyani, S. M. (2023). The influence of internal control and e-budgeting on the performance of local government agencies through the implementation of good governance. *JASa (Jurnal Akuntansi, Audit dan Sistem Informasi Akuntansi)*, 7(3), 406–420. <https://doi.org/10.36555/jasa.v7i3.2160>
- Sunardi, S., Djazuli, A., Handayani, R. D., Hidayat, B. A., & Saksono, H. (2022). The role of human development in improving local government performance through good government governance. *Jurnal Bina Praja*, 14(3), 571–582. <https://doi.org/10.21787/jbp.14.2022.571-582>
- United Nations Development Programme. (1997). *Governance for sustainable human development*. UNDP.
- Wardiyanto, B., Setijaningrum, E., Samad, S., & Kandar, A. H. (2025). Mending the mismatch of minds and mandates: Reimagining competency-centric public service delivery in Bojonegoro Regency, Indonesia. *Cogent Business & Management*, 12(1), 2442538. <https://doi.org/10.1080/23311975.2024.2442538>.