

BUREAUCRATIC REFORM RESISTANCE IN INDONESIA

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ABSTRACT

Formulating, rearranging, and improving and perfecting bureaucratic behavior to become better, productive, professional, efficient, and effective for the formation of a pattern, mode, system and better governance. Commitment, good etiquette, seriousness, and hard work from all parties are absolute, and must be upheld. Our country's political leadership is very weak, there is a politicization of the bureaucracy, there is resistance (resistance) from the bureaucrats themselves and the competence of implementing bureaucratic reform. Political commitment needs to be emphasized and formulated into a solid policy, guide and guide in its implementation along with an evaluation of all activities and there must be an institution that is responsible for making and overseeing the bureaucratic reform policy. Focus, priorities and targets for achievement need to be set. Systematic, consistent, accurate, and controlled from an agenda that is carried out can avoid stagnation, saturation, and can also be separated from the image of mere pretense where every regime in power in the beginning always has a breakthrough or image.

Keywords: Bureaucratic Reform, Resistance, Politicization, Commitment, and Competence

ABSTRAK

Penelitian ini membahas mengenai upaya pemerintah dalam merumuskan, menata kembali, dan meningkatkan serta menyempurnakan perilaku birokrasi menjadi lebih baik, produktif, profesional, efisien, dan efektif untuk pembentukan pola, modus, sistem, dan tata kelola yang lebih baik. Komitmen, etika yang baik, keseriusan, dan kerja keras dari semua pihak adalah mutlak, dan harus dijunjung tinggi. Kepemimpinan politik negara kita sangat lemah, ada politisasi birokrasi, ada resistensi (perlawanan) dari birokrat itu sendiri dan kompetensi pelaksana reformasi birokrasi. Komitmen politik perlu ditegaskan dan dirumuskan menjadi suatu kebijakan, pedoman dan pedoman yang kokoh dalam pelaksanaannya disertai evaluasi terhadap seluruh kegiatan dan harus ada lembaga yang bertanggung jawab membuat dan mengawasi kebijakan reformasi birokrasi. Fokus, prioritas dan target pencapaian perlu ditetapkan. Sistematis, konsisten, akurat, dan terkontrol dari sebuah agenda yang dijalankan dapat menghindari stagnasi, kejenuhan, dan juga dapat dipisahkan dari citra kepura-puraan belaka dimana setiap rezim yang berkuasa pada awalnya selalu memiliki terobosan atau citra.

Keywords: Reformasi Birokrasi, Resistensi, Politisasi, Komitmen, dan Kompetensi

INTRODUCTION

The birth of reform in our country is motivated by several factors, including; political, economic, legal, social crises, and a crisis of public confidence in the government. The authoritarian attitude of the government and all of its actions in carrying out state administration, economic activities and infrastructure that are not supported by the spiritual mentality of the state apparatus, give rise to many irregularities, misuse, collusion, corruption and nepotism. Reformation was also marked by the fall of President Soeharto on May 21, 1998. President Suharto at the State Palace appointed his deputy, Mr. B.J. Habibie, to replace his position as President of the Republic of Indonesia.

Reform is generally defined as a process of changing or re-establishing the old order of life into a new order of life. Reform is a drastic change to improve in the fields (social, political, religious, legal, educational and economic) in a society or country/nation (Big Indonesian Dictionary). or Reformation can also be said as a process of forming or changing the existing system at a time to be replaced with a new one.

Bureaucracy comes from the French, namely "bureau" which means office or desk and from the Greek "createin" which means to regulate. These two main elements can form an understanding, namely formal rules or norms and hierarchies. Therefore, one understanding can be taken from the bureaucracy that is "power that is formal in nature based on regulations or laws and the ideal principles of the working of an organization".

Bureaucracy is an important instrument in society whose presence is inevitable. In the world of government, the concept of bureaucracy is interpreted as a process and system that is created rationally to guarantee an orderly, definite and easily controlled work mechanism and system.

Bureaucratic reform is a change in the mindset (mindset) and work culture (culture set) of the state apparatus and is an effort to make reforms and fundamental changes to the system of government administration, especially regarding aspects of institutional (organizational), management (business processes) and resources. human apparatus. Bureaucratic Reform is the implementation of public services which is a process that aims to provide various types of services that take care of everything needed by the community, both the fulfillment of civil rights and the fulfillment of the basic needs of the community. In the implementation of public services, of course, there are many obstacles faced by the government, both regarding aspects of human resources, policies on services and the availability of facilities that are still lacking to support the implementation of the public service process to the community. For this reason, various strategies

and efforts have been carried out to overcome these problems while at the same time being able to create good and clean governance.

Most people believe that bureaucratic reform is one of the fundamental requirements in improving services to the community and improving the nation's economy comprehensively. However, in practice, the problem of reform is not as easy as imagined, that is; without the hard work of all components/elements of this nation and including the bureaucrats themselves. Bureaucratic reform is not just a matter of remuneration, rewards, bonuses, additions to income or rewards and the provision of remuneration for bureaucrats alone, but further than these matters, especially with regard to changing mental attitudes from being served to professional servants who are in accordance with their duties and responsibilities. their respective responsibilities.

DISCUSSION

Realizing a big agenda for "bureaucratic reform" does require a long time (period), full of patience and commitment from all elements of this nation because the problem is deeply rooted and thriving, very, very complicated, many obstacles, complicated and full of dilemmas and many. The challenge is even though all groups/components of this nation want this to run smoothly and be achieved as it should be. There are many opinions, suggestions, improvements and genius ways and strategies and even many theories towards the direction of improving the bureaucracy for the creation of a better government, but the reality on the ground really requires hard work and a strong commitment from all related parties. not only the bureaucrats themselves but the full support of the whole society is very much needed.

The bureaucratic reforms that are taking place in our country have not lived up to expectations, because here and there there are still arrogant bureaucrats who have not provided services to the community as they should. The practice of KKN (Corruption, Collusion and Nepotism) still occurs in almost all lines, and the neutrality of bureaucrats is still far from what is expected and in terms of its implementation it is not serious and full of pretense, also cannot be separated from the confines of politicization. To carry out bureaucratic functions quickly and consistently in an effort to create an accountable bureaucracy, the government has formulated a regulation as the basis for Bureaucratic Reform, namely Presidential Regulation Number 80 of 2010 concerning the Grand Design of Indonesian Bureaucratic Reform 2010-2025. (Government Bureaucratic Reform.net). Bureaucratic Reform is one of the government's efforts to achieve good governance and carry out reforms and fundamental changes to the system of governance.

Bureaucratic reform is directed at creating professional and accountable bureaucratic performance. In carrying out various service improvement activities, it is expected to be more oriented to community satisfaction.

The vision of our nation's Bureaucratic Reform is "the realization of a world-class government." This vision becomes a reference in realizing world-class government, namely a professional and high-integrity government that is able to provide excellent service to the community and democratic government management to be able to face the challenges of the 21st century, through good governance in 2025.

Meanwhile, the **Bureaucracy Reform Mission** are:

1. Forming/refining laws and regulations in order to realize good governance.
2. Organizing and strengthening the organization, management, human resource management of the apparatus, supervision, accountability, quality of public services, mindset and cultural set.
3. Develop an effective control mechanism.
4. Manage administrative disputes effectively and efficiently.

To achieve the vision, mission and objectives of the bureaucratic reform, eight areas of change were established, namely:

1. The right organization function and right size.
2. Systems, processes and work procedures that are clear, effective, efficient, measurable and in accordance with the principles of good governance.
3. HR apparatus with integrity, neutral, competent, capable, professional, high-performing and prosperous.
4. Regulations that are more orderly, non-overlapping and conducive.
5. Increased government administration that is clean and free of KKN.
6. Increased capacity and accountability of bureaucratic performance
7. Excellent service according to the needs and expectations of the community.
8. Bureaucracy with high integrity and performance.

The speed of bureaucratic reform is indeed as stated by Prasojo (2007) regarding the "Bureaucratic Reform Strategy". it is not as fast as people imagine (for example the experiences of China, Japan, and South Korea) where we can see that it is not as easy as we imagine or there are no instant results in reforming the bureaucracy. However; we must not despair, sit idly by and just give up. Let all of us, the children of this nation, all the people work hard together, have a strong commitment and consistency to its success in its implementation so that gradually the

implementation of bureaucratic reform in our country can run according to the hopes and ideals of the nation.

The resistance to bureaucratic reform in our country is caused by several factors, including the following:

The dualistic culture of bureaucrats.

The bureaucracy in our country, Indonesia, cannot be separated from politics and power, which can be seen in government organizations that are still mixed or blurred between career and non-career positions, between bureaucratic and political positions. The bureaucracy should be neutral, clean and professional, but in reality the bureaucracy tends to be less able to distinguish between private interests and public interests. Prioritizing public interest over personal interest. Private interests are often more dominant and take precedence over public interests which involve the interests of the lives of many people.

The bureaucratic culture in our country tends to combine traditional and modern values, which is clearly reflected in the behavior of the bureaucratic apparatus. The dualistic nature of bureaucrats is very visible when bureaucrats provide a service to the community. where on the one hand, bureaucrats are required to be loyal to their leaders, on the other hand, bureaucrats are also required to provide services to the community, but in reality, loyalty to leaders is far more dominant in the orientation of the bureaucracy and the characteristics of these bureaucrats have become entrenched in this country. . This dualism pattern has caused officials to compete to raise self-esteem to seek honorary status among colleagues and their organizations. Bureaucratic culture should place more emphasis on public service, but this is apparently not able to be done effectively by the bureaucracy in Indonesia.

Structurally, this condition is an implication of the political system of the New Order era which has placed the bureaucracy more as an instrument of power politics than as a public servant, which is caused by the existence of bureaucratic feudalistic cultural historical roots, such as the adoption of a very paternalistic priyayi culture. According to Koentjaraningrat (Dwiyanto, 2011:102), the term priyayi in Javanese society shows a high social status, even tends to be very exclusive. The bureaucracy and its apparatus tend to assume that they are parties that must be respected by the community. The bureaucracy does not feel obliged to provide services to the community because the bureaucracy is not a servant, but on the contrary, it is the people who must understand the wishes of the bureaucracy.

Weak Political Commitment and Leadership

One of the most important problems that hinder the implementation of bureaucratic reform in our country is commitment and leadership. Strong commitment and political leadership to be able to change the mindset, the point of view of the bureaucracy will be able to determine the success of bureaucratic reform. As has happened in several countries that can become a model for us to emulate and we apply in our country, including China, Japan, or South Korea where the commitment of the nation's leaders is politically realized to carry out bureaucratic reform so that the results can be felt according to the objectives. to be achieved (Brodjonegoro, 2008). The point is that "Political Commitment and Leadership" in bureaucratic reform must be real and can be accounted for in the hereafter, not just discourse or jargon and there must be a clear roadmap in the agenda of setting up bureaucratic reform. In conclusion, the stronger the commitment and political leadership to reform the bureaucracy, the greater the chances of achieving our bureaucratic reform.

Another factor causing the difficulty of implementing bureaucratic reform in our country is the assumption that bureaucrats and even leaders are rulers, not public servants. This is what causes a gap between the government and the community or the relationship between the government and the community that is still not equal. In fact, in this democratic era, public participation as the implementation of rights becomes important in the administration of the state and public services. Therefore, we need a leader who is credible, has high integrity, has a good vision of the future, and is a role model. In addition, leaders must have a commitment to modernizing the bureaucracy (innovators) for bureaucratic reform and are committed to enforcing the law to prevent mal-administration and KKN. Therefore, in realizing bureaucratic reform, it is not only the mindset of bureaucrats and the commitment of leaders that are important points, but the community also needs to be involved by creating transparency and public participation in governance. So that there is an equality of relations and checks and balances between the government and the community.

Awareness of the importance of reforming the government and development processes must start from the President and political officials, not just bureaucrats. For example, "Are the government and DPR committed to providing a budget for the implementation of programs that have been designed for the implementation of "Bureaucratic Reform".

The occurrence of bureaucratic politicization

Bureaucracy is an organization that is filled and operated by officials who are paid a salary to carry out detailed tasks of the state, provide advice, and execute the policies that have been decided. As a large-scale organization, the bureaucracy is supported by officials who are

appointed and given legitimacy, whose main function is to implement the policies that have been decided by the policy makers (decision makers), Haque, Harrop, & Breslin, 1988, Sutiono, 2004 (Hasyem & Ferizaldhi, 2020:151).

The politicization of the bureaucracy in our country is not only happening at this time, but has been happening since we were still under the Dutch East Indies government. The co-optation of political parties or other interests in the bureaucracy has become an acute issue. This makes the bureaucracy weak and not in favor of the public interest as a whole. Things like this are still happening and hinder bureaucratic reform that should have changed for the better. If the bureaucracy is no longer co-opted by the political interests of a particular group, of course, the acceleration of bureaucratic reform will be better.

Wilson argues that politics and administration should be separated because they have different tasks. The separation between politics and administration is intended so that the public bureaucracy can work professionally to serve the public interest without being burdened with political issues (Kumorotomo, 2005:157).

Opposition (resistance) from within the Bureaucracy itself

One of the crucial things or obstacles as well as challenges in the successful implementation of bureaucratic reform. The "comfort" felt so far by the ranks of bureaucrats (status quo) makes it difficult for them to change their mindset and mental attitude to support changes for the better. The point is that there is opposition by internal parties (the bureaucrats themselves) to the change effort which is the core of bureaucratic reform. The unwillingness to change the mindset, including the work culture of the existing bureaucrats, is certainly an obstacle in the change itself.

Indeed, the bureaucracy is the engine of development and public service. However, in our country there are still problems that cause bureaucratic reform to not run smoothly, as seen in the mindset of the bureaucrats. Dwiyanto (2004) that the mindset of bureaucrats is mostly placed as rulers not public servants so that changes are difficult to make in order to improve the quality of public services. From Dwiyanto's statement, various kinds of problems have emerged that we often find and directly or indirectly harm the community. For example, there are illegal levies. In addition, the lack of professionalism of bureaucrats in carrying out their duties and obligations, such as a bad attitude to the community in terms of serving and the inherent culture of affiliation that encourages the practice of KKN.

Competence in implementing bureaucratic reform

Bureaucratic reform will not succeed if there is no human resource competence in its implementation. The more precise and competent the implementer, the higher the success rate of bureaucratic reform. Often the element of "political commitment" already exists, but the implementing element is not right, so the success rate of bureaucratic reform becomes smaller. The jargon, "the right man, on the right place, in the right time" is something that needs to be considered in implementing bureaucratic reform. In addition, competence here also means the accuracy of the duties and functions of a formed state institution, meaning that the more precise the institutional organization formed will also determine the success of the tasks carried out by the government. So there are no institutions that are not clear in carrying out their duties and functions in the implementation of the bureaucracy itself.

Recruitment or acceptance of employees (bureaucracies), placement, remuneration and promotions must be based on a "merit system" where this system is more focused on performance and professionalism. Therefore, let's together reform our ASN so that there is no co-optation by political parties and can create clean and authoritative bureaucracies as has been formulated as the basis for Bureaucratic Reform through Presidential Regulation Number 80 of 2010 concerning the Grand Design of Indonesian Bureaucratic Reform 2010 -2025. (Government Bureaucratic Reform.net). As one of the government's efforts to achieve good governance and carry out fundamental reforms and changes to the government administration system as well as to create a professional and accountable bureaucratic performance.

Bureaucratic Reform Strategy/solution

Actually, the solution to the challenges in our bureaucratic reform efforts can refer to the challenges previously stated above. The trick is to eliminate all these challenges and prevent them from returning to our bureaucracy. Political commitment from the state leadership actually already exists and this must be maintained and even stronger because this is the main prerequisite (Harman, 2009). This is the main strategy in implementing bureaucratic reform. This political commitment needs to be formulated in policy formulation and the most important thing is the implementation and evaluation of the policy.

Another strategy that needs to be considered in the bureaucratic reform strategy is the existence of an institution that is responsible for making and overseeing this bureaucratic reform policy. In some countries, it can be different, for example the existence of the Administrative Bureaucratic Reform Commission (such as South Korea) or the Ministry of Home Affairs. For us Indonesians, we should be grateful that in our government cabinet, it is clear that there is an institution responsible for overseeing this policy of bureaucratic reform or perhaps reaffirming

the importance of bureaucratic reform, namely the Ministry of Empowerment of State Apparatus and Bureaucratic Reform. This ministry must be "harder" to realize bureaucratic reform, even the mandate of this organization must be large in terms of bureaucratic reform where there is the authority to determine, cancel, remodel, restructure and re-engineer both processes, structures and apparatus resources (Prasojo, 2009). This ministry can be said to be the main engine of bureaucratic reform in our country, Indonesia.

The next strategy is to determine the main focus and priority in bureaucratic reform and its achievement targets. Eko Prasojo (2009), Professor of FISIP UI, revealed that the focus of bureaucratic reform in Indonesia is a review of: (1) the existing bureaucratic structure; (2) analysis of governance and development processes; (3) changes in personnel resource management; (4) changes in the relationship between the government and society on an equal footing; (5) changes to the monitoring system; and (6) changes in financial management. He even emphasized that the implementation of these focuses and priorities is strongly influenced by the commitment and capability of the government and the resistance in the bureaucracy. The most moderate thing (the soft way) he suggested was to improve the management of apparatus resources (civil service reform). Related to the previous explanation, at a more technical or practical level in improving the management of apparatus resources is to improve the recruitment system, performance system, remuneration system, and job/promotion filling system.

The essence of the bureaucratic reform strategy described above is a form of solution to the challenges previously stated. Prioritizing a strategy in the bureaucratic reform agenda is indeed an important matter and it should be structured in a systematic, controlled, and directed manner, so that bureaucratic reform is not carried out in place.

CONCLUSION

Bureaucratic reform has indeed become a familiar thing, in fact it has been known for a long time. However, the implementation of bureaucratic reform is not as easy as we imagine, especially for our country, Indonesia, which is "relatively" still new to "reform". Some of the things described above may become food for reflection that bureaucratic reform for our country should absolutely be one of the main agendas in efforts to improve the condition of this nation. Indeed, the government since the 1998 reform has attempted to do so and is still in the process to this day. With the support of all existing stakeholders and especially from the bureaucracy itself, our bureaucratic reform still has bright hopes to be realized. Nothing is instant, but the challenges outlined above should be able to be eliminated so that bureaucratic reform in our country can actually be realized.

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