



JOURNAL OF NEW GOVERNMENT PARADIGM

Bureaucracy Reform

Bureaucracy Reform in The Empirical Perspectives and Patalogy

Diah Angaraeni

Perceived Availability of Inmates Social Services and Problems Encountered: The Case of Provincial Jail, Lanao Del Sur, Philippines

Milhaya Dianalan Langco, Aleyanda D. Bantuas, Melani B. Bunani, Johara Camad, Ana B. Talb

Bureaucracy Reform on Population Administration

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The Leadership Who Served In Reformation Bureaucracy (A Study of DKI Jakarta's Governor Leadership 2012-2014)

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Bureaucracy Reform in Indonesia Development Planning

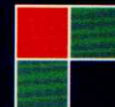
Yuswandi A. Tumenggung

Public Services Bureaucracy Reform in Rote Ndao Regency

Bambang Supriadi

Role of Community Reform in Bureaucracy in Indonesia

Rahyuni Rauf



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PREFACE

Welcome to the second edition of our International Journal on New Paradigm of Government. As its first edition, the journal kept on promoting good governance through any researches or academic writing publication. This time, the theme is Bureaucracy Reform that performs seven distinguished writings from mostly practitioners in the Ministry of Home Affairs. We start the journey of reformation by Diah Anggreani who wrote Bureaucracy Reform in the Empirical Perspective and Pathology. As a former General Secretary in the Ministry of Home Affairs she argued that pathology of bureaucracy has weakened the performance of bureaucracy. The Pathology is risen due to the widely big structure and unfocused authority, lack of coordination and ego of institutions in addition to bribery existed in society.

Our college from Mindanao State University also participated sharing their research on Perceived Availability of Inmates Social Services and Problems Encountered: The Case of Provincial Jail, Lanao Del Sur, Philippines. Professor Milhaya Dianalan and colleagues argue that a social service would empower the primary needs of any human beings including spiritual services. Discussing Bureaucracy Reform on Population Administration is the main talk of Irman who is currently served as General Director of Population and Civil Registration. He found that the effectiveness and efficiency in using population database has significant correlation with the improvement of public services. It is also energizing to read The Leadership Who Served in Reformation Bureaucracy in DKI Jakarta Governor Leadership who promotes the necessity of change of leadership to be more open and serving that will lead the bureaucracy efficiency and capacity. It is described by Ahmad Zubaidi who is currently a Head of Education and Training Agency in Ministry of Home Affairs.

In addition to the previous research, Yuswandi Tumenggung who is served as a General Secretary of Ministry of Home Affairs wrote on Bureaucracy Reform in Indonesia Development Planning. He found that reformation should be a systematically changed on institutions, apparatus, procedure and planning which is one another strongly correlated. Bambang Supriadi, a lecturer in Institute of Internal Affairs argues on Public Services Bureaucracy Reform in Toraja Regency, he found that as new local government in eastern isolated regency, the leadership shows a good point to produce more public services in the society. The last article present by Rahyuni Rauf a member of AIPI Pekanbaru, who wrote Role of Community Reform in Bureaucracy in Indonesia. The argument is that the reform demands of society should be involved in the process of governance and development, the role of the community can be implemented in the formulation process of planning, implementation, administration, supervision, direction, reporting and appraisal (evaluation) on governance and development.

Finally, the bureaucracy reformation could be the most often said terminology, many researches and debatable argument presented only to show the expectation of a better bureaucracy function as executor of regulations, the extended hand of government to serve the public. We are grateful for having us as one of your reading source. We will keep up continued to sphere the research and academic debate on government. Happy reading.

Chief Editor

ROLE OF COMMUNITY REFORM IN BUREAUCRACY IN INDONESIA

Rahyunir Rauf¹

ABSTRACT

The emergence of various problem is the civil service, particularly in the field of public service requires the government to reform the bureaucracy in hte line with the reform in Indonesia. Bureaucratic reform meant to restore the fungctions of the basic functions of government to the ministry. However, reform of the bureaucracy not only in public service, but also on the whole process of governance and development. In general, the governance process consists of several stages, namely; stages of planning, implementation, administration, monitoring, control, reporting, and assessment stages (evaluation).

The process of bureaucratic reform is certainly not just the responsibility of government representatives, but also the responsibility of all components. Based on the concept of good governance (good governance), the government organization conducted jointly between government, society, and the private sector. Good governance is a joint governance between government, public, and private elements of different function from each other in realizing good governance. Community involvement in governance is natural to be implemented at all stages of the process of governance and development.

In accordance with the reform demands of society should be involved in the process of governance and development, the role of the community can be implemented in the formulation process of planning, implementation, administration, supervision, direction, reporting and appraisal (evaluation) on governance and development. Therefore, the pubic should have a clear and active role in the process of bureaucracy reform in Indonesia, so that people actually become partners of governmet in the process of governance and development.

Keywords : Roles, Society, Bureaucracy Reform, Good Governance.

INTRODUCTION

Governance paradigm change occurred with the current pace of globalization and reforms that occurred in several countries in the world including

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one of which in the Republic of Indonesian. One manifestation of a paradigm change of government is to put the elements of society as a subject in the process of governance and development, because during the public simply positioned as an object of governance and development, both in the governance process and in the course of development.

Based on the duties and functions (duties) owned, government bureaucracy can be divided at least into three kinds, namely bureaucracy duties and functions of policy making and regulation, service delivery, and impose any regulatory compliance standards and regulations and norms². One of the reform agenda of the demands of society in Indonesia is bureaucratic reform in governance, both at the level of government bureaucracy (central), regional government bureaucracy and the village government bureaucracy, because the Law Number 32 Year 2004 on Regional Government knows only three tiers of government, namely; government (central) regional government, and village government.

In line with the dynamics of the environment, Indonesian government thus has the desire improved systems of governance in order to achieve good governance (good governance) is "reform bureaucracy" which is an effort to update / repair system governance in the institutional aspects (organization), of procedures (business process) and personnel resources³. By law minister Number 15 Year 2008 on Guidelines Bureaucracy Reform, in other words, is a strategic move to build the state apparatus in order to be more efficient and effective in the general governance and national development.

Bureaucratic reform process in the responsibility of all components, both elements of the government, civil society and the private sector, it is also consistent

² Agus Dwiyanto. 2008. Achieve Good Governance Through Public Service. Gadjah Mada University Press. Yogyakarta.p.388.

³ Kusumastuti. 2010.p.32

with the concept of good governance (good governance) namely; governance process is shared between the government, public, and private elements of different function from each other. Therefore, essentially bureaucratic reform should place elements of the government, society, and the private sector as a subject in the organization of the government bureaucracy with a third placing them as an inseparable part of the bureaucratic reform agenda in Indonesia.

Related to the role of government in the implementation of the reform of the bureaucracy, particularly the field of public service has a lot of expert who write and discuss, therefore the scope of this paper only to limit the role of the community in helping the implementation process of bureaucratic reform, especially reform of government bureaucracy in Indonesia.

In general, governance and development process consists of several stages, namely⁴:

- Planning Stages.;
- Stages of implementation;
- Stages of administration;
- Stages of supervision;
- Phase control;
- Reporting stages;
- Stages of assessment (evaluation)

The process of reform of government bureaucracy in Indonesia should be implemented at all stages of governance and development, so that the process of reform of government bureaucracy in Indonesia is not only on the phase of the government alone but also occurs in all other stages, starting from the early stages of planning to the stages final stages of the stages of assessment (evaluation) of governance and development.

⁴ Rauf. 2012.p.2

Indonesia as a democratic country would have put the community in the process of reform of the government bureaucracy and red tape, especially construction, namely⁵; When Abraham Lincoln delivered a speech which is very famous in Gettysburg in 1863, he briefly describes democracy as a government of the people, by the people and for the people (government of the people, by the people, and the for people). However, when examined more deeply the essence of democracy is a government “by the people”.

Related to this, then at all stages of the governance process, it is natural for the government involves elements of society, especially in the implementation of community institutions. Indeed, the role of society in governance will certainly not be the same as the role of government, because only government has the legitimacy of the public to organize the administration especially in the process of implementing the legislative function, so that people only act to assist the government in governance and development.

PLANNING STAGES

Planning is the first step in process of governance, so planning is fundamental in the whole process of governance. During the preparation of the planning bureaucracy more dominant role government element compared to the role of public and private elements, so this is more planning of Top Down Planning (from top to bottom), therefore the implementation emerged many discrepancies between what was made by the government with what the needs of the community, resulting in a massive development outcomes that are not used optimally, such as the construction of village or district markets that are not used by the community after construction is completed.

Planning is selecting and connecting facts, using assumptions about the future in making visualization and formulation of the proposed activity and is

⁵ Muhammad Ryass Rasyid. 2002. *Makna Pemerintahan*. p.39

neccessary to achieve the desired result⁶. There are some who claim that the planning (planning) is an organized approach to deal with problems-problems in the future and they gave a description that planning activities to develop the design of today's actions in the future. Planning bridges the gap between where we are now and the goal to be achieved. Planning can answer in advance about who, what, when, where, why and how actions can be implemented in the future.

In the implementation of development plans that we have adopted, based on the process, this plan is divided into (1) the planning from the bottom to the top (bottom-up planning): and (2) planning from the top down (top-down planning)⁷. Planning from the bottom up approach is regarded as it should be followed because it is considered more based on real needs. Planning failures typically occur not because of the plan itself⁸, but may stem from various causes, one of which the plan may be good, but implementation is not as it should be⁹. Thus, the failure occurred because much to do not planning to implementation. The cause may occur due to the implementing agency is not prepared or incompetent, but can also because people do not have the opportunity to participate that does not support it.

Therefore, in the preparation of government planning and development needs to provide a role for the public to propose what the needs of the local community. Communities included in the formulation of government planning, especially planning. Planning so that the government will be able to accommodate the needs and interest of the community.

Related to this, the role of community in the preparation of government planning and development can be realized in the form of :

⁶ George R Terry. 1991. Principles of Management. Translation J. Smith D.F. M Radar Offset Jaya. Jakarta.p. 46

⁷ Halim Darma. 2010.p.180

⁸ Ibid

⁹ Jeddawi in Halim Darma. 2010.p. 180

1. Inventory of all forms of community needs through local community agencies.
2. Develop the priority needs of the community.
3. Propose to the government about the needs of the local community.
4. Assist the government in formulating government planning.

IMPLEMENTATION PHASE

The second stage of the process of governance and development is the implementation phase. So far in the implementation of governance and development to be dominated by the government, while the elements of society just as the audience (the object of governance and development). The reforms that have been pushing for the establishment of bureaucratic reform in the governance and development, it is only logical if the government opened up opportunities for community elements to participate and assist the government in governance and development. In the management phase of a second after the planning function, the organization is an activity¹⁰:

- Associated with the formation of an organization.
- Associated with the term run organization so as to be able achieve the goals set.

In connection with the running of the organization needs to be done a variety of actions such as¹¹ :

- Setting targets or goals to be achieved.
- Establishing a method to achieve these goals.
- Gather the necessary tools.
- Manage/ develop such tools
- Moving existing overall
- When necessary, act to correct errors or mistakes.

¹⁰ Winardi. 1980. Organization and Organizing In Management. Alumni. Bandung.p.13

¹¹ Ibid.p.18

Therefore, in governance and community development elements can be included in accordance with the field and the ability of the local community, such as assisting in the management of the field of hygiene, burial soil management, water management, management administration, organization of voting, and other fields that it allows the public to participate.

Related to this, the role of the community in the implementation of governance and development, are ;

1. Characteristically assist government in the development and implementation of administration through community institutions.
2. Helping the government through non-governmental funds.
3. Assist the government in providing an explanation to the public related to the purpose and benefits of the constructions carried out by the government.
4. Helping the government through public gotongroyong.

STAGES OF ADMINISTRATION

The third stage of governance and development is the process of administration or recording, because the governance and development must be properly administered, it is to curb the governance and development as well as facilitate the reporting process. During this process, this administration is dominated by the government, while publik and private element has a greater role as an object or a spectator, it certainly makes the tasks of government become increasingly severe and even tend be excessive (over load), so that government services will also be tends to be slow and expensive.

Therefore, in the spirit of reform that is always driven by the community government granted an opportunity and a change to elements of society to participate in helping the administration (administration) administration and development. Through the social institutions of government will be able to involve the community in the process administration in governance and

development, such as through the recording of population, data collection voters in elections, census, economic census, and other forms that may involve public participation in governance administration and development.

Related to this, the role of the community in the administration process is as follows;

1. Assist the government in the administration of residence.
2. Assist the government in the collection of voters on election.
3. Assist the government in recording the data for the benefit of the population census.
4. Assist the government in recording the data for the benefit of the economic census.
5. Assist the government in the form of a security breach data collection, order and peace.

PHASE CONTROL

Supervision is one stages in the governance and development, due to governance and development need to be supervised so that governance and development can held efficiently and effectively, and can achieve the set objectives. Supervision is implemented to avoid the possibility of fraud or irregularities on the objectives to be achieved¹². Through supervision is expected to help implement the policies that have been set to achieve the planned objectives effectively and efficiently. Supervision is also able to detect the extent of policy leadership run and how far irregularities that occurred in the execution of the work. Internal Control System under article 1 point (1) Indonesian Government Regulation No. 60 Year 2008 on the Internal Control System of the government; processes are integral to the action and activities carried out continuously by the management and all employees to provide reasonable assurance on the achievement of organization objectives through effective and efficient, the

¹² Afendi and Ahmed.2011.p.56

reliability of financial reporting, safeguarding of state assets, and compliance with laws and regulations.

During this time if only the government's supervision with some regulatory agencies such as the government's internal inspectorate and external oversight of government agencies such as the BPK, while the elements of society only serves as an object or a spectator. Therefore, through the reform of the government bureaucracy, especially bureaucratic oversight, the government granted the opportunity and the chance to elements of society to participate in helping the government in terms of governance and development.

The role of the community in the process of organizing governance and development can be carried out in the form;

1. Assist the government in overseeing the government's assets and development.
2. Assist the government in inventory possible errors or mistakes that occur in the governance and development.
3. Provide a report to the government in case of deviations that occur and are known by the public in the process of governance and development.

PHASE DIRECTION

In governance is also in control stage, which is referred to as follow further government control of the activities of supervision, reform the bureaucracy associated with government control of bureaucratic reform has also become one of the reform agenda. During this control also dominated by the government, without any public participation in the process of government control.

Under article 1 point (2) the Indonesian Government Regulation No. 60 Year 2008 on the Government Internal Control System, that; Government Internal

Control System, hereinafter abbreviated as SPIP, is held intern control system as a whole in the central government and local government.

Related to the above, then it is time for the government to provide opportunities and opportunities for the community element in controlling the process of governance and development, through the utilization of social institutions as extension hand government, in this case social institutions can serve as a source of information from the government on when the control process of governance and development.

In the control process of governance and development, the role of communities or institutions Community done in the form of :

1. As extension hand government in control of the process of governance and development, so that community organizations can bridge the relationship between government and society.
2. As a conduit of information and data to the government in the process of governance and development control.
3. Institute community can serve as monitors in the control process of governance and development.
4. As the funnel (mouth) government to help provide an explanation to the public related to governance and development.

REPORTING PHASE

Sixth stages of the governance process and stages of development are reporting, because every administration and development activities should be made accountability report, in accordance with the general principles of state organization that has been set out in article 20, paragraph (1) of law Number 32 Year 2004 regarding Regional Government, namely; principles of accountability and transparency.

Accountability is measure that indicates whether the activity of the public bureaucracy. The services performed by the government is in conformity with the norms and values held by the people and if the public service is able to accommodate the needs of real people¹³. Thus accountability associated with the philosophy that the executive branch of government whose primary task is to serve the people should be responsible directly or indirectly to the people.

In Accountability stage or during this reporting to be dominated by the government, so that people in the general are not aware of reports of governance an development made by the government, so that the values of accountability and transparency are less visible. Therefore, it is natural to include the community in the government reporting bureaucratic governance, the role of the community can be in the form;

1. As a passive participant delivery during accountability reports of government (the executive) to the legislature.
2. As an element that can assist in explaining government reporting governance and development to the community.
3. Can be used as a corrective element of society as a report on the substance of governance and development, in an effort to make improvement in subsequent years.

ASSESSMENT PHASE (EVALUATION)

The final stage or stages to seven of the governance process and stages of development is the assessment (evaluation), evaluation does goal is to provide an assessment of governance and development, and also to perform corrective action (repair) against its implementation in times that would come.

Monitoring becomes important. Monitoring is basically an attempt to improve or condition. With monitoring, will be found one thing in particular

¹³ Wahyudi Kumorotomo. 2005. Accountability Of Term Overview Of Government Ethics and Leadership. Pearl Source Widya. Jakarta.p.3

situations or cases¹⁴. That is possible because monitoring data collection repeatedly, and the work requires inspection or investigation for the sake of documentation. Monitoring also requires information in the form of regular reports. Therefore this activity is a periodic job, not just at certain times. Although it is often done in an unlimited period of time, the activity can be stopped when the condition was good.

The phasing system governance means that at a certain period of time, some or all of the policies, programs and activities of government ends¹⁵. The results were achieved on a stage that's become the object of public assessment in addition to carrying out the purpose of government is at once a matter of evaluation units of government as well as feedback for the program of future activities. In addition, assessment and evaluation can also be used as a measure of success the use or utilization of all the resources of government.

Assessment or evaluation process for this to be dominated by the government, the government and the government assess that provide input or to repair errors that occur in the government tend to judge yourself. Therefore. Naturally the government provides opportunities and opportunities for the public to participate in the assessment or evaluation of governance and development.

Along with the continued passing of the spirit of reform the bureaucracy, especially the bureaucracy evaluation governance and development, the role of the community can be in the form;

1. As a monitoring element to the assessment of governance and building have, so that through the process of monitoring conducted by the public will be much encountered weaknesses and errors that may occur in the administration and development.

¹⁴ Statement Naning in Suhirman and Wagiyo. 2006. Formulating Concepts and Practice in Citizen Participation Public services. FPPM. Bandung.p.86

¹⁵ Sinyo Hary Sarundajang. The New Round of Local Government System, Said Hasta Library. Jakarta.p.86

2. As a partner of the government in conducting an evaluation of governance and development, this can be done through dialogue, seminars, workshop and so other .
3. As an element of the bridge between the government and other elements if possible disagreements between the government and the elements.
4. Other, so that the public can assist in the clarification of the assessment process and the development of governance.

Therefore. The reform of the bureaucracy in Indonesia should put the community as one of the actors involved in addition to the government. To involve citizens in the policy-making process can be done through various ways¹⁶. The first way is to create a kind of desk in the bureaucracy, so that the representation of citizen stakeholders can be direct interact with bureaucracy officials when they wanted to respond to a particular policy issue. Second, by encouraging residents and stakeholders to engage directly in public discourse regarding certain policy issues. Third, do a focused-discussion (FGD) and therefore. The form of the bureaucracy in Indonesia at this time the community should be included through an active participation of the bureaucracy in Indonesia at this time the community should be included trough an active participation of the community, so that people will directly assist the government can play a role in the process of bureaucracy reform, as one reform agenda in Indonesia.

CONCLUSION

1. Reform of the bureaucracy in Indonesia is the responsibility of all parts of Indonesia, both elementd of the government, society, and the private sector.
2. The role of community in the process of bureaucracy reform in Indonesia is given at all stages of governance and development, nemely; stages of planning,

¹⁶ Agus Dwiyanto. 2008. *Achieve Good Governance Through Public Service*. Gadjah Mada University Press. Yogyakarta.p .394-395.

implementation, administration, monitoring, control, reporting, and assessment stages (evaluation).

3. In order to involve the public in the policy-making process can be done through; creating a desk in the bureaucracy, encouraging residents and stakeholders directly involved in the public discourse, and through-Focused Group Discussion (FGD and surveys).

RECOMMENDATION

1. Suggested to the government to provide opportunities and a chance for the public to play a role in the process bus bureaucracy reform, the whole process of governance and development.
2. It is recommended to the people to be involved directly in the process of bureaucratic reform in Indonesia, so that the community can play a role in the success of reform help government bureaucracy.

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