

ACTUALIZATION OF HUMAN RIGHTS VALUES THROUGH BUREAUCRATIC REFORM TOWARDS JUSTICE BUREAUCRATIC GOVERNANCE

NURUL EDY

State Civil Apparatus in the Government of Central Kalimantan Province

sitekadib09@gmail.com

ABSTRACT

Before entering the reform era, bureaucratic governance in Indonesia was characterized by the practice of collusion and nepotism in which the bureaucracy could not carry out its duties and obligations professionally and they could not achieve their careers fairly and sustainably. This research use descriptive qualitative approach. In terms of data collection used, namely library research in the form of journals, books, and the Internet Therefore, the aim of bureaucratic reform is to realize fair bureaucratic governance in which bureaucratic apparatus can carry out their duties and obligations professionally and the bureaucracy can reach career paths as a state apparatus fairly and professionally. So far, bureaucratic reform has not yet reached its objectives, where bureaucratic governance, especially in the context of promotion of the position of state civil apparatus (ASN), is still colored by the practice of collusion and nepotism caused by high political intervention in ASN promotion. Regional autonomy and regional head elections are wrong which causes bureaucratic reform to not work effectively. The regional head who is the result of the regional election places ASN in the strategic position of regional apparatus according to their political interests, not based on the potential possessed by the ASN. For this reason, the design of bureaucratic reforms needs to be reorganized so that the gap of political intervention in bureaucratic governance can be minimized in order to realize a professional bureaucracy.

Keywords: Bureaucracy, Bureaucratic Reform, Human Rights

ABSTRAK

Sebelum memasuki era reformasi, tata kelola birokrasi di Indonesia diwarnai praktik kolusi dan nepotisme di mana birokrasi tidak dapat menjalankan tugas dan kewajibannya secara profesional serta mereka tidak dapat mencapai karir mereka secara adil dan berkesinambungan. Karena itu, tujuan reformasi birokrasi adalah untuk mewujudkan tata kelola birokrasi yang berkeadilan di mana aparatur birokrasi dapat menjalankan tugas dan kewajibannya secara profesional serta birokrasi dapat mencapai jenjang karir sebagai aparatur negara secara adil dan profesional. Sejauh ini reformasi birokrasi belum mencapai tujuannya tersebut di mana tata kelola birokrasi terutama dalam konteks promosi jabatan aparatur sipil negara (ASN) masih diwarnai praktik kolusi dan nepotisme yang disebabkan oleh tingginya intervensi politik dalam promosi jabatan ASN. Otonomi daerah dan pemilihan kepala daerah merupakan salah yang menyebabkan reformasi birokrasi tidak berjalan secara efektif. Kepala daerah yang merupakan hasil Pilkada menempatkan ASN pada jabatan strategis organisasi perangkat daerah sesuai kepentingan politiknya bukan didasarkan pada kompetensi yang dimiliki ASN. Untuk itu, desain reformasi birokrasi perlu ditata kembali sehingga celah intervensi politik dalam tata kelola birokrasi dapat diminimalisir guna terwujudnya birokrasi profesional.

Kata kunci: *Birokrasi, Reformasi, Dan Aparatur Sipil Negara, dan Pilkada.*

Now the reform has been going on for more than a decade but the agenda of bureaucratic reform seems to still leave many issues behind, and many people consider bureaucratic reform to fail. The indicator of failure of bureaucratic reforms is that there are still many incompetent bureaucracies that provide public services and a strong culture of corruption, collusion and nepotism in the structure of government bureaucracy. Is that right? Of course the answer depends on who answers. If the question is answered by the government bureaucracy, then clearly they will give an answer that "the bureaucracy has worked professionally according to the mandate of legislation".

The Government claims this is natural course specifically in the years 2014-2014. The Government of Jokowi claim reasonably successful bureaucratic reforms through the increase of the index of perception of public service and the anti corruption perceptions index has increased. Both of these indices represent the level of development of government agencies in the implementation of anti-corruption culture, the implementation of the budget effectively and efficiently, as well as the quality of the public service which its graph is on the rise. The average value of the index increased bureaucratic reform, both at the level of ministries/institutions (K/L) as well as local governments. At the level of K/L increased from 65.78 in 2015 be 71.91 in 2017. In the provincial government, increased from 41.61 in 2015 be 60.47 in 2017. While the Government/city level increased from 42.96 in year 2015 become 64.61 in 2017.

The achievement has been jacked up various national index of Indonesia in the eyes of the world, such as the World Economic Forum that records of national competitiveness index rises 5 rank from ranking 41 (2016) to ranking 36 (2017). While the World Bank noted the index seek ease rising 19 rank from ranking 91 (2016) to the rank of 72 (2017). The World Bank also noted the year 2016 Government effectiveness index up 17 ranks in comparison to the year 2015. While noting the Transparency International corruption perceptions index remains stable at 37. But unlike the case, if the question is answered by the community, it is certain that most people will answer that "the bureaucracy has not worked professionally". So far the community has not received the best service.

This article wants to discuss more about the meaning of bureaucratic reform by using the humanities value approach. Through this approach, we will be able to present our perceptions of the failure and success of the bureaucratic reform agenda that has passed this decade's phase.

At present there are many new approaches and concepts in the field of bureaucratic reform. These new concepts include New Public Management (NPM), New Public Service (NPS), Good Governance (GG), Collaborative Governance (CG), and many other new concepts. In essence the new concepts are talking about bureaucratic reform. The findings of the new concepts above have a noble goal of changing the face of the bureaucracy both on the normative, structural, and cultural sides, from faces that are corrupt, collusive, nepotistic, poor functioning, poor work, and discriminatory, towards a new face of bureaucracy namely bureaucracy anti-KKN, anti-discriminatory, has the ability, and is able to carry out the functions of public services effectively and efficiently. In general, there are at least eight good values taught in these new concepts, namely law enforcement, participation, transparency, responsiveness, justice, effectiveness, efficiency, and visionary. Therefore, the purpose of the new concepts above is to transform at least the level of those values into governance so as to support the realization of a new face of bureaucracy as mentioned above. Therefore, since 1998 the Indonesian government in the design of bureaucratic reforms put forward the values contained in the new concepts mentioned above. The form of the reform design of the Indonesian government that adopted the values of the new concept was the birth of a number of legislative packages that supported the implementation of bureaucratic reform.

Law No.10 of 2008 concerning Public Information Openness (KIP), is one of a package of legislation that supports the implementation of bureaucratic reform. One of the objectives of the KIP Law is to regulate the government bureaucracy in carrying out the function of public service, which must be transparent, namely the bureaucracy provides all forms of public information to the public. Law No. 25 of 2009 Public Services, also part of the real design of bureaucratic reform in Indonesia. Through the law, the bureaucracy must carry out the function of public service effectively, efficiently, easily, cheaply, friendly, and non-discriminatory. In the end, it is hoped that the community will get satisfactory service from the government bureaucracy.

Law No. 12 of 2011 concerning participatory development planning, also part of the government's strategic steps in encouraging the bureaucracy to open and provide community space to be actively involved in policy making, policy evaluation and policy accountability. In the end, it is hoped that government policies will be made and implemented based on the interests of the community. There are still many other legislative packages that support bureaucratic reform in Indonesia. Apparently in the field, bureaucracy and society have different perceptions and benchmarks to assess the success of bureaucratic reform. For bureaucracy, the benchmarks used are the many bureaucratic reform legislation packages and the many policies and programs that favor the interests of the community such as free education and health programs.

Whereas the community means bureaucratic reform is not just a normative policy and program, but far more important is how bureaucracy behaves in the process of implementing bureaucratic reform regulations / policies / programs, and bureaucratic behavior in the process of administering public services. Of course, in all the processes, the bureaucracy is still far from the behavior that prioritizes human values.

Basically, people want bureaucratic services to prioritize the values of humanities, namely respecting society by humanizing the community through a friendly, full smile, easy, cheap, non-discriminatory, and not confusing attitude. It is this humanities value that the community wants to obtain in the administration of bureaucratic services.

We can see in the field that the bureaucratic attitude towards the community is still far from humanities values and far from the values of the new concept of government described above. Bureaucracy still discriminates against society. Bureaucracy still likes to serve the community by questioning "who are you", "how is your social status", "do you have money", and a series of other questions that are always expressed by the government bureaucracy when dealing with society. Bureaucratic services in hospitals, for example, often bureaucracy serves patients with unpleasant attitudes. Often bureaucratic front line services direct patients in an unfriendly manner, if patients ask about service information, they answer it in a tone that is not pleasant to hear. On the other hand, even though health is free, often patients still spend money to pay for all the facilities needed. Bureaucratic services at the National Land Agency (BPN) in various regions can also be used as an example of poor bureaucratic services, BPN services are far from good. Maybe we

see BPN's efforts to implement good services such as putting up banners and banners that read "Excellent, Professional, Clean, and Transparent Services" in front of their offices. But we can be sure that it is all nonsense and not carried out wholeheartedly. This paper discusses the failures and problems of the practice of bureaucratic reform, especially in the regions.

LITERATURE REVIEW

119

Today good governance is a popular term, this term is used to describe good governance. Good governance is seen as a substitute model of the old term commonly called clean government. Good governance is intended to realize the pillars of democracy, by promoting community participation. So it becomes a good governance system of the government by involving broad community participation. But changing terms does not change our bureaucratic system significantly, though the term does not change the way the State Civil Apparatus (ASN) is changed. As its function in Law Number 5 of 2014 concerning Article 10 of the State Civil Apparatus, the ASN functions as the implementation of public policies, public services and the glue of national unity. The function is then translated in Article 11, that ASN has the duty: First, implement public policies made by staffing officials in accordance with statutory provisions. Second, providing professional and quality public services. Third, strengthen the unity and unity of the Unitary Republic of Indonesia (NKRI).

As far as bureaucratic reform is implemented, it has not found a meeting point for policies and services that are able to strengthen national unity. This is inversely proportional, policies and services through the ASN have more potential for the crackdown of national unity, on the basis that policies are not impartial to the public and unprofessional ASN when providing services. That bureaucratic reform should put service principles that are simple, impartial, fixed time and efficient, and costly if there are stages that must use costs. So far we have not found the answer to good governance. Before further explaining these matters, the author first explained theoretically what bureaucratic reform is.

1. Bureaucratic Reform in Indonesia

Bureaucratic reform in several approaches points to the professionalism of the organizers, where the ASN is put in place as a service system, referring to Max

Weber's theory of bureaucracy. In Weber's view the bureaucracy contains several elements as supporters; (1) a clear division of labor, (2) there is an organizational structure, (3) has a hierarchical network, (4) there are formal rules, (6) The existence of a merit system of employees, (7) availability of career levels, (8) the separation between organizational and personal life.

The government bureaucracy which is meant to be related to public activities. If the bureaucracy provides good public services, the bureaucracy is able to show a number of indications of the following behaviors: (1) giving rewards to staff who do good work through merit systems, (2) treating individuals fairly, (3) doing work well and stably, (4) maintaining the achievements that have been obtained, (5) recruiting and hiring workers in accordance with their expertise and achievements, (6) conducting changes and evaluations when in a downturn ([Ripley and Franklin 1986](#)).

The ideals of bureaucratic reform as intended by good governance have been practiced in developed countries so as to become a pilot for developing countries including Indonesia. The bureaucracy must be supported by adequate personnel, on the other hand bureaucratic reform is also carried out on the bureaucratic system, namely the first modernization of the staffing system, Second government administrative engineering, Third performance-based budget planning involving the community, Fourth there is a vertical relationship between the community and the government, the five conduct restructuring and management changes ([Ripley and Franklin 1986](#)).

He above model role has not been found in the Indonesian bureaucratic system either at the central government and the regional government and is still on going, for this reason the need for the government's seriousness in implementing the points above. That to be a good bureaucracy as explained by Weber, it is necessary to modernize the system. If in the years before an open system of government was developed which was supported by technological capabilities, it would be necessary to develop kemabli because it was not yet optimal. In addition, the Indonesian bureaucracy is too convoluted and takes a long time, almost in every service finding such a thing, in the third point it becomes very important as the main foundation of the government to run the government, namely the budget, and to run the government bureaucracy then it must be in accordance with the performance, while the need for control from the public towards the government through vertical relations,

another important thing is a change to the management of government bureaucracy, because management held is not supported by adequate professionalism and capability ASN.

2. Model of Bureaucratic Reform

Before experiencing reformation of bureaucracy either in the form of regulations and support for technology and information systems, the bureaucracy in Indonesia in practice is a closed bureaucracy and does not involve the community (new order). At that time bureaucracy was only surrounded by a number of people, even the new order bureaucracy was not oriented towards the desires of the people also tended to be slow in responding to problems, convoluted, obstructing progress, tending to pay attention to procedures rather than substance, and inefficient. Bureaucracy in Indonesia is a model of bureaucratic polity, this bureaucracy has an acquisitions of power by the government ([Jackson 1978](#)), Bureaucracy in Indonesia as bureaucratic capitalism ([King 1982](#)).

The bureaucratic process in Indonesia developed a Parkinson-style bureaucratic model and Orwel style ([Evers 1987](#)). Parkinson-style bureaucracy is a pattern in which there is an uncontrolled process of growth in the number of personnel and structural expansion in the bureaucracy. While the Orgel-style bureaucracy is a pattern of bureaucratization as a process of expanding the power of the Government with the intention of controlling economic, political and. Thus the bureaucracy in Indonesia does not develop to be more efficient, but rather the inefficiency, complicated and many formal rules that are not adhered to.

In addition to the above bureaucratic model as a form of wrong practice, a new bureaucratic model emerged, which was born as an answer to bureaucratic problems since the new order until now. The idea of reforming the bureaucracy from the old form (old public management) towards the new model, so that it raises the new format as an answer. There were several formulas that could be used to fix public service management in Indonesia. There are three basic points as a reform strategy including prime service, creating a new vision, and privatization ([Purwanto and Kumorotomo 2005](#)).

So the new doctrine emerged, namely new public management (NPM) based on the experience of government reform in America, Europe and New Zealand, with the driving force of the World Bank to developing countries like Indonesia. NPM was born as an effort to liberate poor service by adopting private employment and applied

to the government sector. NPM aligns government work like excellent private employment ([Osborne and Gaebler 1993](#)).

Five principles for implementing this NPM, namely: (1) managerial, as the adoption of private employment in government organizations, (2) privatization, with the aim of allocating goods and services to the public as the government's role in society, (3) debureaucratization, by restructuring government bureaucracy (4) downsizing, by simplifying the number of government organizations and structures, and (5) decentralization systems, with the aim that the public can accept policies taken by the government ([Vigoda-Gadot and Meiri 2008](#)).

In addition to the new public management (NPM) emerging new models for bureaucratic reform, is a new public service model (NPS) in the course of implementing this model trying to offer new solutions and try to eliminate the NPM model. NPM emerged on the basis of (1) the theory of democracy, (2) the theory of civil society empowerment, (3) humanist organizational theory, and (4) posmo theory of public administration ([Purwanto and Kumorotomo 2005](#)).

So that the NPS doctrine emerged in conducting bureaucratic reforms; (1) democratically, (2) carried out by using a strategic and rational way with careful consideration either politically, economically or organizationally. (3) prioritizing dialogue in seeking consensus together, (4) serving the community fairly as rights and obligations inherent in these individuals and groups, (5) the existence of motivation in providing services, (7) there is an open structure and collaborative leadership, (8) using rules as a tool to run the bureaucracy, (9) organizing organizations or authorities accountable ([Purwanto and Kumorotomo 2005](#)).

Table 1. Comparison of OPA, NPM, and NPS

Elements	OPA	NPM	NPS
Purpose	Efficiency and professional	Excellent service	Service quality
Incentive	Functional structural	Consequent system	Functional private structure
Responsibility	To clients and constituents hierarchically	In market style consumer	In citizens who are multidimensional
Power	In top management	At work and service users	On citizens

Culture	Routine arrogance	Touching heart	Friendly and innovative
Focus	Emphasis on obedience runs the rules and is efficient	Emphasis on reforming the vision and mission	Emphasis on reforming service culture
The role of the government	Rowing	Steering	Serving
The concept of public interest	Public interest is reflected in a law that has been politically designed by the government	Public interest is an aggregate of individuals	Public interest is the result of dialogue about values

3. Principles of School Bureaucracy

To realize bureaucratic reform, it is necessary to carry out the principles of good government governance, which can be explained in the following explanation of the principles of good governance as the Islamic view of governance and government administrative reform: First, there is a space for democracy and community empowerment. As the third democracy in the world, Indonesia is a mecca for democratic practice both in determining leaders with the right to vote and also involved in empowerment and development. In this context the democratic space is turned on by society through its political rights and the right to get involved in educating the nation through development that is both physical and non-physical.

Second, is service, the presence of bureaucracy in the government is aimed at providing services to the community, for which the government needs to have a spirit of public services, as well as partner partners of society in carrying out development, in carrying out public services, ASN must have a code of ethics safeguarded in giving pelayanana as stated in Law Number 5 Year 2014 concerning the State Civil Apparatus.

Third, the simple transparency of transparency is so that the government can account for what has been done both in managing the budget, taking policies and providing services. With the principle of transparency, the government can realize an open and clean government, how to run a transparent government, by developing a government information system, so that all information, both budget management, policy making and public services can be known by the community as beneficiaries.

on the other hand open the role of the community by knowing the information provided.

Fourth, participation, this principle gives the same position to the community where they are involved in the political process (policy making) so that it becomes a legal policy. In this position the community is not in the second tier of policy makers but is in the same position, because the policy process is taken through community input so that the community must be strengthened (empowering rather than serving), meaning the concept of empowerment is associated with participation and partnership approaches in development management.

Fifth, partnership. Partnerships are intended for the government to reform the governance system by collaborating with other parties, both private and between governments or international organizations, with the aim of realizing bureaucratic reforms for the government and the private sector. In addition, the aim of the partnership is for the government to meet the needs of the community by developing the potential of their respective regions which will later be distributed in the area of their partners. That way the government takes a big role in creating a good business and business climate. Sixth, decentralization capitalizes on a decentralized system so that local governments can manage and regulate their own regions based on local wisdom that is owned so they can advance their regions as mandated by the constitution, and respond to demands for democratization. The right to regional autonomy can be utilized by the region to manage independently with the principle of open governance.

Decentralization organizers through Law Number 22 Year 1999 which was later changed to Law Number 32 of 2004 are expected to have a positive impact on regional development, the existence of decentralization on the grounds (1) bureaucratic channels from the center to the regions can be easily carried out, (2) decentralization will strengthen democratic participation, (3) de bureaucratization can spur competition among regions, (4) through competition will increase the responsibility and awareness of local governments, (5) desalination becomes part of the directors in realizing local good governance, namely regional governments that prioritize transparency, accountability. Seventh, the upholding of law, amidst our negative birocrareous culture, is good which still tends to the practice of Corruption, Collusion and Nepotism (KKN), so that our bureaucracy must avoid these three bad

practices, while the three sides hinder development on the other hand next. So that legal certainty is a tool to avoid the practice of KKN, so that it can show where the position of government professionalism and government credibility in carrying out development.

4. **Briocratic Reform Problems**

The bureaucracy in Indonesia during its journey has found many problems both from within and from outside, the problems that are caused by; (1) overlapping bureaucratic conditions, (2) the inadequacy of bureaucratic functions that must be carried out by ASN, (3) the absence of transparency in policy making by the government, although consciously that this policy will return to society but the government neglects and neglect of this.

The same thing applies in the process of government management, which until now has still found a number of issues including; (1) unclear planning and division of tasks, so that the apparatus cannot carry out their duties properly because it is not in accordance with their expertise, (2) there is no transparency in the performance of the apartment so that there is no feedback from their work, (3) weak legal pressure on violations carried out by ASN, and (4) the government recruits without looking at needs, so that there is a buildup of assets and the budget is only spent on financing employees.

METHODS

Indonesian bureaucracy does look like it hasn't worked much. This study looks at the importance of internalizing the values of human rights in the spirit of bureaucratic public service. The aim is to produce quality services and reach out to all people regardless of social class (justice). This research use descriptive qualitative approach. In terms of data collection used, namely library research in the form of journals, books, and the Internet. Analissa in this study uses a comparative analysis model, which is an analytical method that uses comparison as an instrument to understand and explain the characteristics and performance of bureaucracy in Indonesia so far.

RESULTS AND DISCUSSION

1. Policy of Bureaucratic Reform in Regional Government

Bureaucracy is a government organization that is used to achieve certain goals. The bureaucracy has a work pattern that is bound by regulations and has a spirit of public service ([Tahir 2014](#)). As an organization that has the authority to take care of public interests fairly and responsibly, the bureaucracy is in a dark period during the New Order. The low professionalism of the government apparatus and the high practice of KKN became one of the commodities to demand bureaucratic reform in Indonesia.

Bureaucratic reform is an opportunity and a challenge for the government, especially the regional government. Three prerequisites for implementing bureaucratic reform, namely conducting institutional and management arrangements, increasing the competence of government apparatus, and supervising government apparatus ([Gie 2003](#)). The three prerequisites are intended to ensure that reliable and professional bircharization and serving all groups of society can be realized.

The implementation of regional government bureaucratic reforms requires strong political will from the regional head. Jembrana District revealed that bureaucratic reform in the local government was fully supported by the ruling Regent with the principle of "management as commander" ([Hamudy 2011](#)). Management as the commander was an attempt by the Regent to place the bureaucracy in a noble place as a public servant, not as a political tool to perpetuate his power. Thus, the leadership of a regional head has an important role in carrying out the mission of bureaucratic reform. Bureaucratic leadership is needed that is able to run government programs well in order to succeed in bureaucratic reform ([Susanto 2017](#)).

Bureaucratic reform is essentially the most fundamental need to improve welfare as well as public trust in the government. Surakarta found that bureaucratic reform provided several benefits for the government and society ([Nurbarani 2009](#)). First, bureaucratic reform requires the government to open up to kiritk and advice from the community so that all policy making processes are participatory so that they can increase public attention to the administration of regional government. Second, community participation in the formulation of local government programs will provide direct benefits to the community given that the various programs are community proposals according to their needs.

However, the demands of bureaucratic reform intended to improve the quality of performance and service of public organizations have not been fully realized. This is evidenced by the high cases of corruption, collusion and nepotism that still occur in the bureaucratic arena. Government bureaucratic reforms had been implemented, public services by the government were still vulnerable to causing behavior of Corruption, Collusion and Nepotism (KKN), maladministration and mismanagement in all lines of government bureaucracy.

The findings above show that bureaucratic reform is only a jargon of government in the reform era. In fact, true bureaucratic reform is to negate the corrupt behavior of government officials by cutting down complex bureaucratic hierarchies. Therefore, bureaucratic reform should be used as a basic requirement by changing the mindset and culture of government officials in order to have a pro attitude towards the implementation of good public services ([Ginting and Haryati 2011](#)).

Government bureaucratic reforms need to be directed at reducing various obstacles that arise in developing public creativity and participation in development ([Dan](#)). In addition, bureaucratic reforms also need to be directed at expanding access to services and socio-economic activities of the community and providing opportunities for the community to utilize productive resources. Thus, local governments in Indonesia need to optimize efforts to implement bureaucratic reform in order to increase government capacity.

Based on the description above, the dynamics of politics and government in the regions demand the implementation of bureaucratic reforms quickly and precisely. As a local government, the Central Kalimantan Provincial Government organization is required to adopt the mission and objectives of bureaucratic reform. In fact, the Central Kalimantan provincial government can issue regional regulations governing bureaucratic reform by referring to Presidential Regulation Number 81 of 2010 Bureaucratic Reform Grans Design for 2010-2025 and the Bureaucracy Reform Road Map for 2015 - 2019 which has been stipulated through Minister of Administrative Reform and Reform Bureaucracy Number 11 of 2015.

2. Challenges of Bureaucratic Reform towards Good Governance

The implementation of bureaucratic reform in Indonesia is often faced with complex problems. As described in the previous section, bureaucratic pathologies such as KKN practices, maladministration, etc. are still major obstacles to realizing the objectives of bureaucratic reform. According to Presidential Regulation Number 81 of 2010 concerning Grand Design of Bureaucratic Reform 2010-2025, it is stated that bureaucratic reformation aims to create a government bureaucracy that is professionally adaptive, has integrity, is high-performance, clean and free of KKN, capable of serving the public, neutral, prosperous, dedicated, and uphold the basic values and code of ethics of the state apparatus.

In the Grand Design of 2010-2025 Bureaucratic Reform, technically bureaucratic reform is intended to achieve several important targets. First, to reduce and ultimately eliminate any misuse of public authority by officials in the relevant agency. Second, making the country have the most-improved bureaucracy. Third, improve the quality of service to the community. Fourth, improve the quality of formulation and implementation of agency policies / programs. Fifth, improve efficiency (cost and time) in implementing all aspects of organizational tasks. Sixth, making Indonesian bureaucracy anticipatory, proactive and effective in facing globalization and the dynamics of strategic environmental changes.

Broadly speaking, based on the presidential regulation, bureaucratic reforms are essentially directed at supporting the application of the principles of good governance. If the above goals are not immediately achieved, it will be a threat to the bureaucracy itself, especially to deal with the complexity of the problem so that it can lead to antipathy and reduced public confidence in the government. In the end, this failure will be a major obstacle for the government in leading good governance.

The challenges of bureaucratic reform especially for regional government are structuring the system, structure and culture of bureaucracy so that it can create a pattern of work that is orderly, disciplined and professional and kept away from practical politics (Tome 2012). This has alignment with the principles of good governance that require accountability and transparency in the administration of government. Several basic principles of good governance, namely freedom and equality of citizens, recognition of political plurality, social justice, and accountability of governance (Soehardono 2001). In addition, the concept of Good Governance

basically recommends that a government system be managed as democratically as possible which emphasizes equality between state institutions, the private sector, and society ([Nawawi 2012](#)). Therefore, in broad outline, the manifestation of bureaucratic reform and implementation of good governance is essentially to encourage local governments to provide public services in a fair, effective, and efficient manner so that the specified goals can be achieved.

In addition, The bureaucratic vices that are still attached to the characteristics of past bureaucracy that are still cultivated to the present are arrogant, feudalistic, centralistic, less open to kritik, difficult to control so that the potential to make bureaucracy into a KKN field is very fertile ([Samin 2011](#)). The negative characteristics of the bureaucracy were also clearly found the implementation of bureaucratic reform in the implementation of regional government in general was not satisfactory and the principles of good governance had not been implemented properly ([Desiana 2014](#)).

Technically, the challenge of bureaucratic reform towards good governance is the fulfillment of good and fair public services for all levels of society. The characteristics of public services such as complicated and long-winded service procedures, uncertainty over time and prices that caused services to be difficult to reach naturally by the community were still attached to the current government bureaucracy ([Maryam 2016](#)). On the side of bureaucratic human resources, revealed ten complexities of existing problems ([Susanti 2014](#)). First, mismatch is the mismatch of the placement of a civil servant who is not in accordance with the needs and demands of the organization in achieving its objectives. Second, Underemployed, namely the absence of targets or performance contracts that civil servants must do in carrying out their duties. Third, uneven allocation and distribution of civil servants. Fourth, the low productivity of civil servants and often unable to give power to the community.

However, institutional arrangements must be accompanied by efforts to improve and improve public services carried out by the government. In other words, bureaucratic reform through institutional restructuring becomes nonsense if public services are still

encourage the creation of a broader, more effective and efficient anchor of coordination so that it can become a center of excellence in public service. The apolitical nature of public service is a necessity so that service is for all segments of society.

In addition, increasing the capacity and competence of human resources in government apparatus is an urgency that cannot be negotiated given that the main actors in the bureaucracy are government officials. Element of government apparatus, civil servants are required to be able to carry out subjective responsibility as the subjective nature of individual apparatuses who prioritize ethical and humanitarian values in carrying out the task of service to the community and objective responsibility as external power sources that encourage or motivate to work hard to achieve organizational goals ([Ashari and Si 2010](#)).

On the other hand, Several policy directions so that government apparatus can be a superior resource. First, strengthen the commitment to carry out tasks according to the norms, standards, and applicable rules ([Ashari and Si 2010](#)). Second, developing an organizational culture oriented to community satisfaction. Third, increase the professionalism and neutrality of civil servants. Fourth, to increase the discipline of civil servants by implementing reward and punishment that is fair, clear, and firm. Fifth, increase the income of civil servants by performance-based in a fair, decent and competitive manner. Sixth, strengthen information technology-based staffing management. The six directions of the policy of empowering the state civil apparatus can be used as instruments to increase supervision of government officials.

Thus, based on the various strategies above, as much as possible bureaucratic reform can form a government bureaucracy that is able to aggregate various interests of the community so that fair governance can be realized. Therefore, the implementation and achievement of the objectives of bureaucratic reform cannot be postponed especially as a mere political commodity, especially by the regional government. This is important to be used as a record so that the bureaucracy can fulfill various interests of the community.

CONCLUSION

This study implicates against the findings of the previous temun who noticed that the bureaucracy in Indonesia it's hard being a professional caused politicization and weak

capacity of the organization. This research was actually mengkonfirmasi main permasalahan bureaucracy in Indonesia that the refromasi bureaucracy that took place has not been fullest. The influence of power and mandeknya the efforts of capacity building Institute became issues that need to be resolved.

Referring to the previous study as explained in the literature review section and the discussion above, bureaucratic reform in Indonesia is still faced with many problems including the design of a bureaucratic neutrality policy that has not been able to place a professional bureaucracy in carrying out its role as the State Civil Apparatus (ASN). Another problem is the attachment of regional head relations and ASN. In the structure of the Indonesian bureaucracy, the structural position of the ASN is under the auspices of the power of the regional head as a political official. In this context, the head of the region uses his power to mobilize the bureaucracy to maintain the status of his power as regional head. On the other hand, ASN is powerless to face the political power of regional heads. Therefore, in carrying out their duties they are not able to prioritize their professionalism as ASN apparatus. On the contrary, they carry out their duties based on the political interests of political officials, where in general political interests are to carry out political policies to maintain the power of politicians as regional heads.

The problem of bureaucratic reform in Indonesia requires all parties to push for bureaucratic reform so that it runs according to applicable regulations so that a professional ASN is formed in carrying out its duties and obligations. The steps towards a professional bureaucracy are to formulate rules on affirming bureaucratic neutrality in politics, placing bureaucracy as a professional bureaucracy, separating the bureaucratic work area from political power, and encouraging regional heads not to use their political positions to direct and mobilize bureaucracies for political interests

REFERENCES

- Ashari, E. T. and M. Si (2010). "Strategi Pemberdayaan PNS Dalam Rangka Reformasi Birokrasi." Jurnal Borneo Administrator 6(1).
- Dan, D. U. P. M. M. "Reformasi Birokrasi, Perwujudan Good Governance, dan Pembangunan Masyarakat Madani."
- Desiana, A. (2014). Reformasi birokrasi pemerintahan daerah menuju good gocevermacne, JMP.

- Evers, H.-D. (1987). "The Bureaucratization of Southeast Asia." Comparative Studies in Society and History 29(4): 666-685.
- Gie, K. K. (2003). Reformasi Birokrasi Dalam Mengefektifkan Kinerja Pegawai Pemerintahan. Workshop Gerakan Pemerantasan Korupsi: Jakarta.
- Ginting, R. and T. Haryati (2011). "Reformasi Birokrasi Publik di Indonesia." CIVIS 1(2/Juli).
- Hamudy, M. I. A. (2011). "Negosiasi dalam Reformasi Pemerintahan Daerah." Bisnis & Birokrasi Journal 17(1).
- Jackson, K. D. (1978). "Bureaucratic Polity: A theoretical Framework for The Analysis of Power and communications in Indonesia." Political power and communications in Indonesia: 3-22.
- King, D. Y. (1982). "Indonesia's New Order as a Bureaucratic Polity, a Neopatrimonial Regime or a Bureaucratic-Authoritarian Aegime: What difference does it make?." Interpreting Indonesian politics: Thirteen contributions to the debate 62: 104-116.
- Maryam, N. S. (2016). "Mewujudkan Good Governance Melalui Pelayanan Publik." Jurnal Ilmu Politik dan Komunikasi: Politeknik Kridatama Bandung.
- Nawawi, J. (2012). "Membangun Kepercayaan Dalam Mewujudkan Good Governance." Jurnal Ilmiah Ilmu Pemerintahan 1(3): 19-29.
- Nurbarani, M. (2009). Reformasi Birokrasi Pemerintah Kota Surakarta, UNIVERSITAS DIPONEGORO.
- Osborne, D. and T. Gaebler (1993). "Reinventing Government: How The Entrepreneurial Spirit Is Transforming The Public Sector (Plume)." Paperback/Published.
- Purwanto, E. A. and W. Kumorotomo (2005). Birokrasi Publik dalam Sistem Politik Semi-Parlementer, Penerbit Gava Media.
- Ripley, R. B. and G. A. Franklin (1986). Policy Implementation and Bureaucracy, Brooks/Cole.
- Samin, R. (2011). "Reformasi Birokrasi." Jurnal Fisip Unmah 2(2): 172-182.
- Soehardono, E. (2001). Good Governance: Untuk Daulat Siapa. Yogyakarta: Forum LSM DIY bekerja sama dengan YAPPIKA.
- Susanti, I. (2014). "Pengaruh good governance, pemanfaatan teknologi informasi dan pengendalian intern terhadap kinerja organisasi (studi pada skpd kabupaten siak)." Jurnal Online Mahasiswa (JOM) Bidang Ilmu Ekonomi 1(1): 1-14.
- Susanto, E. H. (2017). "Kelambanan Reformasi Birokrasi dan Pola Komunikasi Lembaga Pemerintah." Jurnal Aspikom 1(1): 109-123.

Tahir, A. (2014). "Kebijakan Publik dan Transparansi Penyelenggaraan Pemerintahan Daerah." PATEN **8**(89).

LOGOS
JOURNAL

Tome, A. H. (2012). "Reformasi Birokrasi Dalam Rangka Mewujudkan Good Governance Ditinjau Dari Peraturan Menteri Pemberdayaan Aparatur Negara dan Reformasi Birokrasi Nomor 20 Tahun 2010." Jurnal Hukum Unsrat **20**(3): 132-147.

Vigoda-Gadot, E. and S. Meiri (2008). "New public management values and person-organization fit: A socio-psychological approach and empirical examination among public sector personnel." Public administration **86**(1): 111-131.