



THE PREPARATION OF BUREAUCRACY REFORM ROADMAP IN REALIZING GOOD GOVERNANCE IN BANDUNG

¹Dewi Kurniasih, ²Yudi Rusfiana, ³Ali Syamsuddin, dan ⁴Nia Karniawati

^{1,3,4} Social and Politics Science Faculty, Indonesia Computer University. Dipatiukur Street No. 112-116 Bandung 40132. ²Institut Pemerintahan Dalam Negeri (IPDN) Street Jatinangor Sumedang KM 20 Sumedang West Java

Email: ¹dekur010575@yahoo.com, ²rusfianayoudhy@gmail.com, ³m.ali.syamsudin@mail.com, ⁴nkarniawati@yahoo.co.id

ABSTRACT

Bandung has made the bureaucracy reform as an agenda of the structuring of the government system. Bureaucratic reform team has also been established since 2007 and has produced a roadmap which is a detailed progressive work plan depicting the implementation of bureaucratic reform in Bandung based on Permenpan No. 20 of 2010. The substance of the Road Map for the bureaucracy reform in Bandung includes 9 areas of change. All activities are directed towards achieving good governance in Bandung.

Keywords: *Good Governance, Roadmap, Bureaucracy Reform*

1. INTRODUCTION

Bureaucracy is important in the implementation of governmental functions. Governmental functions may include public services, regulation, supervision and distribution. Bureaucracy also plays a role in the development process. However, in reality, the bureaucracy in Indonesia has not played a major role in the governance. Bureaucracy as a formal organization has not been able to run as expected. Therefore, as the time changes, the bureaucracy reform is necessary as an attempt to overcome the internal problems of government bureaucracy.

There are several issues that must be overcome, including tasks that overlap, the chaos function in various levels of the organization, ethos and culture issues, the lack of public service standards, the use of budgets that are not results-oriented and performance standards, weak monitoring and evaluation.

The existing reform process resulted in the public demands of bureaucracy strengthened. Bureaucracy is required to be a public servant. The task of the bureaucracy is to serve the public, not the other way society serving bureaucrats. Society demands on the implementation of good management and transparency. As a consequence, the

government should improve the performance of the public service functions to be more effective, efficient and transparent in order to achieve good governance. Strategies undertaken to overcome some of the bureaucratic problems are through bureaucratic reform.

The government has difficulty in implementing reforms, so that the policies that are being implemented have not produced results for the improvement of bureaucratic functions. One reason is because the policy makers in the government rely too much on the structural style of the Weberian approach in reforming the bureaucracy. The decision makers tend to see the bureaucracy as an organization that has to perform its function without considering the environment in which the bureaucracy works, namely the public. In fact, according to Kiggundu (2002:93), "... the application of the Weberian principles is in conflict with the prevailing norms of behavior both within, the targeted organization and wider society, bureaucracy will not lead to the expected benefit." The existence of a complex society with their evolving socio-cultural systems needs to take into consideration in the process of reforming the bureaucracy.

The government of Bandung City (further in this research it will be addressed as 'the





government') has not yet to have a change management system that is well planned. These conditions can be seen from the results of the performance evaluation carried out by The Government itself. Identification of the Laws and Regulations of The government which is overlap and disharmony needs deregulation to be more orderly and conducive and harmonious. Overlapping tasks and functions between units, indecisiveness of the division of authority between units lead to overlapping programs and activities undertaken by the working unit and cause wastage and inefficient organization. The ineffectiveness of the implementation of Standard Operating Procedures (SOP), the availability of Minimum Standards of Public Service, the Management of Service Delivery and Complaints and lack of understanding of e-government implementation.

In terms of quantity, the problem that arises now is the old pyramid quantity of employees. Therefore, the succession of Human Resources (HR) should be accelerated, in addition, the workload need to be managed very well in order to avoid chaos. In general, the national policy of employee moratorium is very dangerous because it will cause employee or position vacancy that must be addressed carefully. Lack of human resources to carry out supervision and unsupported, unconventional, manual integrated surveillance systems add bureaucratic problems in Bandung.

The government has implemented performance planning, performance measurement, performance reporting and performance evaluation. However, its implementation has not been integrated into a system. Relating to public services, each Unit (SKPD) has not yet had the appropriate Public Service Standards. All the indicators of SPM on RPJMD Bandung have not been accommodated. SPM achievement plan has not been stated in Medium Term Development Plan (RPJMD) as a whole. There is no inventory on all types of licensing and non-licensing in the scope of the government authority.

There is no classification of the several types of licensing and non-licensing into some form of group permissions so it will be easier to identify whether the types of licenses are still within the

scope of authority of the Mayor or has been delegated to the Head of Integrated Licensing Service Agency (BPPT) and several related local government offices. In addition not all SKPDs caregivers perform customer satisfaction surveys / Public Satisfaction Index – IKM - as an evaluation of the quality of public services.

A number of the above issues would require thinking in terms of completion. Therefore, the specific objective of this research is to create a road map for the bureaucracy reform in Bandung. Bureaucratic reform roadmap will be a tool for the Government in achieving good governance. Some descriptions that has been elaborated show how important this research is.

Roadmap bureaucratic reform is a form of operation of the Grand Design Reforms organized and conducted every 5 (five) years. The findings targeted in this study are rules that contain a detailed plan of bureaucratic reform in Bandung from one stage to the next stage for five years with clear goals per year. In addition to the implementation of the plan, the roadmap will also explain other important information that includes: the person in charge, the implementers, the required support, the necessary budget and targets or indicators of achievement.

2. LITERATURE REVIEW

According to Max Weber (in Frinches, 2008:32) The concept of bureaucracy is "a Clearly defined hierarchy where office holders have very specific functions and apply universalistic rules in a spirit of formalistic impersonality".

According to Yusuf (2008:113), bureaucratic reform is conducted in an attempt to improve the performance of the organization in accordance with current and future challenges, and in accordance with the strategic expectations that has been tried to achieve.

According to Mustafa (2013: 143) bureaucracy reform is a fundamental restructuring effort that expected to have an impact on changes in the system and structure.

While the factors which led to the reform of the government bureaucracy by Thoha (2011: 106-107) are:





1. *adanya kebutuhan melakukan perubahan dan pembaharuan*
2. *memahami perubahan yang terjadi dilingkungan strategis nasional*
3. *memahami perubahan yang terjadi dilingkungan strategis global*
4. *memahami perubahan yang terjadi dalam paradigma manajemen pemerintahan.*

Bureaucratic reform has committed in an attempt to realize good governance. Good Governance in terms of development theory according Tjokrowinoto (2011: 3) are "... a political and bureaucratic framework which provides an enabling macro-economic environment for investment and growth, which pursues distributional and equity related policies; which makes entrepreneurial interventions when and where required and which practices honest and efficient management principles. A committed and imaginative political leadership accompanies by an efficient and accountable bureaucracy does seem to be the key to the establishment of good governance in a country."

Pramusinto (2009: 87) stated that to achieve the ideals of good governance (good governance) as demanded by the public society, we need a system that allows the effective and efficient governance mechanisms to be realized and to maintain a constructive synergy between government, the private sector and the public.

3. METHODS

The method used in this research is a descriptive method with qualitative approach. A qualitative approach is used because the researchers are the planner, the interpreter of data / information, and in the end also become reporter research. Thus the researchers become a major player in the whole process of this research. The focus of this research is to see how the process of bureaucratic reform in Bandung in fostering good governance. This is in line with the opinion of Merriam (2009: 22) who stated that a central characteristic of qualitative research is that individuals construct reality in interaction with their social worlds. In addition, the selection of descriptive method is expected to direct the researchers to do the writing and observations more significantly as

pointed by Denzim and Lincoln (2005:3) that qualitative research can be defined as a situated activity that locates the observer in the world.

The main research instrument in this study is the researchers themselves. This study emphasizes data retrieval through the information conveyed by the informant. The information provided by the informant obtained through a series of dialogues, either structured or not, according to the research instruments that have been made by the researchers.

Determination of informants by using a variety of considerations based on concepts or theoretical that are being used becomes important due to the nature of this study. Through informants researchers obtain qualitative information with meaningful description, which is more meaningful than just a declaration, amount, or frequency in the form of numbers.

The technique in determining informants used in this research is purposive (taking informants based on objectives). In this case the researchers determine the members of the informant based on the researcher's own judgment in accordance with the intent and purpose of research. Thus the process is not through the electoral process, as was done in random technique but the sample set deliberately by researchers.

Data collection techniques used in this study are:

- 1) Library Studies. Researchers have attempted to collect data with the literature, such as the writing materials, books, documents or networking of relevant research data. Literature review was conducted to collect secondary data from the first step of the study.
- 2) Field Study. In this case the researchers observe and conduct research directly to find out how the preparation of the road map for reform of the bureaucracy in an attempts to achieve good governance in Bandung which is the object of this study. This field study consists of:
 - (1) Observation. Researchers conducted observations by observing directly the existing problems by using the researches' senses of sight. The observation used is non-participant observation (non partisipant observation).





- (2) In-depth interview. Interviews in this study has the purpose of collecting oral testimonies, by asking the informant to know what is contained in the minds and hearts of informants and be able to obtain information about the things that are observed. Interviews were conducted with profound way to the informant by using tools such as interview guides.
- (3) Documentation. Researchers find data about things or concepts in the form of a note books, magazines and so on related to the preparation of the road map for reform of the bureaucracy in the attempt to good governance in Bandung.

Analysis of the data used in this study is a qualitative descriptive analysis. The Data were collected before they were interpreted. This means that the data is processed first through a systematic procedure, through the general stages of qualitative data processing procedures, as follows: data reduction, part of the process of analyzing to confirm, shorten, make focus, and eliminate unimportant things and organize data so that they can be concluded. Presentation of data, the arrangement that allows the inference of the information, to make it easier to understand what is happening. Conclusion is verified by reconsidering the field record to gain a quick understanding. Thus the conclusion in qualitative research may be able to answer the formulation. However, it may not so because the formulation of the problem in qualitative research is still tentative and will evolve in the field.

The validity of the data in this study uses triangulation. The purpose of triangulation is to check the correctness of the data of society adaptation in the preparation of the road map bureaucratic reform in the attempt to good governance in Bandung by comparing it with data obtained from other sources in the various phases of research in the field, at different times, and often with the use of different method. Intact form generated from this study is the description of the preparation of the road map for reform of the bureaucracy in the attempt to good governance in Bandung. Classification is used in order to simplify very complex social realities that can be analyzed.

1. RESULT

The government of Bandung City has been doing good improvement activities that can be used as bureaucratic reform programs and activities. The government is supervising the implementation of the bureaucracy reform in government institutions, and then comparing the results achieved with the expected results in the Roadmap bureaucratic reform in Bandung in order to establish good governance. Bureaucratic reform roadmap covers nine areas of changes implemented by the government, namely:

1) Change Management

The strategy of change management made by The Government is executed by individual agents of change, which will be identified and appointed based on the criteria that have been prepared. The determination of agents of change by The Government is conducted by the Decree of The Government. In 2013, almost all of the activities in terms of the preparation of change management in Bandung have been made including socialization of bureaucratic reform implementation plan, construction of the change commitment from all levels of management and employees to gain support for the implementation of bureaucratic reform and development work culture. However, managing changes is not a simple one. Most organizations and individuals in the organization are resistant to changes, due to various factors.

2) Arrangement of Laws and Regulations.

The Government has made arrangements of Legislative regulations whose aim is to encourage the establishment of Good Governance and Clean Government, through the efforts of:

- a. Improving the quality of productive, applicable, effective, efficient, accountable and transparent local law product;
- b. Improving understanding, awareness and community compliance and officers against local laws and human rights;
- c. Improving coordination and cooperation in handling problems of legislation;





d. Improving the quality of case handling (Civil and Administrative);

e. Improving the quality of human resources in the field of legislation.

Some stages of the work undertaken by The government in the arrangement of the legislation is to design legislation to local regulations, to evaluate local regulations, Publication and Documentation Legislation, as well as to disseminate laws and regulations.

3) Arrangement of the Organization

There are some problems that occur in The Government, namely the overlapping of main tasks and functions, the miss match between personals and their capabilities, the unbalanced burden of the task, and the increasing burden of the task as well as span of control. Formulation of management plans and reinforcement of the organization is going to be made not only after analyzing the internal and external environment of the organization structure of regional / local work unit but also after restructuring regional / local work unit (organization design based on: performance, business process of execution local governance, effectiveness and efficiency) .

4) Arrangement of Management

In the implementation of bureaucratic reforms, The Government has been doing the reformation and fundamental changes in the field of management by constructing Standard Operating Procedure (SOP). The plan of Structuring management is achieved through the development of SOP in implementation on tasks and functions and the development of e-Government that are to be implemented, namely evaluation of the business of the government process, development of SOP in the Implementation of Duties and functions of each organization of regional / local work unit, the development of e -Government and the setting of standard infrastructures.

5) Arrangement of HR Apparatus

Achievements of the bureaucratic reform in the field of human resources of The Government include three following elements: first, The Personnel Database, second, The Personnel movements and third, The Personnel Discipline. The condition of human resource apparatus in the Government, based on

database, movements, welfare and training of employees:

- a) Employee data contained in the database SIMPEG is not accurate. This affects the quality of staffing data presentation.
- b) There is not any operator specifically in charge in the SIMPEG data processing. This causes the processing and updating SIMPEG database is not completed on time.
- c) Limited access of SIMPEG only for BKD Bandung, while the accuracy of employee data requires SKPDs participation in monitoring the condition of civil servants in the relevant SKPD.
- d) The function SIMPEG in personnel administration is not optimal, both technically and functionally as leadership tools in decision making.

Based on the Joint Regulation of the State Minister for the Empowerment of State Apparatus and Bureaucratic Reform, Minister for Home Affairs and the Minister of Finance No. 02 / SPB / M.PAN-RB / 8/2011 Number 800-632 Year 2011 and No. 141 / PMK.01 / 2011 on Temporary Postponement of the acceptance for Civil Servants Candidate (CPNS), the Central Government implemented a moratorium on CPNS procurement policy, when in fact the average number of civil servants in the Government of Bandung City who reach the limit of retirement age in the last five years totaled about 737 people each year. This leads to a lack of officers on the formation of certain functional. When connected with Government of Bandung City institutions (Regional Organization Structure), the availability of human resources in terms of quantity and competencies are no longer able to meet the existing formations, especially in institutional regional (sub-districts and villages).

6) Strengthening Supervision

Following up on the weakness in the internal control system, Bandung City Government has also attempted to reform and develop the internal control system. Such efforts have begun in 2013 with the establishment of policy implementation 'SPIP' in Bandung City Government, followed by the formation of the Task Force SPIP, socialization SPIP for echelon I and II, as well as workshops and training for Task Force SPIP. On the other hand, based on



the results of the audit the Financial Supervisory Agency of the Republic of Indonesia (BPK) to the Financial Statements Bandung City Government fiscal year 2012, the Financial Statements of the Government of Bandung get the result Fair With Exception (WDP)

7) Strengthening Accountability performance

The application of Performance Accountability System Bandung City Government as a whole until 2012 obtains a category C (48.89). These result has increased from the previous year (category C 33.47). This evaluation is conducted periodically by the Ministry of PAN and RB. While the evaluation of Performance Accountability System (SAKIP) unit echelon II / independent unit within the Bandung City Government Bandung is implemented by the City Government Inspectorate. Based on the results of the evaluation of the application of SAKIP, there are still some fundamental flaws include:

- a) From the aspect of performance planning, Annual Performance Plan (RKT) is arranged after the budget is approved, thus reducing nature of the meaning of RKT as a reference in drafting the budget. On the other hand, Determination of Performance (PK) has not been prepared based on documents Restra and RKT, but based on DIPA. While the achievement of performance targets in the PK document has not been monitored regularly and has not been used as a tool to control and improve performance.
- b) The System of performance data collection has not been adequately constructed, but still ad hoc at the time of preparation of the SAKIP formed. Formulation quality performance indicators used in performance measurement has not been completely in accordance with the criteria of a good performance indicator.
- c) The lack of information on the performance and the level of achievement of Key Performance Indicators is presented in the report, making it difficult for SAKIP to be used to improve the implementation of programs / activities and further performance improvement.
- d) The evaluation result of SAKIP implementation is not used to improve performance planning, performance

management application, or measure the success of the work unit.

- e) The formulation of outcome performance indicators is inadequate so that the gains presented in LAKIP do not describe the actual performance.

8) The Improvement of Public Service

The City government as the main role of service provider needs to accelerate improvement of the quality of services effectively and efficiently. Some efforts should be made by the Government in relation to improving the quality of public services, namely:

- a. The socialization of preparation and Determination of Public Service Standards in each regional work units in the Government.
- b. socialization of implementation of service evaluation should be done by all sectors in the City, the preparation and determination of the Public Service Standards, performing inventory of all types of licensing and non-licensing within the authority of the Government, classifying several types of licensing and non-licensing into some form of group permissions so it can be identified whether certain types of licenses are still within the scope of authority of the Mayor or has been delegated to the Head of Integrated Licensing Service Agency (BPPT) and several related local government offices.
- c. socialization of the preparation and adoption of Standard Operating Procedures on several regional work units in terms of problems of Licensing and Non Licensing, the preparation and determination of the Standard Operating Procedure for complaint on each SKPD service providers, the implementation of Measuring Public Satisfaction Index.

9) Monitoring and Evaluation

Monitoring and evaluation of the implementation of all programs and activities related to the Reforms have been carried out since the Government committed to implement the bureaucratic reform completely. In 2014 a special task force was set up to monitor and



evaluate the implementation of bureaucratic reform. From the results of the evaluation of the implementation of this Bureaucratic Reform, data and information about the achievement of the entire working group of the Government Reforms can be obtained Through Bandung City Government website: <http://www.bandung.go.id>, which has existed since 2013, the information provided to the public is the progress of Government bureaucracy reform and what is produced, what should be known to stakeholders. Information through this website can also be intended as a vehicle to promote Bandung City Government RB.

10) Quick Wins

Quick Wins is an initiative that is easily and quickly reached to initiate a large and difficult program, designed to gain positive momentum in Bandung City Government in implementing sustainable consistent bureaucratic reform. The Implementation of the Quick Wins is expected to be positive initial momentum and also to give confidence for the Government to implement bureaucracy reforms consistently and continuously. Resulting from the implementation of Quick Wins is improving the system and working mechanism or main products in accordance with the role, duties and characteristics of the Government. Formulation of the government's Quick Wins has been through the stages that must be done as follows: Stakeholder Identification Key; Identification of the Main Output, the output resulting from the implementation of the core business of the Government; Identification of Expectations of the major Stakeholders; Evaluation of Current Performance Achievement; Performance Improvement, and identification of the resources required for the implementation of Quick Wins candidates who have been identified. Furthermore, after passing through the stages, the government set Quick Wins that is expected to increase the credibility, reputation and trust in the eyes of stakeholders.

2. CONCLUSION

The Implementation of the Bureaucracy Reforms in Bandung until 2014 had been referring to the road map of bureaucracy reform under the Minister for the Empowerment of State Apparatus and Bureaucratic Reform No. 20 of 2010, which covers nine areas of change.

It is also carried out in accordance with the mandate RPJMD Bandung Year 2009-2013, so some achievements have been and are being run in the process. Bureaucracy reform is expected to be coordinated and integrated in the corridor toward the policies, goals and objectives that have been set. Therefore, it requires a visionary, comprehensive, tactical, and measurable bureaucratic reform roadmap.

Based on the conclusions above, we formulate the following suggestions:

1. Create a similar perspective on the direction of policy, objectives and targets of bureaucratic reform activities for the whole range of apparatus ranging from manager to executive level.
2. Increase the commitment of the leadership of the Government in doing bureaucratic reform agenda.
3. Eliminate overlapping and disharmony regulations issued by the Government in terms of bureaucratic reform.
4. Increase the skill capacity of government officials in carrying out the duties through workshops and training.
5. Increase the use of information technology in the process of government administration.
6. Increase the effectiveness of transparency and accountability of resource management and financial management of the state apparatus.
7. Improve the quality of public services faster, cheaper, safer, and easier to reach.

REFERENCES

1. Dwiyanto, Agus. (2005). *Mewujudkan Good Governance Melalui Pelayanan Publik*. Yogyakarta: Gadjah Mada University Press.
2. Effendi, Sofian. (2012). *Reformasi Tata Pemerintahan: Menyiapkan Aparatur Negara untuk Mendukung Demokratisasi Politik dan Ekonomi Terbuka*. Yogyakarta: Gadjah Mada University Press.
3. Mustafa, Delly. (2013). *Birokrasi Pemerintahan*. Bandung: Alfabeta.
4. Pramusinto, Agus dan Erwan Agus Purwanto. (2009). *Reformasi Birokrasi, Kepemimpinan dan Pelayanan publik: Kajian tentang Pelaksanaan Otonomi*





- Daerah di Indonesia*. Yogyakarta: Gava Media.
5. Prasajo, T & Kurniawan, T. (2008). Reformasi Birokrasi dan *Good Governance*: Kasus *Best Practice* dari Sejumlah Daerah di Indonesia. *Jurnal Ilmu Sosial & Politik*.
 6. Siswadi, Edi. (2012). *Birokrasi Masa Depan: Menuju Tata Kelola Pemerintahan yang Efektif dan Prima*. Bandung: Mutiara Press.
 7. Thoha, Miftah. (1987). *Perspektif Perilaku Birokrasi*. Cetakan II. Jakarta: CV. Rajawali.
 8. Thoha, Miftah. (2011). *Birokrasi Pemerintah Indonesia di Era Reformasi*. Jakarta: Kencana.
 9. Tjokrowinoto, Moeljarto dkk. (2011). *Birokrasi dalam Polemik*. Yogyakarta: Pustaka Pelajar.

