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**RESEARCH ARTICLE**

**PROSPECTIVE CIVIL SERVANTS PERCEPTION ON THE IMPLEMENTATION OF WHOLE OF GOVERNMENT (WoG) PROGRAMS.**

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**Abstract**

WoG emphasizes integrated services so that the principles of collaboration, togetherness, unity in serving the demands of society can be completed in a short time. The purpose of this study was to determine the perceptions of the participants of the basic training of Prospective Civil Servants (CPNS) on the implementation of Whole of Government (WoG) in the respective training participants' institutions.

This research place is in the East Java Education and Training Agency. The time of this study was October - November 2017. This study used a descriptive method using a qualitative approach without statistical calculations and hypothesis testing. The population of this study was the Group III Prospective Civil Servants Training participants in 2017, totaling 90 participants. The number of samples of this study were 65 people with sampling method with saturated sampling technique.

The conclusion that can be given from the results of this study is that the Prospective Civil Servants Training and Education participants held by the East Java Education and Training Agency have high optimism for the implementation of WoG implemented by each institution where they work.

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**Introduction:-**

The increasing public need for public services and the increasingly critical community towards bureaucratic procedures, the community continues to want fast, safe and comfortable services. Not to mention internal organizational problems that have not undergone change, poor service behavior has ingrained, sectoral ego both internally and between agencies in one circle of local governments, adding to the service complex to be prime. The sectoral ego factor is reflected in the number of policies that are born to support the implementation of their duties and functions, so that many overlapping and incompatible regulations are published in each sector, both at the central and regional levels in Indonesia.

An evolution of public administration through the Whole-of-Government approach that has been implemented in various countries in serving the community is very appropriate to be applied in Indonesia, with the principle of collaboration and the principle of one goal so that the setting in the service can refer to effective and efficient principles. The Whole of Government (WoG) according to the United States Institute of Peace (USIP) is an approach that integrates collaborative efforts from government agencies to become united towards a common goal, also known as collaboration, collaboration between agencies, service actors in solving the public service problem.

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WoG emphasizes integrated services so that the principles of collaboration, togetherness, unity in serving the demands of society can be completed in a short time. WoG is known as an interagency approach, which is an approach that involves a number of agencies related to relevant affairs. This WoG approach is well known and has long developed, especially in Anglo-Saxon countries such as England, Australia and New Zealand. In the UK, for example, the idea of WoG in integrating sectors into perspectives and systems has begun since Tony Blair's Labor Party government in the 1990s with the government program modernization movement, known as Government Join-up.

The WoG approach is an evolution of the New Public Management (NPM) approach which emphasizes many aspects of efficiency and tends to encourage sectoral ego compared to the perspective of sector integration. In a lot of literature, WoG is also often equated with the concept of policy integration, policy coherence, cross-cutting policy-making, joined-up government, concerned decision making, policy coordination or cross government. WoG has similar characteristics to these concepts, especially the characteristics of institutional integration or institutionalization both formally and informally in one forum. Another feature is collaboration that occurs between sectors in handling certain issues. However, there is also a difference, what is clear is that WoG emphasizes the whole unification of elements of government, while the concepts emphasize more on achieving goals, the process of integration of institutions, policy processes and others, so that the unification that occurs only applies to the sector only certain sectors are considered relevant.

Whole of Government is considered very important to be implemented, this is based on several reasons; First, is the existence of external factors such as public encouragement in realizing integration of policies, development programs and services in order to create better governance, in addition to the development of information technology, more complex situations and policy dynamics also encourage WoG's importance. Second, related to internal factors with the phenomenon of sectoral capacity inequality as a result of the nuances of competition between sectors in development. One sector can be very superior to other sectors, or each sector grows but does not go hand in hand, but instead is counterproductive or "mutually killing". Each sector considers that the sector is more important than others. Differences in sector orientation in development can lead to the growth of sectoral ego (silo mentality) that encourages individual and group behavior and values that narrow the interests of the sector. Third, especially in the Indonesian context, the diversity of background values, cultures, customs, and other forms of background encourages the potential for nation disintegration. The government as a formal institution is obliged to encourage the growth of national values that will guarantee the unity of the national elements in one frame of the Republic of Indonesia (*NKRI*).

There are several ways the WoG approach can be carried out, both in terms of formal and informal institutional arrangements. These methods have been carried out in several countries, including in Indonesia at certain levels: First, strengthening coordination between institutions, this is done if the number of coordinated institutions is still affordable and manageable. In practice, the span of control or the range of rational control will be very limited. One alternative is to reduce the number of existing institutions to the ideal number for coordination. Second, to form a special coordination institution, this has been done in the current era by forming a coordinating ministry, so that there is a permanent system in charge of coordinating each form of activity. Third, forming a task force, is a form of institutionalization of coordination carried out outside the formal structure, which is not permanent. The formation of task forces is usually one of the ways that resources involved in the coordination are temporarily revoked from the formal environment to concentrate on the coordination process. Fourth, social coalitions are an informal form of coordination between sectors or institutions, without the need to establish special institutionalization in this coordination.

Without realizing it, the WoG approach in Indonesia has been implemented, although the main challenge of the WoG approach is the silo mentality and mindset in the position of the comfort zone, so the evolution of public administration has reached public criticism of service (Rahmadi, 2017).

Based on the description above, the writer conducts research relating to "Prospective Civil Servants Perception On The Implementation of Whole of Government (WoG) Programs". The purpose of this study was to determine the perceptions of the participants of the basic training of prospective Civil Servants on the implementation of Whole of Government (WoG) in the respective training participants' institutions.

**Theoretical Framework:-****Understanding The Whole of Government (WoG) Programs**

Whole of Government (WoG) is actually not something new in developed countries, but today in various developing countries WoG is a hot topic of discussion, especially in Indonesia which is too late compared to countries in Asia such as Singapore, South Korea, Thailand and Malaysia. WoG was originally referred to as Join Up Government or Network Government and most recently was named Whole of Government. WoG is a response to the symptoms of structural devolution, disaggregation, fragmentation and single purpose organization as a result of the implementation of the New Public Management (NPM) (Tom Christensen & Peer Legreid, 2017: 1059).

Joined Up Government or wogs initiated by British Prime Minister Tony Blair in 1997, when the British government have problems in dealing with wicked problems in the public sector due to lack of coordination vertically or horizontally on government agencies at various levels (Richards and Smith, 2006, in Christensen & Legreid, 2017).

This obstacle is then tried to be overcome by forming a government work network where intra- and inter-departmental and sectoral coordination is carried out to overcome wicked problems. This effort turned out to be less effective because of another problem, namely a conflict of interest because each agency had its own agenda and objectives. This is still coupled with other issues such as: hierarchical structure of authority, basic tasks and functions and budget structure that are rigid so that they are not easily integrated.

**WoG Implementation in Public Services:-**

One example of the application of WoG in public services is e-Government. The definition of e-Government according to the World Bank is: "*e-government refers to the use of government agencies of information technology (such as a Wide Area Network, the internet, and mobile computing) that has the ability to transform relations with citizens, business, and other arms of government*".

Based on this definition, it can be concluded that e-government is a governance that is held in an integrated and interactive manner based on IT technology, so that relations between the government, business people and society can take place more efficiently, effectively, productively and responsively. The results or benefits obtained through e-government include:

1. The implementation of good governance, efficient and effective
2. Save budget and on time
3. Transparent so that opportunities for fraud, bribery and corruption will decrease
4. The level of accuracy and quality of service increases and the error rate decreases
5. The ease of access and comfort of service increases so that public satisfaction also increases

In the context of eradicating corruption, e-government can integrate 4 strategic functions:

1. Preventive function: reforming online administrative procedures in the field of licensing, financial transactions and the auction of procurement of goods and services through e-budgeting and e-procurement.
2. Law enforcement: each agency makes an online recording and reporting system so that monitoring and law enforcement procedures can be carried out on public service matters. The implementation of e-government will improve the transparency and accountability of the government towards the public, because the ease of accessing information can be a means of social control of the community towards the performance of the government.
3. Empowering information access: every government agency makes an integrated one-stop information system so that all government agencies in Indonesia are accessible to the public by entering only one specific identification number (for example in the case of Singapore, information on all government agencies is publicly accessible by entering one unique identification number called Unique Entity Number).
4. Capacity building: increasing the capacity of government and human resources to carry out good and clean governance based on general principles of good governance.

**Methodology:-**

This research place is in the East Java Education and Training Agency. The time of this research is October - November 2017. This study uses a descriptive method using a qualitative approach without statistical calculations and hypothesis testing. The population of this study was the Prospective Civil Servants (CPNS) Group III Training participants in 2017, totaling 90 participants. The number of samples of this study were 65 people with sampling method with saturated sampling technique. For this study the instrument used was a questionnaire with a

Likertscale. According to Sekaran in Riyanto (2017) explains that the Likert scale is designed to examine how strongly the subject agrees or disagrees with the statement on a 5-point scale with the following arrangement:

SA	: Strongly Agree	Score 5
A	: Agree	Score 4
D	: Doubtful	Score 3
Ds	: Disagree	Score 2
SDs	: Strongly Disagree	Score 1

### Results:-

Before the analysis of the answers of respondents totaling 65 people, the validity and reliability of the questionnaire was first tested with this following results:

#### Validity Test

Validity test is used to find out what is feasible (valid) and whether or not the question. The decision criteria is to compare the corrected item - total correlation value ( $r_{\text{count}}$ ) with the  $r_{\text{table}}$  value that is  $df = n-2 = (65-2) = 63$  obtained  $r_{\text{table}} = 0.244$ . If the corrected item value - the total correlation is greater than  $r_{\text{table}}(0.244)$  then the indicator is feasible (valid) and vice versa.

Table 1 Validity Test Results

I. ITEMS(INDICATOR)	II. $R_c$ OUNT	III. R TABLE	IV. C ASE
WoG results implementation on coordination variable	0.677	<b>V.</b> 0 .244	<b>VI.</b> V ALID
WoG implementation supports coordination in basic tasks and functions	0.698	<b>VII.</b> 0 .244	<b>VIII.</b> V ALID
Internal stakeholders are very helpful in implementing WoG Programs	0.592	<b>IX.</b> 0 .244	<b>X.</b> V ALID
WoG in the training participants' workplaces has been implemented	0.736	<b>XI.</b> 0 .244	<b>XII.</b> V ALID
WoG in the workplace of participants has improved public services	0.730	<b>XIII.</b> 0 .244	<b>XIV.</b> V ALID

Based on the validity test shows the question of all statements made is declared valid. This is indicated by the corrected item - total correlation ( $r_{\text{count}} > r_{\text{table}}$ ) ( $0.244$ ).

#### Reliability Test:-

Reliability is actually a tool for measuring a questionnaire which is an indicator of variables. A questionnaire is said to be reliable or reliable if someone's answer to the question is consistent or stable over time. Reliability measurement can be done by one shot or just one measurement. Measurements are made only once and then the results are compared with other questions or measure the correlation between answers to questions. A variable is said to be reliable if it gives a cronbach alpha value  $> 0.6$ . Based on the reliability test shows that the cronbach alpha value is  $0.861$ ; because the cronbach alpha value is  $> 0.6$ ; then this research indicator is declared reliable.

After testing the validity and reliability, the results of the questionnaire that had been filled by the participants of the basic training of civil servant candidates related to the perception of the implementation of Whole of Government (WoG) can be explained as follows:

1. Statements related to the implementation of WoG on the implementation of coordination are very useful in improving public services, obtained the following responses:

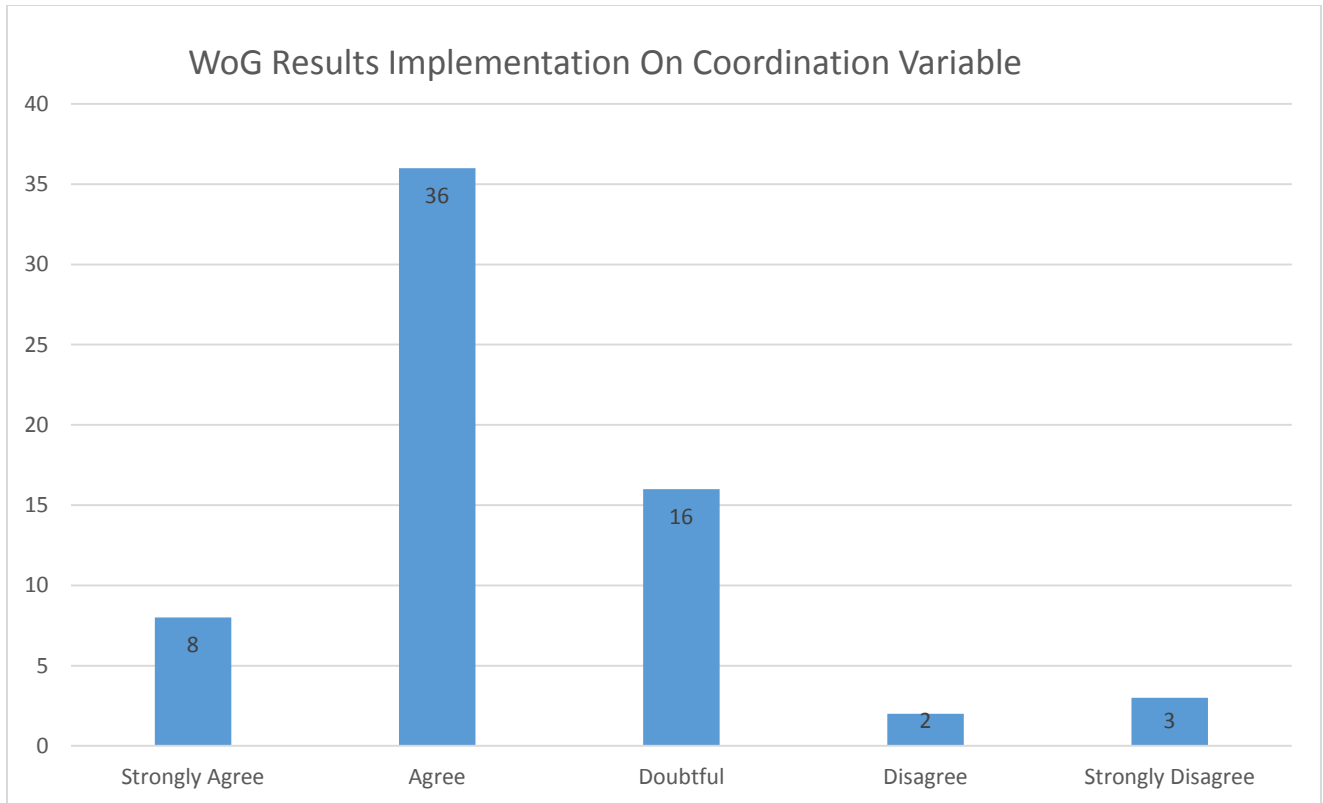


Figure 1 WoG Results Implementation On Coordination Variable Chart

Based on Figure 1 shows that the participants of the Training of Prospective Civil Servants perceive the implementation of WoG in their respective agencies assessed by agreeing that is as many as 36 people or 55.4%. This shows that WoG that has been implemented and coordinated well between fields, is able to improve public services as expected by the agency.

2. Statements related to the implementation of WOG perceived by the participants, that the mentor and the other regional organization or other stakeholders can feel and very helpful in supporting the coordination of duties, obtained responses as follows:

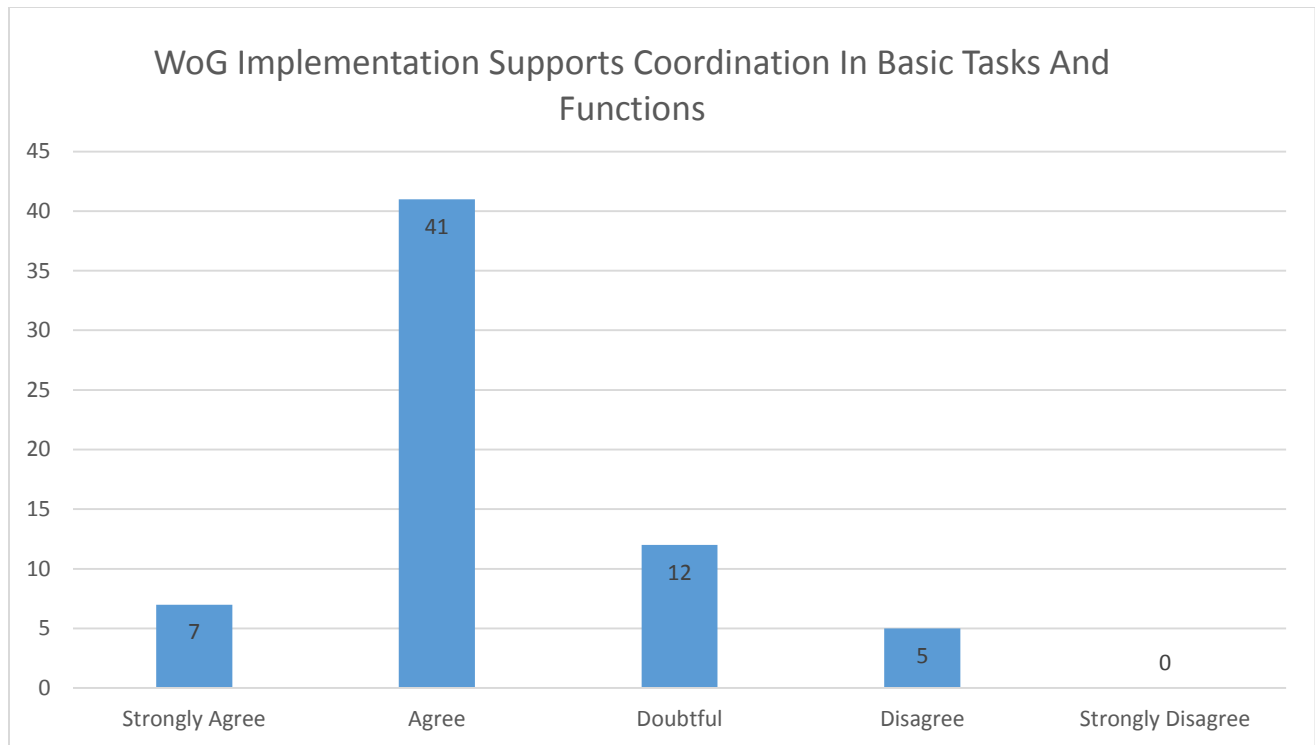


Figure 2 WoG Implementation Supports Coordination In Basic Tasks And Functions Chart

Based on Figure 2 shows that the participants of the Training of Prospective Civil Servants perceive the implementation of WoG can support coordination in the main tasks and functions, assessed by agreeing that is 41 people or 63.1%. This shows that the WOG programs who have applied and perceived by the participants, that the mentor and the other regional organization or other stakeholders can feel and very helpful in supporting the coordination of duties.

3. Statements related to learners feel that mentors or internal stakeholders are very helpful in implementing WoG Programs obtained responses as follows:

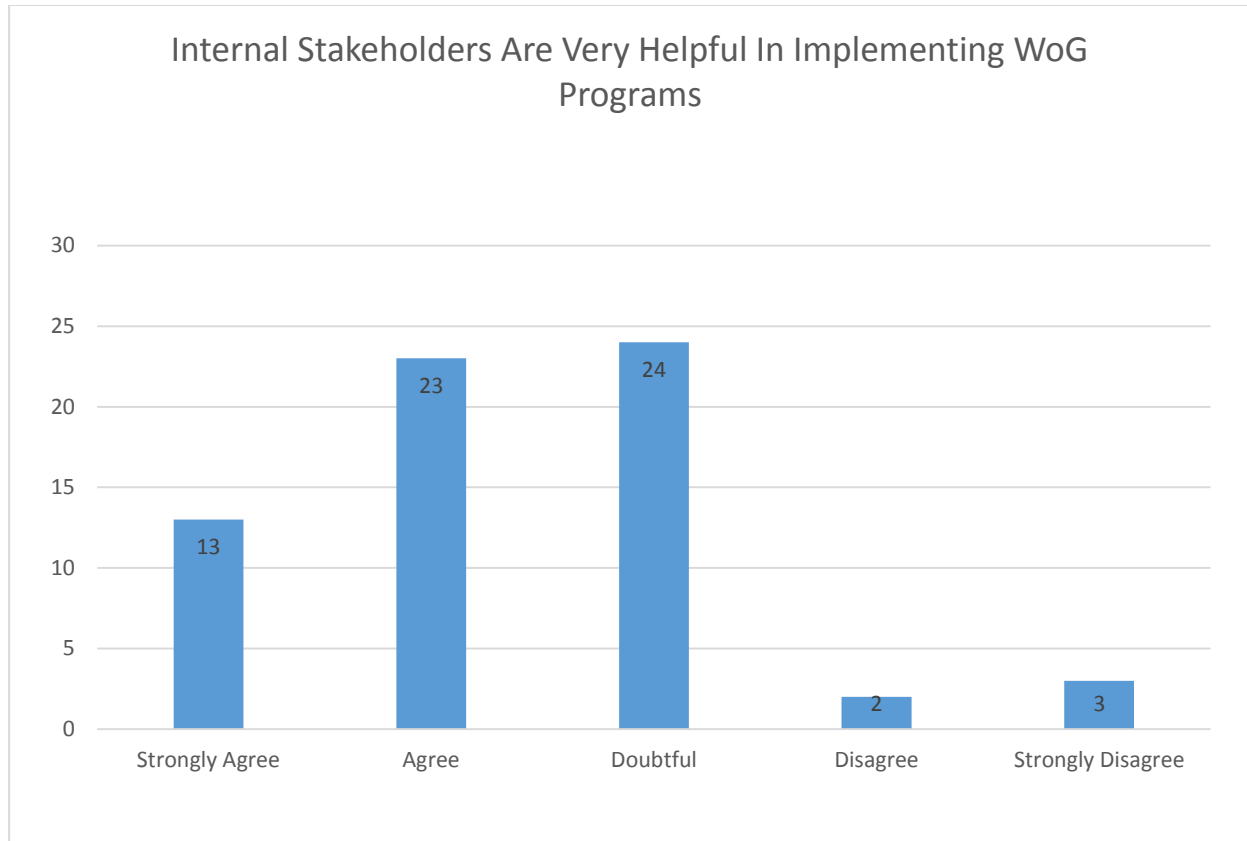


Figure 3 Internal Stakeholders Are Very Helpful In Implementing WoG Programs Chart

Based on Figure 3 shows that the training participants Prospective Civil Servants perceive that internal stakeholders are very helpful in applying WoG in their respective institutions assessed by a doubtful assessment that is as many as 24 people or 36.9% and with an agree rating that is as many as 23 people or 35.4%. This shows that learners feel that mentors as internal stakeholders are very helpful in implementing WoG.

4. Statement related to WoG in the training participants' workplaces has been implemented and successfully carrying out the activities that have been designed, the following responses are obtained as follows:

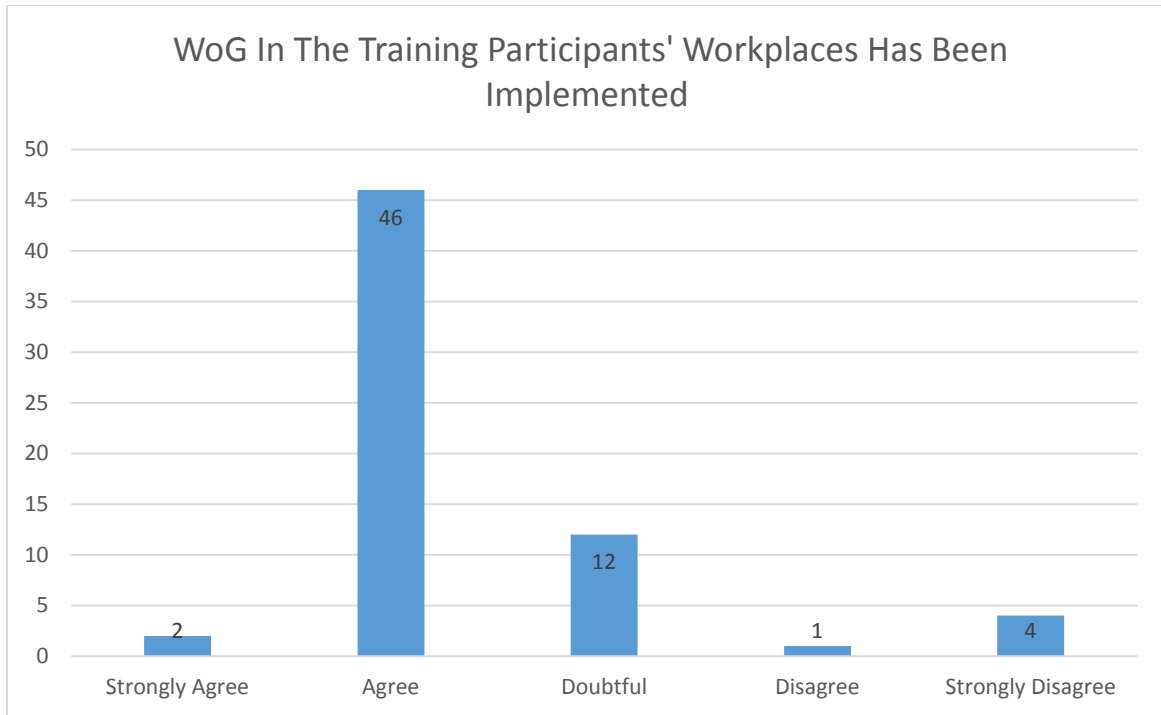


Figure 4 WoG In The Training Participants' Workplaces Has Been Implemented Chart

Based on Figure 4 shows that the participants of the Training of Prospective Civil Servants perceive WoG in the training participants' workplaces have been applied in their respective institutions assessed by agreeing that is 46 people or 70.8%. This shows that WoG in the training participants' workplaces has been implemented/implemented properly and has successfully implemented the activities that have been designed.

5. Statement related to WoG in the workplace of participants has improved public services, are obtained response as follows:



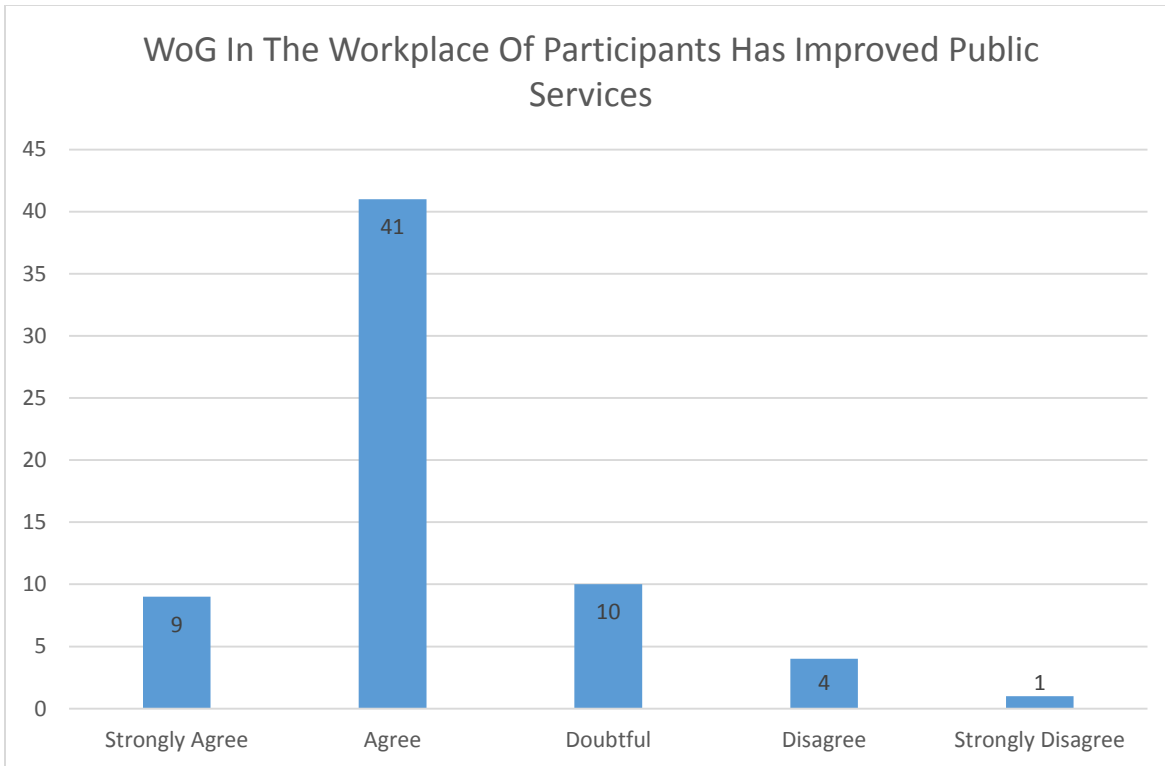


Figure 5 WoG In The Workplace Of Participants Has Improved Public Services Chart

Based on Figure 5 shows that the participants of the Training of Prospective Civil Servants perceive WoG in the workplace the participants have improved service in their respective institutions assessed by agreeing that is 41 people or 63.1%. This shows that the implementation of WoG in the workplace of participants has been proven to be able to improve public services

### Discussion:-

Based on the results of the analysis above, the authors found research findings that the training participants gave positive perceptions of the implementation of WoG in their respective institutions. The implementation of WoG was assessed by respondents as having been going well and able to improve public services. In addition, respondents also gave the perception that the implementation of the WoG program was inseparable from the participation of stakeholders who supported the WoG program.

The participants of the Training and Education also gave an assessment that the key to the success of the implementation of WoG was the good coordination between the Authors. In addition, mentors also have an important role in monitoring programs and evaluating improvements to WoG implementation.

### Conclusion:-

The conclusion that can be given from the results of this study is that the Prospective Civil Servants (CPNS) Training participants held by the East Java Education and Training Agency have high optimism for the implementation of WoG that is implemented from each institution where they work.

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6. Panduan Aktualisasi Nilai-Nilai Dasar Profesi PNS di Tempat Tugas/ Tempat Magang TOF-Diklat Prajabatan Pola Baru.

**Appendix 1**

**LIST OF RESEARCH QUESTIONS FOR PARTICIPANTS OF 2017 Prospective Civil Servants (CPNS) TRAINING GROUP III**

**Title** : PROSPECTIVE CIVIL SERVANTS PERCEPTION ON THE IMPLEMENTATION OF WHOLE OF GOVERNMENT (WoG) PROGRAMS

**Name of Participant** : .....

**Profession** : .....

**Instructions :**

- a. Starting from the following number and so on, you can choose an alternative answer that you most consider appropriate in responding to a question or statement given.
- b. Give a check mark (√) on the choice of answers that suit your business conditions.
- c. Answers Descriptions
 

SA	: Strongly Agree	Score 5
A	: Agree	Score 4
D	: Doubtful	Score 3
Ds	: Disagree	Score 2
SDs	: Strongly Disagree	Score 1

**Utilitarian Value Variable**

No	Statement	Answer				
		SDs	Ds	D	A	SA
1	The application of WoG to the implementation of coordination is very useful in improving public services					
2	In the application of WOG perceived by the participants, that the mentor and the other regional organization (OPD) or other stakeholders can feel and very helpful in supporting the coordination of duties					
3	Students feel that mentors as internal stakeholders are very helpful in implementing WoG					
4	WoG in the training participants' workplaces has been implemented/implemented well and successfully carried out the activities that have been designed					
5	The implementation of WoG in the workplace of participants has been proven to improve public services					

Thank's for Your Engagement!

**Appendix 2****Recapitulation of Respondent Answers**

<b>WoG results implementation on coordination variable</b>					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	3	4.6	4.6	4.6
	Disagree	2	3.1	3.1	7.7
	Doubtful	16	24.6	24.6	32.3
	Agree	36	55.4	55.4	87.7
	Strongly Agree	8	12.3	12.3	100.0
	Total	65	100.0	100.0	

<b>WoG implementation supports coordination in basic tasks and functions</b>					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	5	7.7	7.7	7.7
	Doubtful	12	18.5	18.5	26.2
	Agree	41	63.1	63.1	89.2
	Strongly Agree	7	10.8	10.8	100.0
	Total	65	100.0	100.0	

<b>Internal stakeholders are very helpful in implementing WoG Programs</b>					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	3	4.6	4.6	4.6
	Disagree	2	3.1	3.1	7.7
	Doubtful	24	36.9	36.9	44.6
	Agree	23	35.4	35.4	80.0
	Strongly Agree	13	20.0	20.0	100.0
	Total	65	100.0	100.0	

<b>WoG in the training participants' workplaces has been implemented</b>					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	4	6.2	6.2	6.2
	Disagree	1	1.5	1.5	7.7
	Doubtful	12	18.5	18.5	26.2
	Agree	46	70.8	70.8	96.9
	Strongly Agree	2	3.1	3.1	100.0
	Total	65	100.0	100.0	

<b>WoG in the workplace of participants has improved public services</b>					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	1	1.5	1.5	1.5
	Disagree	4	6.2	6.2	7.7
	Doubtful	10	15.4	15.4	23.1
	Agree	41	63.1	63.1	86.2
	Strongly Agree	9	13.8	13.8	100.0
	Total	65	100.0	100.0	

**Appendix 3****Validity and Reliability Test****Reliability**

Scale: ALL VARIABLES

<b>Case Processing Summary</b>			
		N	%
Cases	Valid	65	100.0
	Excluded <sup>a</sup>	0	.0

Total	65	100.0
a. Listwise deletion based on all variables in the procedure.		

Reliability Statistics	
Cronbach's Alpha	N of Items
.861	5

Item-Total Statistics				
	Scale Mean if Item Deleted	Scale Variance if Item Deleted	Corrected Item-Total Correlation	Cronbach's Alpha if Item Deleted
WoG results implementation on coordination variable	14.8462	7.726	.677	.833
WoG implementation supports coordination in basic tasks and functions	14.7538	8.376	.698	.830
Internal stakeholders are very helpful in implementing WoG Programs	14.8923	7.691	.592	.860
WoG in the training participants' workplaces has been implemented	14.8923	7.785	.736	.818
WoG di tempatkerjapesertatelahmeningkatkanpelayananpublik	14.7077	7.960	.730	.820