

## **Bureaucratic Reform In Corruption Eradication Perspective**

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**Abstract:** In the political and legal aspects of government, bureaucratic reform has become a very powerful issue to be realized. Moreover, the Indonesian government bureaucracy has given a huge contribution to the condition of the Indonesian nation's deterioration in a prolonged multi-dimensional crisis. The bureaucracy that was built by the government before the reform era has built a bureaucratic culture that is thick with Corruption, Collusion and Nepotism. However, post-reform governance does not guarantee the continuation of bureaucratic reforms properly realized. The lack of government committees after the reform of the reformation of the bureaucracy tends to be directly proportional to the lack of government commitment to the eradication of Corruption, Collusion and Nepotism which has become an acute disease in the Indonesian government bureaucracy so far. Some communities gave a negative stamp to the government committees after reform on bureaucratic reform. Ironically, some Indonesians miss the New Order government which can provide stability to the community, even though only a false establishment.

The characteristics of the bureaucracy according to Weber are, first, the various regular activities needed to achieve organizational goals that are distributed in a standard way as official obligations, secondly, the organization of offices follows the principle of hierarchy, that is, each lower office is in Under higher office control and supervision, third, bureaucratic operations are carried out through a system of consistent abstract rules and consist of the application of these rules to specific cases, and fourth, the ideal official runs his office based on formalistic impermanence without transparency, or excitement, and coolness without enthusiasm or affection. The government bureaucracy is often interpreted as an official or an official kingdom, which is a kingdom whose kings are officials. There are jurisdictions in which each official has official duties. They work on the hierarchical order with their respective preferences. The communication is based on written documents.

**Keyword:** Reform, Bureaucracy, Government, Corruption

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### **I. INTRODUCTION**

Bureaucracy according to the Large Dictionary of Indonesian Language is a system of government run by government employees because it has adhered to the hierarchy. Or in the definition that is another bureaucracy is a way of working or a work arrangement that is slow, and according to the rules that are too much.

Bureaucracy according to the Large Dictionary of Indonesian Language is a system of government run by government employees because it has adhered to the hierarchy. Or in the definition that is another bureaucracy is a way of working or a work arrangement that is slow, and according to the rules that are too much. Bureaucracy is a tool of power for those who control it, where its officials share an interest in their continuity. In terms of etymology, the word bureaucracy comes from the word bureau and kratia (Greece), the bureau means table or office and kratia means government. So bureaucracy means the service provided by the government from table to table. Max Weber views bureaucracy as a collective term for an entity consisting of officials or groups that are certain and the type of work and influence can be seen in all kinds of organizations.

Theoretically, bureaucracy is a tool of power to carry out political decisions, but in practice the bureaucracy has become a potential political force that can undermine power. Bureaucracy is also a political tool to regulate and realize political agendas, the nature of bureaucratic apparatus power is not without control but still limited by external and internal control devices. Bureaucracy can also be distinguished by two types, namely the type of classical bureaucracy and behavioral bureaucracy.

In government, public power is run by government officials or bureaucrats who carry out their duties in accordance with their roles and functions in the state bureaucratic system and must be able to control the people they lead. Bureaucracy in this case has three meanings, namely:

1. As a typical type of organization;

2. As a system;

3. As a particular mental order and work tools on the organs of the State to achieve its objectives.

Bureaucracy is also intended to organize regularly a work done by many people; bureaucracy is the type of an organization to achieve large administrative tasks by coordinating systematically or regularly the work of many people. The bureaucracy as a working system is intended as a work system based on the system of cooperative relations between direct positions regarding formal issues and applicable procedures and the absence of a feeling of sentiment without emotion or favoritism, selflessness and prejudice.

Bureaucrats in carrying out their duties and authorities must be based on high legal perceptions and awareness, as for the characteristics of the bureaucracy, namely:

1. The full implementation of the principles of organization;
2. There are regulations that are strictly adhered to;
3. Officials work attentively according to their sense of belonging;
4. Officials are bound by discipline;
5. Officials are appointed based on technical requirements based on regulations (merit system);
6. There is a strict separation between official affairs and personal affairs.

In carrying out the state bureaucracy, each official in carrying out his duties is equipped with two principles, namely:

### **1. Legality principle**

This principle means that none of the actions or decisions of the officials or the relevant bureaucrats may be carried out without the basis of a law, for that officials or bureaucrats must pay attention to the eight elements of legality, which are written rules, distribution or use of regulations, not retroactive, rules can be understood, do not contradict each other, do not demand beyond the capabilities of people, do not change frequently and are appropriate between regulations and their implementation.

### **2. Principles of Freies Ermessen or Discretion**

This means that officials or bureaucrats must not refuse to make decisions which on the grounds there are no regulations, therefore, they are given the freedom to make decisions in their own opinion, but they do not violate the principle of legality. In everything that is done by the state administration apparatus, it can be seen what is the rights, obligations, responsibilities and the role of the state administrative apparatus. The rights and responsibilities that must be implemented if a state administrative apparatus (bureaucrats) are:

1. Obligatory or obedient to the prevailing laws and regulations;
2. Must make a policy on a matter even though there are no rules governing it, this is in accordance with the *ermesserr freies*,
3. Must be in accordance with the composition of the division of tasks;
4. Must implement organizational principles;
5. Must carry out General Principles of Good Governance (AAUPB).

The bureaucracy that should work to serve and side with the people develops to serve the authorities with partiality in politics and power. The community has always held the view that bureaucracy (state administration) is the same as the government, even though they are different and cannot be equated. Bureaucracy is a state tool that needs to have its own rules of play and is supported by separate legislation, therefore the correlation between the bureaucracy and the executive must be arranged in such a way that the bureaucracy truly works as a servant of the state and not as a servant of power.

State administration as a state bureaucratic organ is the state's instruments that carry out the tasks of the state, including carrying out government duties. This thinking assumes that the government is not always the same as the state and therefore the state apparatus is not always the government apparatus. Bureaucracy also plays an important role in the formulation, implementation and supervision of various public policies, including evaluating their performance. Bureaucracy in government as a provider of public services is often or always complained because of inefficiency and effectiveness. To encourage the formation of a clean and authoritative government, all government officials (bureaucrats) are obliged to implement good governance. The strength of the Indonesian bureaucracy can actually be an extraordinary engine if it is able to be utilized to advance the welfare of the people.

Good governance is often interpreted as an indicator of the realization of bureaucratic reform with the fulfillment of principles such as, first, community participation, second, upholding the law, third, transparency, fourth, concern for stakeholders, fifth, consensus-oriented, sixth, equality, seventh, effectiveness and efficiency, eighth, accountability, and ninth, strategic vision.

Reform is defined as a radical change to improve various fields in a society or country. Thus, bureaucratic reform is a radical change in the field of government systems.

The presence of political parties in the governance system will affect the government bureaucracy system. The government bureaucracy is not only filled by career bureaucrats but also political officials.

According to liberal theory, the government bureaucracy carries out government policies that have direct access to the people through the mandate obtained in elections. Thus the government bureaucracy is not only filled by bureaucrats, but there are certain parts occupied by political officials. Likewise, on the contrary, in the government bureaucracy, it is not only owned by political leaders and certain political parties, but there are also leaders of professional career bureaucracies.

When the desire to include political officials in the government bureaucracy arises, a question arises about the relationship between the two. This question must be clarified with the right answer. The relationship between political officials (political leadership) and bureaucracy is a constant (steady) relationship between control and domination. In a relationship like this, the problem will always arise, who controls, leads, dominates whom. This problem is actually a classic problem as a manifestation of a political and administrative dichotomy. Therefore, two alternative forms of alternative solutions arise, namely whether the bureaucracy is subordinated and political (bureaucratic ascendancy) or political bureaucracy (bureaucratic sublation or attempt at co-equality with the executive).

The executive ascendancy solution form is derived from an assumption that the leadership of political officials is based on the belief that the supremacy of the mandate obtained by political leadership is based on the belief that the supremacy obtained by political leadership come from God or come from the people or come from public interest. Supremacy of this mandate is legitimized through election, or violence, or de facto acceptance by the people. In a liberal system model, control runs from the highest authority of the people through its political leadership to the bureaucracy. The power to carry out such controls obtained from the people is often referred to as overhead democracy (Redford, 1969)

The dominance of the leadership of political officials over this bureaucracy, in fact spurred on by the dichotomy between politics and administration as stated above, a doctrine whose influence began with the discovery of the State administration as a science (Wilson, 1987). Function between politics and administration, and the assumption of the superiority of political functions over administration. Classic slogans have also been offered that when the political function ends, the administrative function starts (when political end, administration begins). This dichotomy between politics and administration is also caused by the error of reference changes from the structural function, from the difference between policy making and implementation, between political officials and bureaucratic career officials.

The bureaucratic sublation is based on the assumption that the government's democratic state does not only function as an executing machine. Max Weber himself introduced that the real bureaucracy has power that is separate from the power delegated by political officials.

## **II. THE INDONESIAN BUREAUCRACY YESTERDAY AND NOW**

Regarding the bureaucratic phenomenon in Indonesia, large powers are owned by bureaucrats so that almost all aspects of community life are handled by the bureaucracy. This large authority even finally emphasizes the role of the bureaucracy as a policy maker rather than a policy implementer, more controlling than serving the community. Finally, it is only natural that bureaucracy is then considered a source of problems or a burden on society rather than a source of solutions to problems faced by society.

This phenomenon occurs because the bureaucratic tradition is formed more as a ruler's tool to control the community and all its resources. In other words, the bureaucracy acts more as a supporter of the civil than the civil service.

After the reformation, political officials who are now serving in the government bureaucracy want to preserve the culture by blurring between career officials and non-career people. This mental attitude can bring the Indonesian government bureaucracy back to the condition of the government bureaucracy in the New Order era. Even the emergence of the Government Administration Bill is currently getting an aggressive response from political officials through factions in the House of Representatives that try to accommodate their political office interests to be able to hold bureaucratic positions.

Table of Comparison on political systems and the performance of the bureaucracy during the New Order and the reformation period in Indonesia

|                          | New Order Period   | Reformation Period   |
|--------------------------|--|--|
| Political System         | Closed and Authoritarian, the Patron-Client System is very obvious.  | Open and Democratic, many aspirations emerge from the community.   |
| Bureaucratic Performance | Very complicated administration, long administrative processes, subject to one command   | Administration is still complicated, the administrative process is a bit fast, there are illegal charges from the apparatus, there is an orderly arrangement that regulates bureaucrats.           |
| Transparency             | Very bad, because the regulatory members are subject to the President.   | It is better, because a special institution is created to oversee the transparency members.  |
| Accountability           | Very bad, because of direct responsibility to the President, without responsibility to the community.  | It is better, because it is not only responsible to the president, but responsibility to the community through the mass media.   |
| Performance Efficiency   | Inefficiency is clearly visible, and has not been able to be suppressed, because public participation does not exist at all, or arguably the Suharto authoritarian closes access for people to participate | Performance has not been too efficient but little by little has been suppressed, because public participation has begun to be seen, but inaction and leakage in the government budget still exists |
| Public Participation     | Nothing, because of the necessity of someone to follow the party of the ruling president, besides being forced on the community to choose a particular party causing freedom of participation to fade      | There, as evidenced by the start number of political parties, and there is no restraint that requires society to choose the party  |

### **III. TOWARDS REFORM OF THE INDONESIAN BUREAUCRACY**

In his campaign, President Susilo Bambang Yudoyono emphasized the urgency of eradicating corruption and bureaucratic reform. Both of these things are closely related, it is impossible to eradicate corruption without reforming the internal bureaucracy. The restructuring and repositioning of the Indonesian bureaucracy at this time can be done by considering the conditions of changes in the political system between past governments and present-day governments in the reform era.

At present, the President, through the Minister of Administrative Reform (MenPAN), proposes a Draft Government Administration and a Bureaucratic Reform Law of Draft Government Administration. These two Draft Laws are the spirit that the government seeks to show to the public in the context of efforts to eradicate corruption in the government bureaucracy.

One of the unfinished reform agenda is bureaucratic reform. It is no secret that the bureaucracy in Indonesia is synonymous with institutions that are "fat", not accountable, full of collusion, corruption, and nepotism, unprofessional civil servants, and the work ethic of the apparatus is still low. As a result, the quality of public services in Indonesia is very poor.

One of the reasons is that up to now Indonesia has not had a general provision that covers the administration of government administration as a basis for improving good governance. For this reason, the Draft Law on Government Administration is prepared to regulate the systems, processes and procedures for state administrators in making decisions. This draft law is intended to improve the quality of the administration of government administration, which can proactively influence the processes and procedures of government administration.

In other words, the Government Administration Law is needed to create a better, transparent and efficient bureaucracy. The draft Government Administration Act also presents instruments to apply the principles of good governance such as participation, transparency, accountability, supervision, efficiency and effectiveness in a concrete instruction.

The Government Administration Law Draft seeks to realize a democratic legal state. This is reflected in the objectives of the Government Administration Law Draft, namely: (1) Creating orderly administration of

Government Administration; (2) Creating certainty, preventing abuse of authority; (3) Ensuring the accountability of government administrators; (4) Providing legal protection to the public and government officials; (5) Applying general principles of good governance; (6) and providing the best service to the community.

### **1. Government Administration Law Draft**

The 1945 Constitution mandates the Unitary State of the Republic of Indonesia to be a state based on *Atashukum* (Rechtsstaat), and not based on power (*machtsstaat*). Thus, this is a system of government administration of the Republic of Indonesia. So that, all forms of decisions and acts of apparatus administering the administration of the government must be based on the law not based on the power inherent in the level of government officials.

The government duties to realize the welfare of the people as formulated in the Preamble of the 1945 Constitution is a very broad field. So as to maintain a regulation that can direct the administration of governance to be more in line with the expectations and needs of the community (citizen friendly), limit the administration of the state in carrying out the tasks of government, service, and development. Therefore, it is needed a law that specifically regulates government administration.

The Government Administration Law Draft is a transformation of the general principles of good governance (*almgemente beginseelen van behoorlijk bestuur*) that has been practiced so far. Even though in practice so far, the implementation of public services is still faced with a system of governance that is not yet effective and efficient and the quality of human resources of the apparatus is inadequate. Complaints arise, starting from the complicated service management procedures to the unpleasant attitude of the apparatus. In fact, the obligation of the state to serve every citizen and population to fulfill their basic needs within the framework of public services is the mandate of the 1945 Constitution. Thus the Government Administration Law Draft is a concrete form of the principle of being a binding legal norm.

This Government Administration Law Draft can also be used as an institution to eradicate corruption, collusion and nepotism of public officials. This bill is expected to lead to preventive efforts for the occurrence of criminal acts of corruption, collusion and nepotism. Government Administration Law Draft is also expected to improve the quality of administrators of government administration and create a better, transparent, efficient and public service-based bureaucracy.

As a bureaucratic instrument, this Government Administration Law Draft places the community as subjects. The community has the right to be heard before the government's administrative decisions that are burdensome or burdensome to the community. This will avoid decisions that are made arbitrarily and based on certain personal or group interests.

### **2. Law of the Republic of Indonesia Number 25 of 2009 concerning Public Services**

The history of bureaucracy in Indonesia has a bad report card, especially during the New Order period which made the bureaucracy a political machine. As a result of this, people must pay expensive fees. Time uncertainty, tariff / cost uncertainty, and uncertainty about who is responsible are some empirical facts about the damage to bureaucratic services. More than that, bureaucratic service has become one of the prime causes for the rise of corruption, collusion, nepotism.

President Susilo Bambang Yudoyono in his campaign scheduled an improvement in bureaucratic services as the main agenda of his administration. In order to realize the improvement of bureaucratic services, bureaucratic reform is needed. The President, through the Minister of Administrative Reform launched the Public Service of Government Administration Law Draft. At present the Law Draft has reached the DPR, and it should even be one of the bills that will be ratified during the 2005 session. Substantially the Public Service Bill is good enough because it wants to erode the inefficiency of bureaucratic services, namely by making service standards, such as service procedures, service time, service fees, service products, facilities and infrastructure, service providers' competence, internal supervision, complaint handling, suggestions and input, and service guarantees (Article 17 of the Public Service of Government Administration Law Draft, Draft VIII). The Public Service Bill also provides a broad space for the community if there is a dispute between the public and public service providers, even through access to public claims, both by class action and legal standing (Article 40 of the Public Service of Law Draft, Draft VIII). Regulatorily, there is currently a vacuum of law to standardize bureaucratic services. It is appropriate if in various sectors of practice bureaucratic services run like no direction. Existing regulations are limited to MenPAN's Decree Number KEP / 26 / M. PAN / 2/2004 concerning Improving Public Services. However, the MenPAN Decree does not seem to be effective, especially in the era of regional autonomy like today.

The presence of the Public Service of Law Draft at least has positive results for the change of our bureaucracy. However, the birth of a legal product is not a guarantee of rapid changes. Especially now in

Indonesia the practice of law enforcement is still weak, and the spirit of compliance with legal products is still low.

The change of paradigm at the level of bureaucracy executors is very urgent. Ideology as a government employee is still closely attached to the present. Ideology should be the state apparatus (civil servants) is the civil service.

The Public Service of Law Draft states that public service activities are further regulated in various laws and regulations. Broadly speaking, the regulation is divided into two groups, namely the law that guarantees services to be carried out by officials and groups of sectoral laws which are the basis and authority for each department, agency, or regional government to serve. The law strictly regulates the obligation of the government to provide services even though some of them do not explicitly regulate.

Legislation in the field of public services is still fragmented, not enough to regulate the aspects of public services needed. Consequently, the potential for deviations from public service obligations is relatively large. Efforts to improve the quality of public services are carried out through a comprehensive and integrated improvement of the public service system as outlined in the legislation in the form of laws that are expected to become legal guidelines for the implementation of public service activities and those that have sanctions so that they have forced power to fulfill certain standards in public service.

The debating over this public service law draft is predicted to be relatively dynamic. If referring to the desire to make provisions a guide, the dynamics of the discussion must always be observed. Every article must be observed to avoid it being a frozen provision on the table, not operational in the field. Because it concerns the public interest, the public should understand the law, especially to guarantee transparency, avoid overlapping rules.

Until finally the House of Representatives passed the Law of the Republic of Indonesia Number 25 of 2009 concerning Public Services, the Law was issued in the hope of realizing the provision of prime public services, fulfilling the general principles of good governance, and ensuring the assurance of rights and obligations as well as legal certainty in the implementation of public services.

The public service law was issued to build public trust in public services carried out by state stakeholders to be in line with the expectations and demands of all citizens, as well as an effort to assert the rights and obligations of every citizen and the realization of the responsibility of the state in carrying out public services.

This public service law is also an effort to improve quality and ensure the provision of public services in accordance with the general principles of good governance, as well as providing guarantees and protection for every citizen from abuse of authority in the administration of government, especially concerning the public service sector. This law stipulates firmly the rights and obligations of public service providers and users of public services.

## **IV. DISCUSSION**

### **a. Bureaucratic Dynamics**

Bureaucracy according to: Blow and Mayer (1987: 5) is a large organization which is a very powerful institution that has a great ability to do good or bad. The understanding of bureaucracy delivered by Blow and Mayer is very much in line with the reality of bureaucracy today with one of the key words, namely: a large organization that is very powerful, this is easily understood. Wherever the bureaucracy can provide the running of regulations such as employees who do not enter what are their agreement or working hours, the bureaucracy can give penalties / fines. If the Tolerance limit for non-entry or leave permits for other purposes has been passed, the bureaucracy must give even heavier sanctions. Bureaucracy has personnel to millions of people, a very large number for large organizations.

Large organizations in the sense of government bureaucracy that sometimes has millions of employees, is a waste of the State's financial which is not small. This is because several things include: assessment of non-objective formations, nepotism, fraud and so on.

I mean, in terms of the above mentioned study, I can conclude that to improve the quality of the first bureaucratic employee we have to change is from the bureaucratic institution, because that's where the bureaucratic employees will be printed, starting from the recruitment, selection and placement system. For this reason, the bureaucracy must improve the quality of its work so that later outputs produced by these employees can reflect good and quality governance, and provide efficient and effective performance.

### **b. Public service**

Public services can be interpreted as providing services (serving) the needs of people or communities who have an interest in the organization in accordance with the main rules and procedures that have been established.

The public service by the public bureaucracy was one manifestation of the function of the state apparatus as a public servant besides being a state servant. Public service by the public bureaucracy is intended to prosper the community (citizens) of a welfare state. Meanwhile, the current condition of society has been a very dynamic development, a better level of community life, an indication of empowerment experienced by the community (Thoha in Widodo, 2001). Professional public services are public services characterized by accountability and responsibility from service providers (government officials). With the following characteristics:

1. Effective, prioritizing on achieving what is the goal and target;
  2. Simple, it means that the procedures / procedures for services are carried out easily, quickly, precisely and without convoluted.
  3. Timeliness, this criterion means that the implementation of community services can be completed within the timeframe that has been completed.
  4. Responsive, more meaningful responsiveness and fast in dealing with what is a problem, the aspiration needs of the people served.
  5. Adaptive, quickly adjust to what is being demanded, the desires and aspirations of the people served who always experience growth and development.
- That is in the context of this ministry, I can take an assessment that an employee is expected to provide a professional service in the sense that it can provide a simple means of service provided to the public should be is fast, precise and not many rules, and more importantly is timely and pay attention to people's aspirations.

### **c. Bureaucratic Reform Efforts**

Bureaucratic reform is an urgent effort given the broad implications for society and the state. It needs serious efforts to make bureaucratic reform smooth and sustainable. Some of the following points are steps that need to be taken to achieve bureaucratic reform. Internal steps

#### **1. Straighten orientation**

Bureaucratic reform must be oriented to democratization and not to power. Bureaucratic change must lead to the mandate of the people because bureaucratic reform must lead to community service.

#### **2. Strengthen commitment**

The commitment of bureaucrats to change must be grown. This is an important prerequisite, because without strong determination from the bureaucrats to turn off, bureaucratic reform will face many obstacles. To strengthen the determination of change among bureaucrats there needs to be a stimulus, such as an increase in welfare, but at the same time does not give mercy to those who make mistakes or work improperly.

#### **3. Building a new culture**

Our bureaucratic culture is so bad, negative connotations such as convoluted work mechanisms and procedures and misuse of status need to be changed. As its accomplice, reform of bureaucratic culture and ethics is carried out with the concept of transparency, serving openly, and clearly the code of ethics.

#### **4. Rationalization**

Bureaucratic institutional structures tend to be bad and inefficient. Rationalization of institutions and personnel is important so that the bureaucracy becomes lean and agile in solving problems and in adapting to changes that occur in the community, including information technology advances.

#### **5. Strengthen the law guide**

Efforts to reform the bureaucracy need to be based on clear legal rules. Clear legal rules can be a corridor in carrying out changes.

#### **6. Improving the Quality of Human Resources**

All efforts to reform the bureaucracy will not provide optimal results without accompanied by reliable and professional human resources. Therefore, to obtain adequate human resources, it is necessary to organize and recruit staffing systems, payroll systems, implement training, and improving welfare.

External step

#### **1. Commitment and exemplary political elite**

Bureaucratic reform is a large scale because it involves a large system of countries that experience bad traditions for a sufficient period of time. To break old traditions and create new structures and traditions, it

needs strong leadership and exemplary. Strong leadership means the presence of leaders who are brave and firm in making decisions, while exemplary is the courage to give examples to subordinates and the community.

## **2. Supervision of the community**

Bureaucratic reform will have a direct impact on society, because the main role of the bureaucracy is to provide services to the community. At this level the community can be involved to monitor the performance of the bureaucracy.

## **V. THE IMPORTANCE OF BUREAUCRATIC REFORM**

One important element in creating Good Governance is by reforming the civil service. This is a big challenge for Indonesia, which inherits massive civil service institutions (mass), lack of funds, and lack of professionalism. According to Steffan Synnerstrom from an Asian development bank, there are two key factors to improve the performance of the bureaucracy, namely by increasing transparency and strengthening accountability. Especially for Indonesia, which has around 3.6 million civil servants outside the military and police, this process is only done gradually.

One of the things highlighted by Synnerstrom is the tradition in Indonesia that separates policy making and budgeting. Also, budget segregation becomes a "development budget" and "routine budget". This tradition brings a number of weaknesses. First, policy changes, performance standards, expenditures, are regulated through administrative channels, without being related to the budget, so that policy implementation is often not in accordance with planning.

Both budgeting in the department is generally based on "rigid formulas". Thus, for most institutions, the funds received are very insufficient, but there are also a small number of institutions that get very large budgets.

Third, the Ministry of Finance has no control over the budget because it has been determined based on a "rigid formula." In addition to the bureaucracy, political parties also play a very important role in a democratic political system. What happens in the party and electoral system in Indonesia is in line with the trends that occur in the Asia Pacific region.

Legislation concerning parties in Indonesia generally leads parties to appear at the "national" level. This is believed to prevent the emergence of divisions in ethnic or regional groups in society. Therefore, a party is required to have decent representation throughout Indonesia. It is just that we need to be careful here, because if ethnic groups or religions are unable to compete through democratic methods, it is feared that they will look for other ways to achieve their goals.

At the same time the question arises regarding the campaign funds of political parties that are difficult to control. Therefore, according to Reilly, problems like that occur in any country so what is needed is a transparent rule and clearly sets limits.

## **VI. FUTURE BUREAUCRATIC REFORM OPPORTUNITIES**

It should be a concern of all parties that the bureaucracy is a huge force. its activities touch almost every citizen life. So the policies made by the bureaucracy greatly affect the joints of life in society and state. Because citizens who live in a country are forced to accept the policies that have been made by the bureaucracy, besides that the bureaucracy is the front line that deals with the provision of public services to the community.

In this regard, it is not an exaggeration to say, the failure of efforts to fix the bureaucracy will have a wide impact on the fate of the people, and of course have an impact on the democratic process. The fate of the people will get worse because of the quality of public servants and the non-functioning of public services because it will tend to distort the process towards justice and people's welfare.

The 2009 elections were a momentous momentum to continue the process of reforming the bureaucracy. Leadership change since the reformation period had no effect on the performance of the bureaucracy. Bureaucratic reform has actually been carried out internally. Changes in the organizational structure and program of the karja have been carried out. Even so, its performance remains unchanged and even more violent. Cases of abuse of wawangan are increasingly increasing not only in executive institutions but in expanding the institutionalization of the law and the judiciary. The tendency to expand the cases does not only occur at the central level, but also extends to the regions. It can be understood because the internal regulations are carried out solely based on a momentary desire when the euphoria of reform takes place.

The change in leadership after the reformation did not change this behavior, even the opposite happened. Why does that happen? The answer is the lack of commitment and loyalty from leaders. Any good planning and reform program will not work if there are no commitments and exemplary from the leaders. Therefore, inevitably in the 2009 elections we must get leaders who have commitment and trustworthiness not only in the bureaucratic reform process but in leaders who are committed and exemplary to change the nation's better future.

Only leaders who are committed and able to exemplify and truly blend moral and moral values that are able to uphold the rule of law in an era of sustainable national development, within the basic framework of rebuilding Indonesia.

## **VII. FACTUAL AND THEORETICAL ANALYSIS**

### **a. Bureaucratic Reform Problems in Services**

One of the main functions in the administration of government which is the duty of the government apparatus is the implementation of public services. In the state administration law the term "public service" is defined as: "all activities or series of service activities carried out by government agencies. As an effort to fulfill the needs of people, communities, government agencies and legal entities as well as the implementation of regulations" (Kepmenpan No.63 / Kep / M.PAN / 7/2003; Law No. 32 of 2004) Legislation in Indonesia has provided a formal foundation on the implementation of public services based on the principles of good governance and about the implementation of a clean country from corruption, collusion and nepotism consists of: Principles of Legal Certainty; Orderly Principle of Organizing the State; Principle of Public Interest; Principle of Openness; Principle of Proportionality; Principle of Professionalism; and Principle of Accountability.

The performance of public servants as a government apparatus until now seems not to be maximal. There are at least three main problems faced by government officials and the background of state administrative law reform in the framework of public services, namely:

1. The low quality of public services carried out by some government officials or state administrations in carrying out their duties and functions. This condition is due to the fact that within the current positive administrative law framework Indonesia has been regulated on minimum standards of service quality, but compliance with the minimum standard of public service is still not manifested in the implementation of the duties of the government apparatus.
2. Long-bureaucracy (red-tape bureaucracy) and the overlapping of tasks and authorities that lead to long public service delivery and a complicated process, so that there is a high likelihood of a high-cost economy, abuse of authority, corruption, collusion and nepotism, discriminatory treatment, etc.
3. Low internal and external (social control) supervision of the implementation of public services, As a result of unclear service standards and procedures, as well as procedures for delivering complaints to public service users. Therefore, there is not enough social pressure to force public service providers to improve their performance. Indonesian positive law basically has placed the main obligations on every function of public service in Indonesia to work on the principles of good governance (Article 3 of Law No. 28/1999; Article 20 of Law 32 of 2004). The principles of good governance also apply to the acceptance, processing, and resolution of problems that come from community complaints.
4. The main problem of public services is basically related to improving the quality of service itself and not yet more clearly and explicitly regulating the code of conduct for public servants and the standards for managing public complaints. Quality service is very dependent on various aspects, namely how the pattern of implementation (governance). Support of human resources and institutions or functions of public services (excesses of Corruption, Collusion and Nepotism, conflict of interest, etc.).

## **VIII. PROBLEM ANALYSIS**

After the collapse of the New Order regime and the Iahimya Reform Order, the public demanded the need for total reform in all sectors of life, including the bureaucracy. In the institutional context, bureaucratic reform needs to be prioritized in state institutions, such as the prosecutor's office, the police, the judiciary, the ministry, immigration, customs, tax, land, to the local government. All of this must be done to provide quality and excellent public services.

In fact, until now the big agenda is still far from the expectations and desires of the majority of Indonesian people; Look, the practice of corruption, collusion and nepotism is still found in the chain of various government bureaucracies, even in all fields. Effective, efficient, responsive and accountable public services have not yet been fully realized. Naturally, if later there are some who say that bureaucratic reforms that have been running are considered unsuccessful. As a reference to the decline in the index of public services in a number of institutions published by the Corruption Eradication Commission in 2010 became concrete evidence. Based on the results of the Corruption Eradication Commission survey of 353 government service units, there was a decline in the quality of services in the past year, both in the center and in the regions. Last year, the average national integrity index was 6.5. Now the same index has dropped to 5.42. Among the agencies whose scores are down are police and judicial institutions. The police got an average index of 5.21 due to the existence of illegal fees in the service of making documents, driving licenses, and Certificate of Conflict Records. While the Judiciary is the agency that has the lowest integrity score which is below the average of 6.84. One of the

causes of the decline in public services is because many bureaucrats do not understand the essence of Law No. 25 of 2009 concerning Public Services.

Bureaucratic reform is indeed a necessity. The strategic agenda for bureaucratic reform is of course directed at efforts to build an effective and efficient state apparatus, preventing and accelerating the eradication of corruption on an ongoing basis. In addition, the above is to create good, clean, and good governance, as well as a clean government and of free Corruption, Collusion and Nepotism.

These goals are manifested in significant changes through actions or a series of conceptual, systematic and continuous reform activities. This is done by structuring, reviewing, controlling, repairing, improving, updating the system, policies, and legislation in the field of state apparatus, including the moral of the state apparatus, in addition to strengthening commitment in implementing the provisions of the legislation. In terms of structuring, bureaucratic reform must start from institutional arrangements, namely by rearranging the authority and main tasks, as well as the functions of organizations or institutions, both at the central and regional levels to eliminate overlapping authority.

On the improvement side of the human resources of the apparatus, bureaucracy reforms are directed to changes in mindset that includes mindset itself, attitude patterns, and patterns of action, as well as the development of work culture.

They must be self-aware that they are no longer as public authorities, but public servants. Therefore, the first thing that should be implanted in their minds is to prioritize roles rather than authority.

The next step in bureaucratic reform is to make mechanisms, arrangements, systems and procedures that are not complicated by utilizing information technology, such as applying e-government, e-procurement, information technology, or single identity number (SIN). Simplifying the internal work system and procedures of the bureaucracy is done to enable the process of policy formulation, coordination, and decision making that can be done more quickly and concretely. Moreover, simplification of work systems and procedures can close the loopholes in Corruption, Collusion and Nepotism practices, and simplify permits to encourage business and rural growth for the environment.

Tax bureaucracy reform in bureaucratic reform needs to be prioritized on public service work units, such as immigration, customs, taxes, land, police, prosecutors, regional governments, and government institutions or agencies prone to Corruption, Collusion and Nepotism. One example, the Directorate General of Taxes at the Ministry of Finance, which so far claims to succeed in reforming the bureaucracy, is in fact cheated. However, bureaucratic reform is the choice and demand of the times. The government itself has targeted in 2025 that bureaucratic reform at the central and regional levels can be completed. Political will from the government is certainly very much expected for the success of bureaucratic reform in all sectors, in addition to awareness of cooperation from various elements and the existence of public participation to achieve it. If not so, Bureaucratic reform is only a dream.

## **IX. TROUBLESHOOTING EFFORTS**

The word for reform is still an idol or yearning that most Indonesians want to achieve, which is expected in the realization of efficiency, effectiveness and clean government. This reform is directed at changing society which includes the bureaucratic community, in the sense of changing towards progress. In this sense the change in society is directed at development (Susanto, 180). Karl Mannheim as cited by Sosanto explained that changing society is related to its norms. Development is a development that is focused on the progress of the condition and life of community members, where the progress of life is finally enjoyed by the community.

Thus, the change of society is made as an increase in human dignity, so that the essence of change is closely related to the progress of society. Judging from the aspects of the development of society, there was a balance between economic, political, social and legal demands, the balance between rights and obligations, and consensus between the principles in society (Susanto: 185-186).

While Quah (1976) defines reformation as a process to change processes, procedures of public bureaucracy and attitudes and behavior of bureaucrats to achieve bureaucratic effectiveness and national development goals. Reform activities As another equivalent of change, improvement, or modernization. From this understanding, the scope of reform is not only limited to processes and procedures, but also links changes to the level of structure and attitude of behavior (the ethics being). The directions to be achieved by reform include the achievement of community services effectively and efficiently.

The term effectiveness and efficiency is the concept of engineering which is adapted from the private sector, which in its development is applied in the public sector, namely the government. Hence effectiveness is far more important than efficiency. An inefficient public service can still be understood as long as the service is effective for the community (Putra: 19). Effectiveness can be seen from 3 approaches, namely (Putra: 22):

1. The Target Approach, measures the effectiveness in terms of output.

2. System resource approach, seeing from the input.
3. Process Approach, which emphasizes the internal factors of public organizations, such as efficiency and organizational conditions.

But even though the public service emphasizes effectiveness more than efficiency, on the practical level the concept of effectiveness cannot be separated from the concept of efficiency. The element of efficiency is one of the determinants of knowing whether an activity can be categorized as effective or not as a third approach. Meanwhile, the bureaucracy is defined as the power or influence of the heads and staff of government bureaus. In a further sense the bureaucracy is a government employee, who carries out and organizes tasks determined by the constitution, runs development programs, public services, and government policy settings, which are usually called Civil Servants (Rozi: 10). In the case of Indonesia, it is better known as the Government Apparatus.

Government officials are people who are trusted and mandated by the state and the people to manage their government in order to improve the welfare of the people. Thus, its effectiveness must be measured based on the extent to which the government's ability to improve the welfare of its people, and its size, among others, is how high the level of service to the community both in health, education and others (Gaspersz: 203). Bureaucracy in the everyday sense is always interpreted as an official institution that performs the functions of service to the needs and interests of the community (Tjokrowinoto: 112). All forms of government efforts in issuing its policy products are only interpreted as a manifestation of the function of serving the people. Although this perception contains points of weakness, but until now the government represented by the bureaucracy institution is still recognized as the driving force of development. the organ of service for the wider community is certainly an idealistic meaning, and the ideal meaning of the service function that is played by the bureaucracy cannot explain the orientation of the bureaucracy.

A thick patron-client pattern makes the bureaucratic characteristics become a deadly impact on community initiatives, the quality of community services becomes inefficient, because of bureaucratic practices that are too hierarchical so that decisions are always in the top officials. This will result in creativity, initiative and the attitude of independence of the bureaucracy in providing services to be lacking, so that the service is assessed by the community to be slow and complicated. Other aspects of the service are high cost because the client is required to fulfill the requirements that are intentionally made to make it difficult for customers (Rozi: 127).

Bureaucracy in Indonesia still seems to maintain a social distance that is too far from its target groups, namely the public and service users, so that the people are almost in a situation that is powerless and has no choice (Tjokrowinoto: 33). With such conditions, the implementation of a public service organization oriented to humanity will be difficult. The basic culture of bureaucracy relies more on the ethos of feudalism.

The point is in this context the bureaucracy, especially concerning the government apparatus, is expected to get closer to the community by improving the process of quality of service, besides that it is also based on ethics. In this case ethics are moral values that bind a person or group of people in regulating attitude, the actions and speech behavior in carrying out their duties, authority and functions. A profession always requires an ethical basis that is a reference for acting on its members so that the image, honor and its existence are maintained. That way the realization of bureaucratic reform will be very easy to implement because basically it refers to the commitment by all elements of the apparatus that is in a bureaucratic institution to have a sense of desire to make a change starting from himself, the organizational structure and more urgent aspects are a process in carrying out services based on the principles set forth in Good Governance and the NPS paradigm (New public service) that the main goal of government administrators both from the private sector and the public is to provide services to professionals in order to create an effective and efficient performance, so as to provide a satisfaction for the community

## **X. CLOSING**

Bureaucratic reform is a significant change in the elements of the bureaucracy, including institutions, human resources apparatus, and management, accountability of apparatus, supervision, and public services. The important thing in bureaucratic reform is a change in mind-set and culture-set and the development of a work culture. Bureaucratic Reform is directed at efforts to prevent and accelerate the elimination of corruption, on an ongoing basis, in creating clean and good governance, a clean government, and free from corruption, collusion, nepotism. In the institutional context, bureaucratic reforms need to be prioritized in state institutions, such as the judiciary, the police, ministries, immigration, customs, taxes, land, to the local government. Most of the Indonesian people are directed towards the realization of efficiency, effectiveness and clean government. This reform is directed at changing society which is included in the bureaucratic community, in terms of changes towards progress.

Seeing the various problems that exist in institutions in Indonesia such as: slow service to government institutions, the spread of corruption cases in State institutions (taxpayer, customs, local government), so that's what I think is needed reforms in State Institutions in all Sectors, for example relating to matters by increasing transparency and strengthening accountability, then on the aspect of improving human resources of the apparatus, the reformation bureaucracy is directed at changing the mindset which includes mindset, attitude patterns, and patterns of action, as well as the development of work culture. They must be self-aware that they are no longer public leaders, but public officials. Therefore, the first thing that should be inculcated in their minds is to prioritize roles rather than their authority, making mechanisms, arrangements, systems, and procedures that are not complicated by using information technology, such as implementing e-government, e-procurement, information technology, or Single Identity Number (SIN). Simplifying the system and internal work procedures of the bureaucracy is done to enable the process of policy formulation, coordination, and decision making that can be done more quickly and concretely. Moreover, simplification of work systems and procedures can close the loopholes in corruption, collusion, nepotism practices, and simplify licensing to encourage the growth of the business world and sustainability for the environment, that is why the reform process is very important.

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