BUREAUCRACY REFORM AND GOOD GOVERNANCE IMPLEMENTATION CHALLENGE IN INDONESIA

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Abstract

This research aims to describe and analyze the problems give the solutions for the implementation of the bureaucracy reform of good governance in Indonesia. This research uses the method of basic research with the type of research literature that examines various theories such as books, journals, newspapers and rules related to bureaucratic reform in achieving good governance. The results showed that there are some problems faced by the government in the implementation of good governance through bureaucratic reform policy. Some of the problems the inability of the bureaucracy in adapting to the dynamics of the community; high political intervention against the bureaucracy; public doubt on the effectiveness of policies, which are planned and implemented by the bureaucracy. The authors provide solutions that is the reform of the organization (structural); capacitation reform; and reform of instrumentation.

Keywords: Bureaucracy Reform, Good Governance, Instrumentation Reform, Capacitation Reform, Organization Reform

INTRODUCTION

Bureaucracy reform is basic arrangement effort that has impact in system and structure change. The system deals with the relationship between the element and elements that influence each other and are associated with form a totality. Change in one element can affect other elements in the system itself. Structures associated with the order are arranged regularly and systematically. While changes in the structure includes mechanisms and procedures, human resources, facilities and infrastructure, the organization and its environment in terms of achieving the efficiency of government bureaucracy goal. These changes include all aspects that allow bureaucracy has sufficient capacity to carry out the basic duties and functions. Bureaucratic failure in serving this community for the poor, emphasizing good governance at central and local government levels.

Problem of bureaucratic reform in Indonesia at least driven by a number of vital notes, *first* increased expenditure due to increased personnel recruitment without clear control, in addition to the growing structure of government bureaucracy. Increased spending apparatus can be seen from the results of the FITRA evaluation (2011), where 124 local governments tend to show symptoms of bankruptcy. Lumajang regency be a real example where shopping apparatus swell up to 83% of the total budget (APBD).

It may mean more less 2% of employees the possibility to enjoy expenditure apparatus, the balance of 17% is contested by 98% of the public in capital expenditure allocation / development. Increased employee recruitment results without clear competencies and habits develop organizational structure makes the central and local government budget deficits like "*Gali lubang, tutup Lubang*" (*Gali lubang, tutup lubang* is Indonesian is a term to explain someone or group who borrows money to cover his debts). *Second,* the swelling cost of democracy (local elections) resulted in cash burden of local government in particular has increased significantly. Ironically, the event was clearly spawned a reliable government leadership. The magnitude of the election budget, as well as the impact of the government bureaucracy resulted in covering the budget deficit dither. Moreover, bureaucracy facing a serious dilemma loyalty due to the splitting of the concentration at every election party. *Third*, high passion fattening bureaucratic organization of government without a clear planning and analysis trigger financing and recruitment of employees in the amount of no less. As a result, the bureaucracy in areas experiencing overload, or even shortages, particularly in areas outside Java island. On the other hand, the low-income area creates a dependency on the central government, while the local government spending away from efficiency, even uncontrollable due to the high burden of organization. *Forth*, widespread corrupt behavior encourages bureaucracy lose confidence as a public servant. *Fifth*, lack of supervision resulted in the government tends to act consumptive, wasteful, arbitrary and not transparent. Overall negative note is supported also by the bad behavior of bureaucracy in public services such as slow and reactive attitude, arrogant, nepotism, convoluted, wasteful, work instinctively, are reluctant to change, and lack of community-driven.

The problem is how bureaucratic reform should be done? Whether the challenges faced? How the design of bureaucratic reform should be carried out in minimizing the spread of the problems encountered? This brief article will describe the meaning of bureaucracy and good governance, good governance characteristics, problems and challenges faced in efforts to reform the bureaucracy, as well as strategic efforts to reform the bureaucracy and implementation of good governance. The changes are expected to not only be incremental alone, but the fundamental. It was recognized that efforts to reform the bureaucracy is part of the grand design of the creation of good governance. The concept is expected to bridge a condition of bad governance towards the establishment of good governance. Of course, the government bureaucracy as an instrument implementing the main focus should be repaired through bureaucratic reform policy. The scope of this paper will also touch bureaucratic reform both central and local government, even if it means more displays portraits bureaucratic problems at the level of local government. However, we all understand that the bureaucratic reform at the level of local government is part of a national policy of bureaucratic reform.
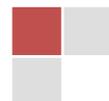
THEORY

1. Bureaucracy and Good Governance

The concept of bureaucracy itself commonly refers to the idea of Max Weber (1864-1920). Nevertheless, Albrow (1970) developed the concept of bureaucracy many different points of view. Etymologically, the bureaucracy is derived from the word bureaucracy (UK), or burocratie (Germany), burocrazia (Italy) and bureaucatie (France), which means a *desk* or *office*. The French philosopher, Baron de Grimm on Vincent de Gournay records in Kuper (2000: 74-75), raised the term again. Cracy (*kratos*) itself shows the sense of power or rule. In other equivalents are often associated with the term governance (process), because the government that has the power to make rules, or even the process and the source of all the rules in the relationship between the governing and the governed. This statement at least in line with the thoughts Gornay and Laski (1930), which then defines the bureaucracy as a system of government in which control rests with the officials to some extent may delay or reduce the independence of ordinary citizens. Two other examples of assimilation results are congruent with the words such as the concept of democracy and oligarchy. If the source of power comes from the people, commonly called democracy. Similarly, if a group of smart people (professional) controls the power source known as the oligarchy. In fact, through provocative sentence Michaels (1962) states that anyone who talked about the organization, must discuss the oligarchy. At the pragmatic level, Labolo (2013:164) said that more detailed affairs services must relate to what we commonly call the bureaucracy.

Meaning bureau (read: bureau) is identical with the reality in the bureaucracy, in which the structure in the form of more complete work on the table. Officials head used to sit behind a desk. All issues are relatively settled on the table. Logically, if the business completed under the table may conflict with the etymological meaning. This is understandable because historically the beginning of the emergence of the traditional bureaucracy in France (18th centuriy) featuring the face wasteful, exploitative, repressive, opportunist, collusive, corrupt and nepotism. Functionally, the reality of the service became more efficient and effective if without going through bureaucratic table sometimes convoluted and draining. Factually, we are finding agency in terms of organizational structure. In Indonesia, at the provincial and central levels of the organization for example, there is a bureau office headed by a bureau chief echelon two. For example, the law firm, bureau organizations, government agencies, public agencies, and so on. Bureau supervises a number of sections and subsections on the lowest level. Even to distinguish technically, an official has a table with the size of the firm or semi-firm.

The second definition, according to Moekijat (1997:3) office is any place that is usually used to carry out administrative work, by whatever name it may be given. We often call the office in almost all organizations are visually visible through the magnificent building, complete with systems and equipment. In the Indonesian context, the structure of local government organizations such use of the term of office to
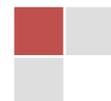
distinguish these units with offices (*dinas*) and agencies (*badan*). At the provincial level, becomes an instrument of central government offices in the area, such as regional offices (offices) and departments (*kandep*). In the centralized government, central government instruments can reach up to the lowest level of government (*dekonsentratif*). In contrast, democratic governance nuanced usually put a control on the level of certain government to gradually further monitoring (decentralized).

In the perspective of Weber, bureaucracy is a rational organization with all the characteristics inherent therein. Characteristics referred to, among others, the existence of a position, duties, authority, hierarchy, system, formality, discipline, professional, skills and seniority. These characteristics form the bureaucracy as a means to achieve collective goals. Bureaucracy, in the concrete meaning is an organization that has a pyramidal-shaped chain of command, where more people are at lower levels than the upper level, both in military and civilian agencies. Getting to the top of increasingly scarce authority because he cemented his leadership with wider authority. Instead, more and more employees down, but he continued to show a more limited authority. The power eventually completely distributed in the form of specialization and smaller structures. Thus, power flows according to the laws of nature. Power flowing into the divided structure in detail and hierarchical. Bureaucracy in the end is seen as a reflection of the institutionalization of power flowing from the top to bottom. From this aspect of bureaucracy is practically an instrument / tool of power to achieve a common goal leader and carried by a leader referred. On a more tangible example, a president chosen by the people has broad powers. The power flows in a hierarchical manner through the Minister, the Governor, the Regent / Mayor, Urban Village head to Village head. At the level of the governor, power divided by the number of received authority, and instituted the formal structures such as government agencies, part of government and so on. Similarly, the flow of power at the level of district / mayor to village government. Power in this context formalized detailed and clearly accountable. This is called the authority (authority). In that regard, the bureaucracy is present and refers to how governments are implementing regulations and make socially legitimate. Validity is expected to reflect a good government with a variety of characteristics contained therein.

As illustrated by Mark Robinson (2000: 417), the phenomenon of government today has expanded not only in the world of government alone, but also on non-governmental space such as a company. Efforts in the framework of the implementation of power through a series of mechanisms to ensure accountability, legitimacy and transparency in various sectors outside of government symptoms intensified government. At least this is seen in the formation of a series of rules or structures of authority in the community that can play a role or resource management functions included in maintaining social order. Widespread efforts to organize toward better governance encourages international donors to develop the concept of good governance. The development of this concept is driven by the increasing symptoms of administrative barriers and politics in the third world development. Symptoms include

increased corruption, collusion, nepotism, individualism and the loss of political legitimacy, especially in countries that are less capable and without adequate democratic system. Opposite of the ideal concept to be developed, bad government the reason for international institutions to develop a pattern that is more unlikely due to the global economic and political management.

In the perspective of developed countries, the two main reasons that encourage the birth of the idea of the creation of good governance is *first*, the failure of the government to perform its functions are characterized by no operation of law and rules giving rise to distrust the government about how the government should interact with the community. This is of course related to the government's responsibility to the society, as well as the obligations and rights of interlocking between those who govern and the governed. *Second*, pressure of neo-liberal group that supports the reduction of the role of the state and balance of power to the provision of services by the purchaser and regulator. In other words, trimming the role of the government as far as possible by way of submission of interests between sellers and buyers on the market mechanism.

Although efforts to create a better government done for example through the decentralization of power, government reform, bureaucratic reorientation and expansion of public participation to restore accountability, legitimacy and transparency, but by no means devoid of the impact of governance. In developing countries, thus further strengthen the growth policy of liberal democracy, which in turn encourages the return of government (executive) increases more repressive control. However, we still believe that creating a strong government is necessary for political stability can guarantee the success of the development.

2. Good Governance Characteristics

Rohyati in her research about Capacity Building in Local Government (2013) said that Good governance is a terminology that is used to replace the term government, which describes the change of the rule of government than just a services provider to be an enabler or facilitator of public services, and from state ownership into ownership of the people. According to UNDP (1997), good government at least have the characteristics of ***accountability, transparency, participation, rule of law, responsiveness, consensus, fair, efficiency and effectiveness***, and has a strategic vision. Components involve not just the domain of government as executor, but also includes private groups as stakeholders and society as civil society. These three components are duly runs in parallel, mutually supportive and mutually interact. Such interactions should be guided by certain characteristics that enable good governance running. In this context, good governance is more focused on the aspects of the process through a functional approach in order to achieve the desired goal. Further details will develop the meaning of a number of characteristics inherent in the concept of good governance.

Accountability, refer to the responsibilities of each actor in governing interactions. Laying the sole responsibility of the public sector is not the best idea to

create good governance. Responsibility is an important value that should apply to all elements in the governance process. As a government, the responsibility is required because of all types of contracts from the lowest level up to the central government. Responsibility is a value that is able to bridge the relationship between government and the community to ensure the sustainability of government. The responsibility of governments at all stakeholders as beneficiaries at least trigger the growth of trust as capital for the continuity of government. Responsibility on the elements necessary so that the public will be aware of any output of services provided is the maximum effort that can be in government products. In the end, the responsibility of society not only use effectively as possible what is given by the government, also maintains all the products of services provided, including the responsibility for the failure of a government elected by their own. Similarly, to the other elements, the holders of capital (private) should hold the principle of responsibility in the interaction with the community and government. Any action that is practical as well as the related burden on society and government should be accountable strict and consistent manner. Lapindo mudflow case in Indonesia (2005) reflects the responsibility of all the elements, not only the government, private and public. It is hard to imagine if the private sector to run from the responsibility because all three elements had to have limits on their own responsibility.

Transparency, a characteristic that enables the establishment of public trust in what the government articulated in terms of the interests and needs of the community. Lack of government transparency with regard to the planning and implementation of the policy indicates the weakness of good faith in realizing the goals and expectations of society. One of the focus today is how effective the government is able to fight for the interests of the community through the available budget. Transparent planning to convince the public about the extent of their interests honestly afford documented by the government. At a more distant, how strong government commitment to realize all of the planning that has been agreed upon. The absence of transparency is often shown by stagnant all planning documents without realization, or to change a crossroads in the interests of certain individuals and groups. As a result, all the government planning to lose connectivity with the public interest. In addition, an indication of the spread of corrupt behavior in government reassures the public that the government is losing the characteristics of transparency in running the service function. Thus, not only the disease struck the government, as well as the private sector and the public at a certain level. This can be seen in the case of development projects in Kemenpora's Athlete Pensions.

Participation, demonstrated community involvement in the preparation of development planning documents. The active participation of the community further illustrate how far they have accommodated the interests of both, in addition to involving them in terms of broader responsibility. The low participation in governance due to lack of public awareness about the importance of participation in development. Education becomes an important key factor in encouraging community awareness. The
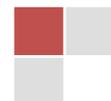
following problem lies precisely in the low transparency of government in community participation. This condition is of course related to the value of transparency, so that the government seemed difficult to engage public participation in governance. Bad government often suffer from feelings of excessive suspicious when people are involved in every process of development planning. Here, it is clear that if participation is low, they lower the chances of consciousness due to the low level of education obtained so apathetic. Conversely, if the government was reluctant to involve public participation, the government is also low awareness of the possibility of prompting suspicion of involvement of society.

Rule of law, a characteristic that allows the creation of a law-abiding society. Observance of the law provides the foundation for the government in implementing the vision and the mission, as well as showing the level of public accessibility to government. Increasingly poor adherence public law shows the lower the level of public acceptance of his government. The rule of law is intended to create a social order, which is a condition of orderly society, aware of the rules that cater for the interests of the community itself. In that connection, it takes awareness of leaders to give an example to promote the establishment of the rule of law. Government presence in every community service indicates the presence of protection for the community, as well as showing the existence of the law itself. That is why it is often seen as a symptom of government symptoms law.

Responsive, is characteristic of the government that is able to respond as early as possible, to every problem facing society. The ability to provide answers to every problem facing society showed the government's ability to understand what the main needs of the community. Failure to respond to any problems faced by the community as the indifference of government as well as the loss of a sense of belonging on the problems experienced by the community. In the perspective of society, let alone the presence, though the government statement can be considered as a positive response to the problems they are facing.

Consensus, are characteristics that describe the government's ability to build consensus between the demands of bottom-up and top-down. Consensus also refers to how governments develop an understanding that enables all interests can be accommodated in the available channels. The consensus is the foundation for the achievement of mutual commitment. Shared commitment with regard to the interests of stakeholders in achieving the goals mandated by the government. Failure to build consensus can undermine public confidence that the government can be assessed betray the mandate given. The ability of governments maintain consensus that has been built can be interpreted as the government's ability to maintain trust.

Fair is a characteristic that can encourage the public acceptability of the government. Justice is one of the goals to be achieved by each government. Justice is typically attached to the perpetrators of the government, especially the leaders. Justice aims to create equity, while providing rights and obligations proportionally.

Efficiency and effectiveness are the characteristics of good governance that reflects the ability of the government in achieving the proper efficiency and effectiveness. Achievement of objectives by considering the efficiency and effectiveness of government can boost productivity becomes more quality without wasting large capital. The government's failure to consider the efficiency and effectiveness of government makes a capital loss and could not do much, except to finance each employee in their environment. These conditions make the government suffered substantial budget burden in addition to not being able to make strategic policy.

Characteristics of **strategic vision** with regard to the government's ability to realize the ideals but realistic based on community needs. Without a clear vision of government is actually just run the function instinctively, without reasoning far ahead. Vision is expected to be a clue that can concreting in the form of missions, programs to technical activities. The vision describes the future of government and contains the ideals of society that can be realized by the leader as far as it is able and consistent. Strategic vision requires continuity in guarding agendas set. Which is based on a vision of government is a government that has a view of the distant future, and have an ideal long-term and sustainable. Here are some characteristics of good governance according to UNDP. In general, these characteristics become important variables for not only the government, as well as the private sector and the public at large. The creation of good governance is not merely to be a part of government policy, but also in contact with the values and attitudes held by the private sector and the public.

According to Gerry Stoker (1998), proposition governance includes five topics; *first,* refers to a set of institutions and actors who are in and out of government. *Second,* identify the blurring boundaries and responsibilities for addressing socio-economic issues. *Third*, identify the dependence of power contained in the relationship between institutions of collective action. *Forth*, is about the actor who is independent network and organize themselves. *Fifth*, recognizes the capacity to accomplish something that does not rely on the power of government to command or use its authority.

Governance looked at the government has the ability to use new tools and techniques in directing and guiding. Besides, Hayden in Hamdi (2002:14) mentions the four variables in the concept of governance are *authority*, which means the existence of a legitimate authority, *reciprocity*, is the development of view the use of power is not necessarily a *zero-sum game*, but also can be a *positive sum game*. *Trust*, which means living together and bounding competitively or cooperatively in pursuit of a common goal. Accountability essentially strengthen public confidence and vice versa.

METHOD

This research is basic research (fundamental research) with type research literature that examine various theories associated with bureaucracy reform in good governance implementation in Indonesia. Data retrieval technique uses data sourced

from variety of secondary sources, such as books, journals, newspapers and rules related to legislation.

RESULT AND ANALYSIS
1. Bureaucracy Reform and Good Governance Challenge

According to Muhammad (2007), the challenge of bureaucratic reform covers three main issues: *first*, the internal factors include the inability of the bureaucracy to change himself for the better. *Second*, external factors relating to the high political intervention that makes bureaucracy lose concentration in the service function. *Third*, factor of public doubt on the effectiveness of policies planned and implemented by the bureaucracy. The first factor is caused by the weakness of the bureaucracy in order to revise its performance according to the development environment. The high dynamics of the society in demanding better services does not necessarily offset by the ability of the bureaucracy in developing intelligence, aptitude and skills in governance. Patterns of approach and service to the community as a real indication of traditional behavior. Service bureaucracy relies on family ties are emotional, far from the ideal character of bureaucracy, which is an impersonal relationship. It must be recognized that cultural differences in the western and eastern world is a reality that must be recognized in the provision of public services. Resting service by putting the principles of impersonality, rigidly referred Weber does not create an adequate sense of justice. Every community that is served consisting of society capable, incapable of physical, and non-physical. They who are physically unable, of course, requires an approach to be served by shuttle-ball. While they were not able to be non-physical, such as financial problems, should be given incentives granted by that services remain evenly. Instead, lean service by putting the relationship overall personality as well as creating discrimination to communities that do not have direct access to the government, because only those who are known personally who will be served. Bureaucratic inability to understand the plurality of society often lead to inequities in service. In this context it is necessary bureaucracy that is able to adapt to the development of society, and be able to answer every question of not only structurally, but functional.

Structural approach in service are often confronted with the rules and norms, making it difficult solve the problem completely. The pattern of problem solving by leaning all the aspects of the regulation does not always bring maximum results. Communities often feel frustrated because their service is deadlocked only because of bureaucratic incompetence when translating the rules. Instead, groups of bureaucrats seem like a robot who lost humanity when all the cases resolved by the rules. The problem is what if the public demands beyond the rules themselves are sometimes arrive late, or even be a vacuum regulation. What the same reason the government should refuse service to the community? Therefore, it is necessary to complete the functional approach to the root of the problem. In this context bureaucracy often storing and treating problems of particular interest, do not attempt to solve the problem completely. Functional approach in the service of an approach pattern to compensate

for the structural approach that sometimes hamper, cumbersome, time-consuming and the cost is not small. Keep in mind that bases all functional services are also not appropriate, because all services require a formal institutionalization that can be monitored and controlled. Today pattern functional approach some progress, particularly at the level of central government. Birth of office (*badan*: Indonesia), agencies and commissions that are mezzo-structure in addition to the existing formal institutions, is a reflection of the pattern of problem solving by combining the structural and functional approaches. Yet not without a note, these institutions are not only burden the budget of the government bureaucracy in general, but cause overlap and less productive.

The second factor is a challenge bureaucratic reform is the high political intervention in the bureaucracy. Politicization of the bureaucracy to get a room when a group of elite political party election to use the momentum to move the bureaucracy as a political machine political activist. Consequently, as stated by Dwiyanto (2011), the bureaucracy experienced solution concentration, while at the same time failing to serve the public according to the mission of assuming. Rupture of bureaucratic concentration caused circulation regional head every five years. They are predominantly rely on the incumbent often disoriented when defeated in the election competition. Politicization of bureaucracy creates a relationship between the executive and legislative experience serious dynamic tension that is not sustainable. As a result, the bureaucracy that took the compromise in the end helped enrich the level of leakage in both the central and local levels, as do the collective conspiracy. The Budget Committee, as well as the breakdown of the budget can know this indication through leaks hectic state budget during the planning and establishment. Bureaucracy expressly distancing politicians groups experienced tension as vulnerable to losing positions. The remaining group of bureaucrats who took the apathy of the dynamics that occur in every rotation of government. Political intervention against the bureaucratic apparatus has been stimulating appetite to build a secret commitment by the elite in power circulation period. This commitment is in the form of political transactions that led to the issue of who can be what, how much and when. In this context woke effective coalition between the executive and legislative branches in the budget burglary. Great power makes bureaucracy oscillate and difficult to determine its neutrality as a public servant. All that is supported by the ability of local leaders in mobilizing resources through the most successful team members from the ranks of the bureaucracy. Mobilization of resources is done even in a brightly-lit through recruitment based on primordial ties and patronage, not merit much less competence. This situation is clearly developing corrupt behavior within the bureaucracy because of a transactional relationship. As a result, the bureaucracy was impressed not belong to the public but the ruling elite, which can be seen from the attitude and orientation are likely to look up, rather than looking down.

The third factor is the challenge of bureaucratic reform public doubt on any of the policies implemented by the bureaucracy. Lack of education and lack of analysis of any policy that will be produced, making the bureaucracy was unable to make the

policy effective in solving the problem. The high resistance marked by increasing public demonstrations and private parties who feel aggrieved by any policy set shows two reasons above. Doubts public and private sectors on the effectiveness of policy bureaucracy caused by two factors in addition to the above, also the problem of the credibility of the bureaucracy. The low credibility of the bureaucracy in designing a policy can be seen from the lack of involvement of experts in the form of assistance, the lack of an academic paper on the draft regulations (particularly local regulations), as well as the lack of public consultation on the draft regulations made. Overall, these indications lead to the poor quality of the design of policies that lead to resistance from stakeholders. Weakness policy design at the planning stage to the implementation stage does not necessarily make a bureaucratic conduct ongoing evaluation, but trying to cover up the shortcomings of the policy. Exclusivism attitude and seemed to know all the problems pushing bureaucracy at the arrogant behavior when responding to every demand of the people. In addition, the public doubt on the effectiveness of policy bureaucracy grew due to the abundance of programs that promised but lost focus on implementation. As a result, more and more programs that are mailing service, rather than the expected reality. Society sometimes abhor bureaucratic inaction and greed, as pointed out by Barzelay (1982) in 'Breaking Through bureaucracy'. In the end, public skepticism toward bureaucratic reform in general is growing due to the low confidence in the systems and human resources. Poor system in the public service bureaucracy makes not feel clear in the resolution of the problem. Similarly, the bad behavior of the bureaucracy in terms of making the public service could not believe what the government had done. This picture at least alluded to by Osborne and Gaebler (1992) in the 'Reinventing Government that the government's problem is sometimes not at what they do, but how these services can be implemented properly.

2. Bureaucracy Reform and Good Governance Implementation

As mentioned in the introduction, the bureaucratic reform efforts concerning the arrangement of institutional capacity and structure of the bureaucratic system in performing basic functions as public servants. If the political bureaucracy is an instrument of power in realizing the vision and mission of the ruler accordance with the mandate of the people who poured in the form of a formal policy, the bureaucratic reform should be directed towards the creation of an enabling environment that neutral bureaucracy of the influence of excessive power. If sociologically bureaucracy is seen as the most rational organization that has a number of characteristics as the executor of interaction between government and society on the one hand the other hand, the bureaucratic reform should be directed at strengthening the characteristics mentioned, though necessarily with the exception of a number of records in the implementation phase. If the administrative bureaucracy is seen as a medium that allows service, emphasizes the aspect of efficiency and effectiveness and standardization as well as having a clear mechanism in interaction, the bureaucratic reform should be directed at a number of alternative policy options such as structural reforms, capacitation and
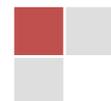
instrumentation. Now, let us examine how the design of bureaucratic reform policies should be taken to carry out the functions of bureaucracy as well as encourage the creation of good governance.

First, organizational reform (structural). Organizations can be interpreted in two kinds, the first in a static sense, namely the organization as a place where cooperation activities carried out. Both in the dynamic sense, namely the organization as a system of interaction process between people who work together, both formal and informal. Further details will be focused on the second sense, the organization in a dynamic sense. It is caused by external and internal factors. Internally the organization driven by high-pressure power, while externally driven by changes in the wider environment. Both factors are dominant enough to make the government look dynamic organization. Design of structural reforms can be done by laying a strong foundation that the organization is a means to an end, not an end in itself. Understanding differences in government management often makes ineffective bureaucracy duties and functions. Perhaps the perspective of a local chief bureaucracy is a tool to realize the ideals in the form of a vision and mission for five years, but in the perspective of the bureaucratic apparatus is the ultimate goal with respect to how the highest position as a reflection of power can be achieved. The problem is then incremented when the majority of the regional head just thinking the same as the apparatus, namely how to make the bureaucracy as a tool to gain access to the overall resources available. Organization reform is not just a slogan rich of function and poor of structure, but more than that is designed based on the needs of the organization, not a political or a particular group. In the hierarchical level needed trimming which allows shorter structural levels. Within a certain distance needed delegation which allows a more efficient and effective services. At the horizontal level, functional organ needed a more flexible in responding to the root of the problems encountered due. The dominance of the structural aspect has been created stiffness, besides wasting time and expense that is not small. Hierarchical path length makes every problem seem stale when returning to the community, even difficult in direct contact with decision makers.

Organizations should be prepared based on the results of job analysis and workload, not a political compromise. It must be recognized that the drafting of cultural organizations in the region have tended to practice ways of preparing the organization at the national level. Election system has trapped the head area to reconstruct the local government organization in ways reshuffle cabinet volumes one, two and so on. Career development pattern less attention, even result BAPERJAKAT (Positions and Ranks Consideration Agency) merely a formality in the placement of elements in the structure of government personnel. Case takedown secretary-level officials in the area a short time and large-scale mutations are examples that can be observed in the local government area. As a result, local government organizations showed symptoms of obesity laden political interests of local elites making it difficult to move achieve goals. Practical organization formed to address the needs of the regime, not answering the problems facing society. This condition is not only applicable in the area, but the bright

practiced at the central level through the expansion of government organizations. Images can be seen not only in the expansion of the ministry departments, but looked at dozens of organization-level institutions, agencies and commissions. Ironically, the tightening of the organization to be leaner and richer functionality preferably in local government through policy Government Regulation (PP) number 41 in 2007, but failed to make the efficiency of the organization at the level of central government organizations. Widening the size of the organization without analysis job requirements and workloads making performance government organizations particularly impressed chubby and static. This can be understood if associated with increased recruitment every year without control based on competence. Recruitment without competence will ultimately absorb the amount of budget that is not a little to improve the skills and skills of employees, in addition to exclusion opportunities for recruitment, which has ideal competence as teachers, policy analysts, physicians, pharmacists and nurses. Posture local government organizations who are overweight can certainly suck apparatus expenditure greater than the expense of development. This reality can be found in a number of districts such as Lumajang, Tasikmalaya, Sragen, Palu, Ambon and Bitung for example, where more than 70% of the budget spent on personnel expenditure FITRA (2011).

Second, needed reform of sufficient capacitation to increase the capability of personnel in serving the community. Capacitation reform is an attempt to improve the ability of the bureaucracy in the service of the resources to be able to keep pace with the dynamics of the community. Capacitation reform the bureaucracy associated with the ability of either individually or in groups shown in the ability to translate the vision and mission, programs and activities. Human capacity development focuses on aspects of education and experience will determine the value of professionalism in front of the public bureaucracy. Professionalism at least indicated by education certification from the basic level to a higher level. Aspect is offset by a wealth of experience in various organizations that have values and core competencies. The second aspect was at least able to establish the ability of the individual, while at the same time pushing the capability of bureaucratic collectivism.

Lack of education officials resulted in a gap between those who served and those who serve. This gap often creates tension at once suspicion on the performance of the bureaucracy. Worse, the closing of the development policy of discrimination in education and birth resource development in the region gave birth to the case shortcut through indications of fake diplomas and degrees in education with no clear origin. To anticipate that needed policy design capacitation short term and long-term reform. In the long term, the necessary education based on the needs and characteristics of the local government organizations. As a comparison, the areas of competency-based marine, fisheries, agriculture and services, would require officials who control the leading sectors in question. It is important to encourage the development of faster and competitive area. Development of local excellence requires a bureaucracy that is able to respond to the challenges that arise. In the long-term needs of the apparatus that has
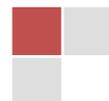
sufficient knowledge for the preparation of action plans to implement a program of skills effectively. In the end, the higher the capacity of local governments also lower the risks to be faced in the future. Conversely, the lower the capacity of local governments, the higher the risk to be faced. In effect, the bureaucracy and the government as a whole may lose public confidence.

In the short term, practical policy design is required, *first*, increase incentives to work to encourage the spirit and performance of the bureaucracy. The Spirit directed to deliver competitive value to create justice for achieving bureaucracy. Justice can be applied through incentive payments based on performance appraisal bureaucracy. Equitable had only to prove that they are working and not, equally get special treatment. This fact clearly less encouraging competition and creates injustice, including lowering the award for those who really have professionalism. Payroll and incentive patterns varied as ever applied to a number of local authorities such as Jembrana regency of Bali Province showed a positive impact in boosting the performance of the bureaucracy.

Second, bureaucratic reform in the short term should be able to create an internal system that can drive slowly growing awareness of bureaucracy as a public servant. Increasing awareness to produce innovation, creativity and self-reliance should be rewarded in kind to encourage the same on the other apparatus. Similarly, the pattern of sanctions is needed as closely as possible with the intention of fostering proportionally. The imposition of sanctions is not the final destination, much more important than that is the birth of a positive impact for the bureaucracy to get back on the duties and functions of each. The omission of the growth of creativity without appreciation can be demoralizing to work and serve the organization. On the other hand let bureaucratic negligence same meaning to approve simultaneously allow arbitrariness in community service. Therefore, it should be understood that reward and punishment implementation has a strategic significance for the organization, which encourages the development of bureaucracy to be more disciplined and responsible and able to respond to community development, while protecting the bureaucratic apparatus of the bad behavior that interact therein.

Third, the necessary arrangement externally system can effectively reduce the politicization of the bureaucracy that can solve the apparatus concentration in serving the community. Through the existing system, the bureaucracy is very susceptible intervention by local elites in order to meet the interests of certain groups in the circulation of power. In order to reduce the political interests of the bureaucracy should take distance to be neutral. This statement is certainly not easy to obtain empirical field, in fact, on the contrary, difficult bureaucratic elites refuse stimulation for a particular candidate winning coalition. These entire consequences do of course is based on a minimum transaction through strategic positions and seductive. Politicization of bureaucracy making apparatus becomes the butt of the local elite. Taking the distance is too far at risk of losing position, too close together means to plunge into uncertainty

more risky, because it required an external system that can fortify the bureaucracy of excessive political interests.

Fourth, bureaucratic reform in the short term aimed at preventing (preventive) behavior of corruption within the bureaucracy. So far, Indonesia's corruption perception index has not changed according to Transparency International notes, amounting to 2.8. This suggests that the bad behavior of the bureaucracy needs to be fixed. Corruption is an extraordinary crime that requires efforts are remarkable. Formation of Anti-Corruption Commission is intended to assist the government in minimizing the symptoms of corruption. Reflecting on the Chinese who dare to implement affirmative action for corruption. It is necessary to reform the bureaucracy that is able to prevent corruption within the government bureaucracy. Corruption is not a positive culture that grew in the community, because not all social norms, including religion tolerates such bad behavior. It should be understood that the incentive system as stated previously is not the only way to reduce corruption. The behavior of a corrupt bureaucracy tends to be motivated by environmental influences as well as domestic demand. In connection with the reform of the bureaucracy required strictly binding system, in addition to the application of severe sanctions on any alleged action. Of course bureaucratic reform in the long term, including short-term difficult to do without starting from the working culture change towards the positive. Cultural change begins work on instilling habits overall characteristics of good governance is expected to generate bureaucracy that can perform its function as a servant of the state and public servant. As civil servants, bureaucracy requires de jure legitimacy to run all the political decisions of the government. Meanwhile, as a public servant, bureaucracy requires legitimacy de facto as a connector to the interests of the ruling government. Expected positive work culture is not only transmitted to the government, as well as the elements of society and the self-employed.

The **third** part of the bureaucratic reform ideas regarding reform instrumentation that includes the preparation of good regulation legislation at the national level to the level of local government regulations. Reform instrumentation serves as a cornerstone policy-formal legalistic to avoid public demands on the performance of the bureaucracy. The cornerstone of public policy is expected to protect the government and all stakeholders in the sphere of good governance. In many cases, the bureaucracy often failing to prepare the instrument for the foundation of community service. Symptoms can be seen in a number of findings of the BPK where the local government budget expenditure in particular loss of juridical basis. Reform instrumentation at a technical level at least be able to clarify the mechanisms and procedures by government bureaucracy. Without a standard operational procedure, bureaucracy treading using instinct which in certain circumstances may be in conflict with the norms and regulations. Conversely, tight mechanisms and procedures can establish a culture of bureaucracy that in turn encourages conduct "soar" (by-pass) to speed up service. Such a situation often fertilize bribery, collusion and the development of mafia networks in the bureaucracy. Although for reasons of efficiency, in the end

lead to a more complex problem, namely high economic costs. Bank Century case, Athletes house, fake letter to the Constitutional Court to Manpower is a clear example in the context of the formation of mafia networks between government bureaucracy, stakeholders and community members. Instrumentation reforms are expected not only related to the legal basis, mechanisms and procedures, is also associated with a set of tools both facilities and infrastructure that enables the bureaucracy is able to develop itself in providing quality services. Proactive service strategy with available facilities and infrastructure such as information technology and transportation is an overall package of reforms within the framework instrumentation major bureaucratic reform and implementation of good governance.

In connection with the implementation of good governance, the government has a lot to make a breakthrough through the various regulations that provide opportunities implementation of the characteristics of good governance. One example can be seen in the policy of Law No.32 / 2004 on Regional Government, where the principles of governance become an important cornerstone in local governance, although not yet fully realized can be implemented. Another concrete example can be seen in the regional administration of the evaluation instrument, which contains a number of variables and indicators as a reflection of the achievement of the characteristics of good governance, such as the juridical basis of policy and the level of community participation. Other indicators that can be observed are the requirements of SOP as a guideline for any local government in carrying out the functions and duties of the field anyway. On the characteristics of transparency for example, birth regulations on public disclosure by the Ministry of Information and Communications showed the government's commitment in providing the widest access to the public. Characteristics of consensus achieved through efforts of planning documentation and regional budgets as a form of mutual agreement between the executive and the legislature that in fact selected and represent the community itself. Development of equality as part of the characteristics of good governance can be seen in the political leadership election mechanism gender friendly and open to every citizen under the constitution limits and laws. Characteristics of the efficiency and effectiveness of the principle that always accommodated in local government law, including regulations into derivatives, notwithstanding the fact that local governments often violate these principles. Characteristics of strategic vision becomes necessary for each candidate when government leaders to run for public office. This strategy is done through the requirements of the fit and proper test conducted on a number of candidates for regional head level officials and leaders of institutions, agencies and commissions. The principle of accountability can be seen in a number of instruments of accountability as PP 3/2007 on Accountability Regional Head covering LPPD, LKPJ and LIPD. This principle has developed since the birth of the institution that serves to evaluate and control both internally, externally, functional, political and public scrutiny. Submission of reports on the development of property that is owned by any public officials reflect the application of the principle of accountability and transparency. In fact, the declaration

of character education from an early age by the Ministry of National Education is a long-term breakthrough in efforts to instill the values of honesty, discipline, responsibility, transparency, equity, and accountability. All of it is a capital base in order growth, development and implementation of good governance characteristics.

CLOSING

Reform of the bureaucracy is one of the many efforts that have been undertaken by the government in achieving good governance through institutional capacity arrangement involving systems and bureaucratic structures in performing basic functions as public servants. When viewed from the implementation to date, not a few problems faced both are from the environment as well as implementing its own internal organization. Bureaucratic weakness in renewing its performance in accordance with the development environment or in other words, the bureaucracy is exhausted in adapting to the rapid development of community dynamics in demanding better services. If there is a bureaucratic incompetence in handling a plurality of communities in providing services, the result is injustice in the public service bureaucracy that leads to the attitude of the people do not trust the government in general. Additionally, high political intervention in the bureaucracy (the politicization of the bureaucracy), resulting in achieving the vision of concentration bureaucratic organization will be fragmented. Not only that, the public doubt on any of the policies implemented by the bureaucracy that is motivated by the lack of education as well as an analysis of a policy that will be produced. This is related to the credibility of the bureaucracy that is still low in designing a policy without involving experts in the form of assistance, the lack of an academic paper on the draft regulations and the low public consultation / public test of the draft regulations made.

Design of bureaucratic reform should be carried out by the government is to carry out organizational reform, reform and reform capacitation instrumentation. Organizational reforms carried through pruning that allows a shorter ladder structure by delegating to those who are considered competent in the field to enable more effective and efficient services. Therefore, an organization should be based on the results of job analysis and workload, not based on political compromise. In addition, the development of human capacity through capacitation reforms should focus on aspects of education and experience that will then determine the value of professionalism in front of the public bureaucracy. Finally, reform of instrumentation that includes the preparation of national and local regulations. Reform instrumentation at a technical level at least be able to provide clear mechanisms and procedures by government bureaucracy.

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