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Strategy For Achieving The Title Of Clean And Serving Bureaucratic Area (WBBM) (Multi-Site Study at BBPMP Central Java and BBPPMPV BOE Malang)

Muhammad Muhajir,[1] Hari Nugraha,[2] Sahirman[3]

[1, 3] *PPSDM Kemendikdasmen*
[2]*Lembaga Administrasi Negara*

ABSTRACT

This study analyzes the implementation of the Integrity Zone (ZI) towards a Corruption-Free Area (WBK) and a Clean and Serving Bureaucratic Area (WBBM) through a comparative study on BBPMP Central Java Province (Site 1) and BBPPMPV BOE Malang (Site 2). This bureaucratic reform aims to create a clean, accountable, and serving government. This qualitative research with a multicase case study design uses in-depth interviews, observations, and documentation studies as data sources, which are then analyzed using the Miles, Huberman, and Saldana models. The findings of this research can be summarized in the acronym PRIMA, which includes: Committed Leadership, Cultural and Human Resources (HR) Reform, Digital Innovation and Service Systematization, Integrated Supervision Management, and Service Accountability and Satisfaction. Strong leadership commitment is a vital foundation at both sites, but the implementation strategies and key challenges are different. BBPMP Central Java faces a dominant challenge on the aspect of human factors (changes in employee mindsets) and therefore focuses on human resource development. On the other hand, BBPPMPV BOE Malang, which already has the foundation of ISO 9001 quality management version 2000, tends to focus more on digitalization-based service innovation. The conclusion of this study confirms that there is no single formula for the success of ZI; Adaptive strategies rely heavily on the initial diagnosis of constraints and capabilities of the organization. Experience with external quality standards such as ISO can serve as a prerequisite that accelerates the adoption of ZI and shifts the focus of constraints from human factors to system optimization through technology. This research contributes to enriching the literature on bureaucratic reform by highlighting the dynamics of change, the role of initial capabilities, and the importance of contextual analysis in the formulation of effective ZI strategies

Keywords: Integrity Zone, Bureaucratic Reform, Comparative Studies, Absorbive Capacity, Digital Innovation.

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INTRODUCTION

Bureaucratic reform is a crucial agenda for the Indonesian government to realize good governance. One of its strategic initiatives is the development of Integrity Zones (ZI) towards Corruption-Free Areas (WBK) and Clean and Serving Bureaucratic Areas (WBBM). The development of ZI is not only limited to the fulfillment of indicators but

also to the fundamental transformation of work culture and service systems (KemenpanRB, 2019). However, the success of ZI implementation varies among institutions. The question that arises is: Why do some organizations succeed faster and more effectively than others?

The Integrity Zone is a miniature implementation of bureaucratic reform that emphasizes three main things changing mindset and culture set, building WBK/WBBM pilot units, and transmitting a positive work culture. Changing the mindset and culture is an important step in changinge the way of thinking and the work culture of the bureaucracy so that bureaucratic reform can run faster and more sustainably. The ZI development effort has a big goal, namely to create a bureaucracy that is anti-corruption, has high performance, and is able to provide excellent public services to the community. "By accelerating bureaucratic reform through this development model, we believe that positive changes will occur faster and more significantly in various work units which will then spread the virus of change to other work units and to all ministries/institutions/Regional Governments. They will be the accelerator of RB as a whole" (Widyantini 2024).

The success of ZI implementation in various agencies shows variations influenced by internal organizational factors. Several studies have found that failure to achieve WBK/WBBM is generally due to an employee's mindset that has not changed, ineffective work mechanisms, and the weak role of leaders as role models (Wahyudi et al., 2020). However, other studies show that leadership commitment, service innovation, and effective supervision systems can produce efficiency, accountability, and increased public satisfaction (Hiqmah & Mudayat, 2020; Rompas et al., 2020). However, classic obstacles such as limited human resources, rigid bureaucratic culture, and lack of internal communication remain significant challenges (Alfathansyah, 2020; Loro et al., 2020; Kareth, 2020). Therefore, the ZI implementation strategy must emphasize intensive communication, strengthening human resource capacity, and consistent commitment to leadership.

Previous research has generally focused on a single agency, resulting in limited generalization. Therefore, this study offers a comparative perspective by comparing two institutions: BBPMP Central Java Province and BBPPMPV BOE Malang. The two agencies have different initial conditions and strategies therefore, this study is expected to uncover the determinants, unique challenges, and adaptation patterns that shape the successful implementation of ZI.

METHOD

This study used a qualitative approach with a multi-case study design. This approach was chosen to gain an in-depth understanding of the process, motivation, and context of the implementation of the ZI project at both sites. The research locations were BBPMP Central Java Province and BBPPMPV BOE Malang. The research analysis unit is the process of implementing ZI at each site, with subunits of analysis covering policies, organizational structure, work culture, and innovation. Data were collected through the following: 1) In-depth interviews with key informants such as leaders, ZI team members, employees, and representatives of service users. 2) Observation: Direct

observation of interactions between employees, service workflows, and office atmosphere to understand work culture and 3) Documentation studies: Analysis of internal regulations, performance reports, community satisfaction survey data, and ZI socialization materials.

The number of informants in this study was 28 (twenty-eight). The selection of informants was carried out using a *purposive sampling* technique. Informants were deliberately selected based on predetermined criteria, such as parties directly involved in the ZI Development Team, leaders of work units, employee representatives from various units, industry partners, and service user communities. This criterion ensured that the information obtained was relevant and comprehensive from multiple perspectives.

To ensure the validity and reliability of the data, this study used triangulation techniques. Data validation was performed by comparing information obtained from various sources, such as interviews, observations, and documents. For example, data from interviews with leaders will be validated with data from employee interviews and field observations related to the implementation of ZI polic.

The collected data were analyzed interactively using the Miles, Huberman, and Saldana (2014) model which consistse of three main stages: (1) data reduction, namely the process of selection, focusing, and abstraction of raw data; (2) data presentation, which is the preparation of organized information in the form of a matrix or narrative to facilitate the drawing of conclusions; and (3) conclusion drawing or verification, which is the interpretation of the meaning of emerging patterns and verification of findings with data.

RESULTS AND DISCUSSION

The results show that the implementation of ZI at both sites has similarities and fundamental differences. Both sites achieved WBK and even WBBM titles,driven by the leadership's strong commitment as a catalyst for change. However, the strategies they use to achieve these goals are very different and are greatly influenced by the initial capabilities of each organization.

A Different Path to ZI: Humanware Transformation versus Technoware Optimization

Before the construction of the ZI, BBPMP Central Java Province faced significant challenges in the aspect of human factors, such as a work culture that was not fully collaborative, alack of transparency, and a lack of innovation initiatives. ZI's success of ZI on this site depends heavily on their ability to overcome the resistance to change inherent in the human aspect. The ZI transformation at this site focuses on changing

the mindset and motivation of employees through value internalization strategies. This is in line with the theory of change by Lewin (1947) and Kotter (1996) which emphasizes the stages *of unfreezing* and *changing* through intensive socialization, the formation of *leadership role models*, and the continuous cultivation of integrity values.

In contrast, BBPPMPV BOE Malang already had a strong foundation of ISO 9001:2000 quality management system before adopting ZI. This foundation provides a systematic procedural framework, a focus on efficiency, and an orientation toward customer satisfaction that is already internalized. Thus, their main challenge is not the human aspect but optimizing existing systems through digital innovation and process improvement. ISO experience serves as an absorptive capacity (Cohen & Levinthal, 1990) that allows BBPPMPV BOE Malang to adopt the principles of ZI more quickly and focus on *technoware* (systems and technologies) rather than *humanware*. These findings show the phenomenon of *path dependency*, where the historical trajectory of the organization greatly influences the direction of change in the future.

PRIMA Framework as a Synthesis of the Findings

From this comparative analysis, we formulated a PRIMA framework to synthesize the key factors of ZI success:

1. Committed Leadership: Strong and consistent leadership commitment is an absolute prerequisite that drives the entire ZI process. Leadership is not only a policy maker, but also an agent of change and *a role model* for integrity. Strong and active commitment from the leadership is a key determinant of ZI success. This commitment is manifested in clear service announcements and the implementation of measurable service standards, which effectively improve user satisfaction in both institutions. This reinforces that ZI is not only administrative but also a cultural transformation driven by leadership.
2. Cultural and HR Reform: Raising awareness, changing mindsets, and building employee capacity are at the core of transformation, especially for organizations that are just starting out. This includes investing in training, *coaching*, and *mentoring*. The most significant finding was the difference in adaptation pathways in dealing with ZI constraints. BBPMP Central Java Province faces dominant challenges in the humanware aspect, such as employee resistance and motivation therefore, their strategy focuses on human resource development interventions (e.g., *capacity building*). This underscores the importance of investing in individual changes in organizations that may not yet have a formal quality management foundation. BBPPMPV BOE Malang, with a strong foundation from ISO 9001 certification version 2000 before the declaration of ZI, showed a smoother transition in the humanware aspect related to

standardization and quality. This ISO experience allows them to further focus their efforts on digitalization-based service innovation, which effectively improves efficiency and transparency and mitigates potential corruption. This shows that the initial capability in the form of an established quality management system can significantly accelerate the implementation of ZI and shift the focus of constraints.

3. Digital Innovation and Service Systematization: The use of technology to create a more transparent, efficient, and accountable service system. Integrated service applications such as LAMP SENTIR and ALFA-T on both sites prove that digitalization can be a powerful weapon to cut bureaucracy, eliminate corruption loopholes and improve service quality. Both institutions actively utilize information technology and digitalization as the main strategies in their service innovation programs. The use of online applications and systems for external services and internal management significantly improves efficiency, transparency, and accountability of the system. This underscores the integral role of technology in realizing a clean and serving bureaucracy and an accelerator in maintaining ZI standards.
4. Integrated Oversight Management: Implementation of effective internal (SPIP) and external oversight mechanisms (WBS) to maintain integrity of the project. Structured supervision ensures that the construction of ZI is not only ceremonial but also realized in daily practice. Both sites adopt a comprehensive multi-layered oversight approach, including the Government Internal Control System (SPIP), gratuity control, conflict of interest handling, complaint channels and *Whistle Blowing System* (WBS). This implementation demonstrates a serious commitment to transparency, accountability, and corruption prevention, which is consistent with the principles of governance.

Accountability and Service Satisfaction: Measurable end results in improved service quality and public satisfaction. This increase legitimizes and motivates organizations to continue innovatinge. The implementation of ZI WBBM in both institutions has consistently resulted in fundamental improvements in the internal work system and culture of the institutions. The most significant impact is a real increase in public trust and satisfaction, with services becoming faster, more transparent, accessible, and responsive. This shows that ZI has succeeded in transforming the bureaucratic orientation to be more public-oriented and with integrity

CONCLUSION

This study aims to analyze the implementation of the Integrity Zone (ZI) towards a Corruption-Free Area (WBK) and a Clean and Serving Bureaucratic Area (WBBM) through a comparative study on BBPMP Central Java Province (Site 1) and BBPPMPV BOE Malang (Site 2). The results of the study concluded that there is no single strategy

that guarantees the success of the development of an Integrity Zone. Success relies heavily on the organization's ability to diagnose key constraints (whether on human or system aspects) and formulate relevant adaptive strategies. Experience with external quality standards such as ISO can serve as an initial capacity or trigger that accelerates the ZI process and allows organizations to focus on innovation and system optimization, as occurred at BBPPMPV BOE Malang.

This study contributes to the literature on bureaucratic reform by showing that organizational context and initial capabilities play a fundamental role in determining the path and success of ZI development. These findings confirm that ZI should be viewed as a dynamic process that requires a flexible strategic approach rather than a rigid blueprint. Digitalization, in particular, is proving to be a key accelerator that not only improves efficiency but also effectively squeezes the space for corrupt practices by creating a digital footprint and transparency.

4.1. Practical Implications and Suggestionsfor Future Research

Based on the research findings, we recommend several things for practitioners and policymakers

1. Strengthening Culture and Human Resources: Agencies that are just starting out with ZI should prioritize investment in *humanware* aspects, including training, *capacity building*, and value internalization. Initiatives such as APEL SEGAR at BBPMP Central Java can be replicated.
2. Acceleratinge Digital Innovation: Agencies must make digitalization a core strategy to increase transparency and efficiency. Examples of integrated applications such as LAMP SENTIR and ALFA-T prove that technology-based innovations can significantly improve service quality and accountability.

Initial Capability Diagnosis: Before starting ZI, it is important for leaders to diagnose the organization's initial capabilities to determine the most effective and efficient strategy.

Suggestions for Future Research

1. Further Studies: Future research should examine the long-term sustainability of ZI at both sites to determinesee whether existing improvements can be sustained.

Quantitative Analysis: The use of quantitative methods can provide more measurable data on the financial and operational impact of the ZI implementation at both sites.

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