

# Public Services in the Borobudur Temple Area: An Asymmetrical Standard

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Village governments were urged to implement good governance as a form of support for Indonesia's Nawa Cita program. This study, therefore, aims to analyse the implementation of the principles of good governance in administrative services in the Borobudur Temple area, with the socio-legal research approach used to examine the principles and its application in the society. The results showed that there were no standard services in the villages, with the principles of participation, accountability, and transparency yet to be applied in the region. The Borobudur district government needs to strive for the standardisation of public services in order to attract tourists to its temple.

**Key words:** *Public Services, Borobudur Temple, Good Governance in Indonesia.*

## Introduction

The village government is expected to realise efficient and effective governance (Sutedi, 2010), in order to implement Law No. 25/2009. Public services are activities carried out to meet the various needs of the society, which support the realisation of good governance. The United Nations Development Program (UNDP) formulated good governance into nine following principles:

1. Participation: Every citizen has a voice in decision-making, either directly or indirectly, through the intervention of legitimate institutions that represent their interests. Such participation is built on the basis of freedom of association, speech, and constructively partaking in activities.

2. According to Nuryanto A.Daim, 2014, *Administrative Law*, Laksbang Justitia, Surabaya, p. 43-44 10 2. Rule of Law states that the legal framework needs to be fair and implemented without discrimination.
3. Transparency is built on the basis of the influx of information. The institutional process is directly accepted, understood, and monitored by those in need of information.
4. Responsiveness: Institutions and development processes need to serve stakeholders.
5. Orientation: Good governance mediates different interests to acquire the best choices in terms of policies and procedures.
6. Effectiveness and efficiency: Processes and institutions function effectively according to the outlined best available resources.
7. Accountability: Decision-makers in the government, the private sector, and civil society are accountable to the public.
8. Stakeholder institutions: Accountability depends on the organisation and the nature of the decisions made, either in the organisation's internal or external interests.
9. Strategic vision: Leaders and the public need to have a broader perspective of good governance and human development in accordance with the needed development process.

The role of government in public policy is important in facilitating the operation of effective market mechanisms in order to avoid irregularities. Therefore, efforts to realise good governance tend to be achieved by building a foundation for democratization and reformation (Solekhan, 2012).

Good governance is a paradigm that involves the collaboration of the government, private sector, and community. This change is referred to as the shift to governance in the manifestation of social and political interaction with the society in order to deal with various contemporary problems, which are complex, dynamic, and diverse. This research emphasises three basic principles, namely: participation, transparency, and accountability. The application of the principles of good governance in village governments is dependent on two levels, namely: 1) the involvement of all the elements in the village in its public affairs, 2) decisions need to be made with the participation of the entire community (Sutopo, 2015). In accordance with the principle of transparency, there needs to be a guarantee for the public to obtain information related to the process of making and implementing policies (Ratnawati, 2006). The principle of accountability, which is also equivalent to responsibility (Sulistyarini and Teguh, 2005) has an obligation to present activity reports. (Denzin and Lincoln, 2009)

The basic principles of good governance have not been applied to the existence of 20 local governments in Borobudur district. Currently, the need for internet usage has become unavoidable, due to its ability to facilitate a two-way communication method between the government and society, which is known as e-government.

## Research Methods

This is a qualitative study that focuses on interpretative and naturalistic approaches to research subjects (Shidarta, 2009). The method of the approach employed was socio-legal research, which analysed the application of the principles of good governance by combining legal methods with social sciences (Dwipayana, 2003). Furthermore, the purposive sampling was used to represent and classify villages as follows: Swadaya, Swakarya, and Swasembada with primary and secondary data acquired through structured interviews.

## Results and Discussion

The public services conducted by the government were listed under administrative services with reference to correspondence. According to Article 4 of Law, Number 25 Year 2009 regarding public services, the good public service is a community right, and a state obligation, therefore, it needs to meet the following principles:

1. The public interests,
2. Legal certainty,
3. Equal rights,
4. Balance of rights and obligations,
5. Professionalism,
6. Participatory,
7. The equality of treatment/non-discrimination,
8. Openness,
9. Accountability,
10. Special facilities and treatment for vulnerable groups,
11. Timeliness,
12. Speed, convenience, and affordability.

In government activities, the realisation of efficient governance and improvement of services in accordance with the level of development requires the existence of the following: 1) outreach, 2) communication networks, 3) infrastructure, 4) social culture, 5) occupation (Tomuka, 2013). Borobudur district consists of all listed 20 villages in the 3 (three) rural communities. Based on the Magelang Regent Decree Number: 180,182 /KEP /13/2017, the classification of villages in Magelang Regency is as follows:

1. Swasembada village (self-sufficiency village)

It comprises of all communities that develop natural resources and utilises its potentials in accordance with the regional development programs. The characteristics are:

- a. Rural areas not bound by customs
- b. Communities mostly located in the district capital
- c. Dense population
- d. Population participation has been more effective
- e. Having adequate and more advanced facilities.

## 2. Swakarya villages (self-developing villages)

Swakarya villages comprise of rural communities that are transitioning from Swadaya to Swasembada villages. Their characteristics are as follows:

- a. The communities are no longer isolated despite the fact that they are underdeveloped.
- b. Developed communities with, educational facilities, traffic lights, and other infrastructure.
- c. The traffic between the village and the city is rather smooth.
- d. Villages using tools and technology.
- e. The customs are not fully binding.

## 3. Swadaya Villages (Self-subsistent villages)

Swadaya villages are rural communities with their potential not effectively managed. The characteristics are:

- a. Isolated areas.
- b. Community that have closely-knitted relationships.
- c. They are/sparsely populated.
- d. Homogeneous work.
- e. People uphold custom.
- f. Social supervision is carried out by the family.
- g. Villages that are still underdeveloped.
- h. They lack facilities and infrastructure.
- i. Closed.

The application of this categorisation in Borobudur district stated that Swadaya villages unable to manage potentials, include Bumiharjo, Giripurno, Giritengah, Kebonsari, Kenalan, and Ngargogondo. Swakarya villages that are transitioning into Swasembada communities are Bigaran, Candirejo, Karanganyar, Kembanglimus, Majaksingi, Ngadiharjo, Sambeng, Tegalarum, Tuksongo, Wringinputih rural areas. Furthermore, Swasembada villages that are able to explore its potentials are Borobudur, Karangrejo, Tanjungsari, and Wanurejo. The embodiment of good governance in rural services, using the following indicators are as shown.

**Table 1:** Good governance indicators

<b>Transparency</b>	<b>Participation</b>	<b>Accountability</b>
<b>Process, institutions, information</b>	Community involvement in village activities, public complaints about public service dissatisfaction.	Performance and financial responsibilities

The application of good governance indicators in Borobudur district need to be related to the three principles.

Transparency, in line with the Regulation of the Minister of Home Affairs of the Republic of Indonesia No. 13 of 2006 concerning Regional Financial Management Guidelines Article 4 paragraph 7, stated that the principle of openness enables the public to know and get access to the widest possible information about regional finance. The principle of transparency is not explicitly stated in Law Number 6 of 2014 concerning villages. However, from the principles that form the basis of rural governance, it is deduced that its openness is similar to the concept of transparency. Transparency guarantees everyone the access or freedom to obtain information about governance concerning, the processes involved in making and implementing policies, and the results achieved. Information disclosure is expected to produce healthy, tolerant political policies made based on public preferences. The meaning of the principle of openness only relates to information disclosure concerning truth, honest, and non-discriminatory rural governance. Transparency also pertains to aspects of the ease of society and stakeholders in accessing information. Certain information criteria were provided to support community participation, namely ease of understanding, timeliness, and completeness of information concerning rural governance (Ratnawati, 2006).

Additionally, the transparency principle also increases the openness and performance of the local government in an orderly and timely manner perceived to be true and reliable. Transparency implies that community members have equal rights and access to know the budget process. This is related to the aspirations and desires of the community, especially in meeting their basic needs.

The Minister of Home Affairs Regulation of the Republic of Indonesia Number 37 of 2007 concerning the village financial management used the word participatory, which means community participation and active involvement in the development processes. Community participation is viewed from two aspects: first, the participation of people in determining public policies, which tend to be a driving force to accelerate the fulfilment of the accountability principle by administrators; second, the participation of inhabitants in budgetary matters which also helps to prevent deviant policies.

The principle of participation has been regulated by the village law, which stated that the participatory principle needs to include rural institutions and elements of society in community governance (Ratnawati, 2006). It has been given sufficient space in the form of voice and access in the formulation of rural policies with individuals from all walks of life, including the lower, middle, and upper class involved in the formulation of policies that affect village governance. However, according to research, other provisions are needed to support community participation, such as providing optimal time in deliberations, as well as efforts to reduce or prevent domination by elites or certain groups.

The participation of individuals in the implementation of this policy was achieved through the spirit of mutual cooperation. This was carried out to determine the role of the villages as a means of mobilising the local government and supporting the smooth and successful rural development programs that had been set. Community participation is needed in planning the development to be carried out in order to improve the economy of a region and prevent it from being hampered.

Accountability is determined by motivating factors which tend to put pressure on relevant actors which leads to good performance. Accountability is often equated with responsibility (Sulistiyarini & Teguh, 2005). It is the obligation to present and report all activities, especially in the area of financial administration, to higher parties. Accountability media is not limited to reports; it also includes various ways of obtaining information, either directly or indirectly, orally or written (Hardiansyah, 2018).

The principle of accountability is clearly regulated in the village law, where the conceptual understanding of the law is in accordance with the concept of accountability of local administration directed by the rural community (Ratnawati, 2006). According to the indicators above, obtained data showed that public services in villages in Borobudur district were not based on three basic principles of good governance. This is shown in the following table:

**Table 2:** Implementation of good governance principles in Borobudur sub-districts

<b>Village Classification</b>	<b>Transparency</b>	<b>Participation</b>	<b>Accountability</b>
<b>Swadaya village</b>	Not good	Not good	Not good
<b>Swakarsa village</b>	Not good	Not good	Not good
<b>Swasembada village</b>	Good	Good	Good

The transparency of the Swadaya village government is not optimal, due to the limited infrastructure to support the delivery of information. Participation in the context of supporting development is still lacking, thereby resulting in the underdevelopment of the community. Most of the populace work as farmers with low incomes and are poorly

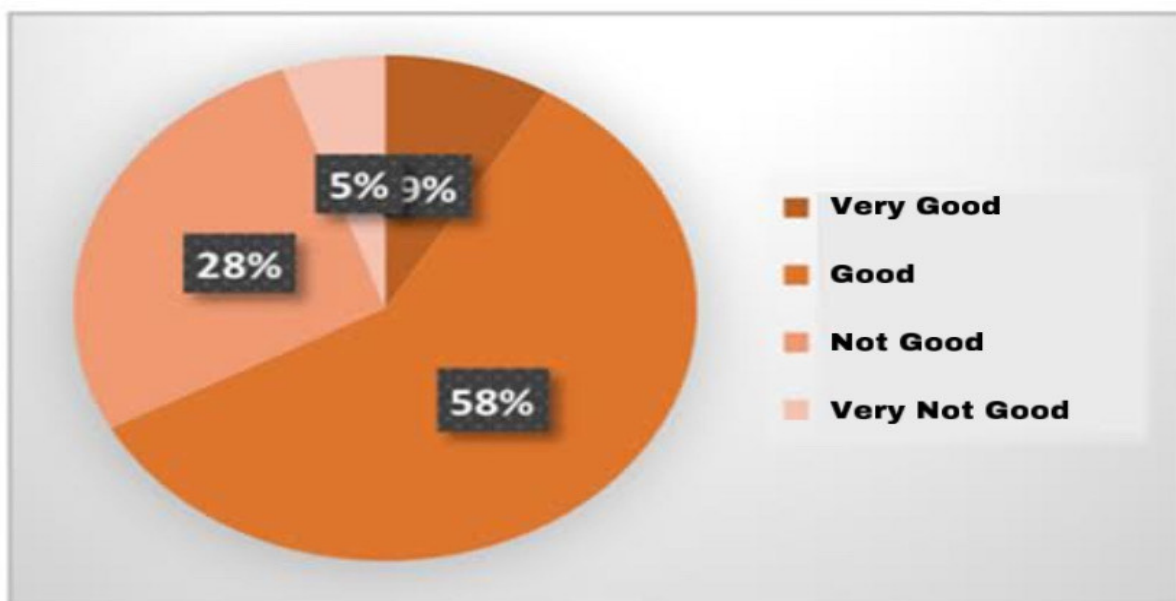
educated, therefore a great deal of work is required in order to meet the basic necessities of life. The inhabitants of these communities are passive and receptive as a result of poor public services. While in terms of accountability, public services are still slow, improper working hours, a large number of officers are hostile, and the office atmosphere is not comfortable.

For Swakarya villages, transparency is poor, with less information accessible to the inhabitants. Participation is also not good, as a result of a lack of communication between the village government and the inhabitants. The principle of accountability has also not been properly implemented, because the process of public service does not satisfy the community, such as long service time, less friendly staff, and deficiency of representatives.

For Swasembada village, the condition is relatively good, with transparency shown on financial reports posted in front of local offices. The awareness needs to be created for the inhabitants to participate in discussions, as well as physical and intellectual development. This has an impact on accountability, such as the ability of an officer to provide timely services, hospitality, and the availability of a comfortable waiting room. Performance responsibility is proven by the confirmation of these services.

The lack of human resources and infrastructure is one of the reasons why the principles of good governance have not been applied optimally in Swadaya and Swakarya villages. Based on the data acquired, it is proven that the level of community satisfaction is still low, as illustrated in the following figure:

**Figure 1.** The level of community satisfaction for village administration services in Borobudur sub-districts





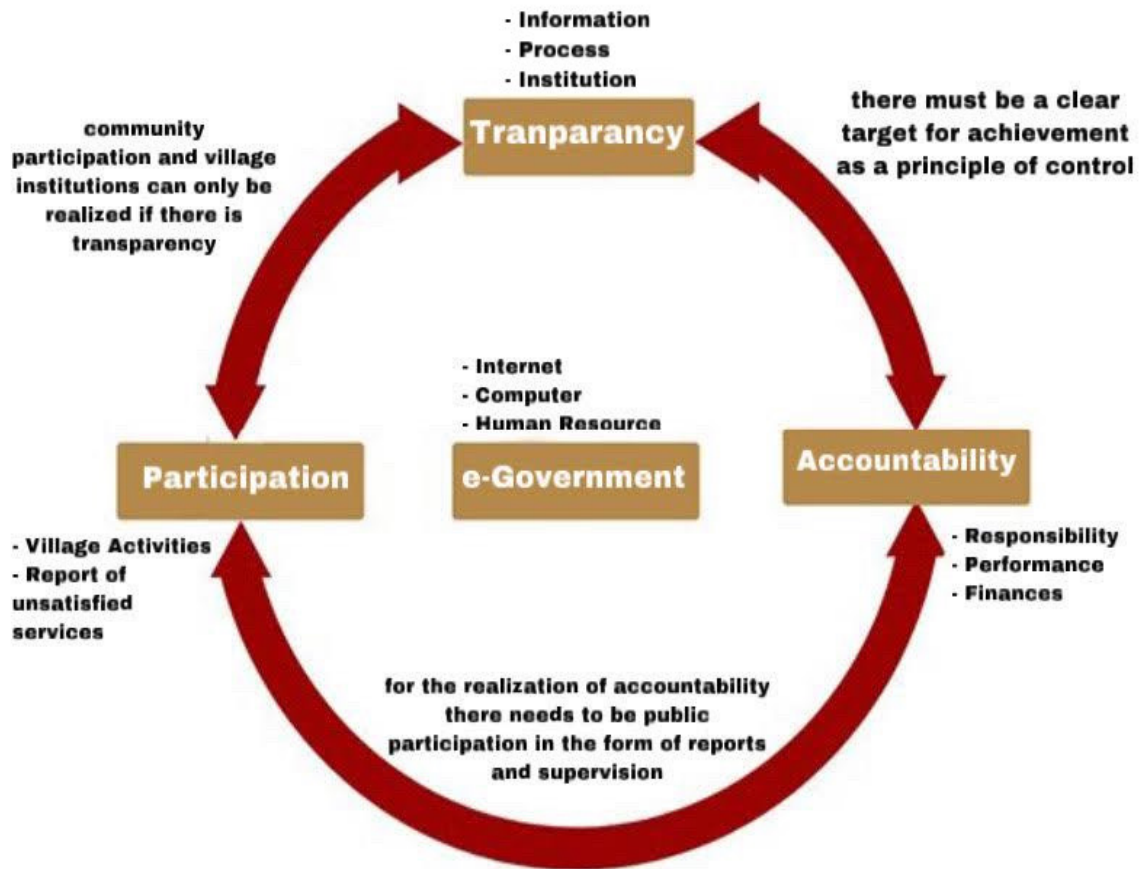
From the results, it was deduced that the services were poor, the procedure was unclear, there was the existence of corrupt officials; therefore this reduced the accountability of the village government. Compared to previous research conducted by Shinta Tomuka in Girian sub-districts, Bitung City, it was observed that some public services functioned differently as a result of the community's economic level (Hartono & Mulyanto, 2010), while in Borobudur sub-district equalisation is intensely needed to increase human resource skills and availability of infrastructure.

In the industrial era 4.0, the e-government needs to be implemented as a solution to overcome this problem. This system supports the implementation of the principle of openness due to various information which is easily accessed and participation owing to the community's ability to easily provide input on the basis of the data listed on the village government website. Easy access to information makes it easier for the community to evaluate the quality of services. E-government is the solution for the existence of fast, reliable, transparent, and non-discriminatory services (Hardiansyah, 2018). It tends to be the foundation for rural apparatus management, data collection, human resource development, government policy and information tools (Hartono & Mulyanto, 2010). It also solves problems of rural areas with a geographical location that is far from the local government centre. The implementation of Presidential Instruction No. 3/2003 concerning national policies and strategies for e-government development in the district has been executed with the existence of [opendata.magelangkab.go.id](http://opendata.magelangkab.go.id). Although, this access is within the scope of the district government and has not yet reached the service of the village administrator, the application of good governance at the rural level is constrained by limited quality human resources and inadequate infrastructure in addition to unequal geographical conditions.

Standardisation of public services expected to meet the principles of good governance in this study was executed through the following stages: 1) well-educated village officials. All local government officials need to be properly educated and trained on how to operate a computer. 2) Standard infrastructure, in all local government offices, computers, and internet facilities, needs to be made available. Based on this, it is hoped that the principles of good governance are realised as follows:



**Figure 2.** Relationship of participation, transparency, and accountability



Transparency means providing clear and complete information, which implies that there is no double interpretation of a problem. Likewise, the processes from planning, implementation to supervision need to be clearly displayed, with the results, and the community needs to participate in the monitoring aspect to avoid irregularities. In accordance with authorised institution and responsibility, it needs to be explained in order for the people to either make complaints or provide input. Therefore, the principle of transparency is inevitable and must be fulfilled. It is noted that openness is also a deterrent to fraud, such as corruption.

The principle of transparency and participation are closely related. Community participation and village institutions are only realised through transparency. Its participation is executed in projects or activities, such as the construction of rural roads, bridges, and other physical buildings. In addition, the public also tends to lay complaints on the dissatisfaction of public services provided by the officials. Furthermore, the principle of accountability in both performance and financial responsibility begins with the participation of the community, in the form of complaints and oversights on clear achievement targets as a means of control. Therefore, the government tends to conduct activities in accordance with the targets.



## **Conclusion**

Administrative services in Borobudur sub-district village have not executed the principles of transparency, participation, and accountability because the officials lack standard education and infrastructure that needs to be accessed by the public in diverse geographical conditions.

## **Author Contributions**

Conceptualisation (D.A.S.D, S, H.M.S); Material research preparation (D.A.S.D, S, F.F); Methodology (D.A.S.D, H.M.S); Data collecting (D.A.S.D, F.F); Data analysis and visualisation (D.A.S.D, S, H.M.S); Writing—original draft (D.A.S.D, S, H.M.S); Presentation (D.A.S.D).



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