

# BUREAUCRATIC REFORM A WAY TO ELIMINATE CORRUPTION, COLLUSION, AND NEPOTISM PRACTICES IN INDONESIA

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## **BUREAUCRATIC REFORM: A WAY TO ELIMINATE CORRUPTION, COLLUSION, AND NEPOTISM PRACTICES IN INDONESIA**

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### **Abstract**

*In the whole world, developing bureaucracy is one of the primary means in country management of various fields of national life and its relationship with other nations in the world. In addition to carrying out services, bureaucracy has to interpret various political decisions into various policies, and operationally do its function in managing various policy implementations. Hence, it was realized that the bureaucracy is a critical success factor of the whole of government agenda, including in the realization of clean government, in order to become good governance. However, bureaucracy is not always be able to administer or do the task and its function automatically and independently which afterwards resulting in a significant performances. The successes of bureaucracy in eradicate corruption, collusion, and nepotism activities also determined by many other factors. Factors that need more attention in bureaucratic reform policy are completeness, competency, and consistency from all of the parties that play role in the country management in realizing and creating a clean government and good governance, and also in actualizing and implementing it in our constitution, according to the position and role of each of them in the country.*

*Keywords: clean government, good governance, bureaucracy, policy implementation*

## INTRODUCTION

The theme that will be discussed in this article is "Bureaucratic Reform, A Way to Eliminate Corruption, Collusion, and Nepotism Practices". This theme has an interpretation that a bureaucracy is a factor and the main actors in both the occurrence of corruption and the prevention or eradication of corruption activity; although we know that the problem of corruption not only happen in the environment and bureaucracy, but this corruption virus also has penetrated the private sector, businesses, and institutions in society at large, even though conceptually we can limit the corruption issue in the scope of "public affairs handled by the bureaucracy"; but actually, bureaucratic interactions with institutions in the society and business world is a must. In a "interaction by, of, and for the public especially in the public service" relation pattern, corruption can thrive on both sides, within and between the bureaucracy, business, and society, with a long and thorough levels. Bureaucratic Reform, A Way to Eliminate Corruption, Collusion, and Nepotism Practices is a goal that has been assigned to the country in a Presidential Regulation of Indonesia Number 81 Year 2010, which descriptions contained in the Grand design of bureaucratic reform.

The reform process should be done by bureaucracy seems not easy, because we had to do reformatting with full critique and a structure corrective and bureaucratic configuration actions of the all-round sacred feudal to a rational and professional. The reform process of thinking from aristocracy way (Ambtenaar) to a bureaucracy with rational authority configuration (Wignyosoebroto: 11), at the empirical level of a culture/a habit pattern in society, and government, where bureaucracy demands to be served culture become a serving the society culture (Public Service) is a very important change of the bureaucrats mind set to assure the success of today's bureaucracy reform program.

This Misconceptions mind set and culture set can give us a description that bureaucracy which love to be served have the indication of loving the corruption practices, different with happy to serve the public bureaucracies, they tend to resist the corruption practices around them. This is because they would treat everyone equally, do the service sincerely regardless of whether those who are served are poor, or rich, officer or ordinary people. Therefore, the efforts to eradicate corruption practices need to be seen in the context of the bureaucracy reform, in other words, it is important to alter or dismantle the structure of pre-existing habits. In this pattern of the relationship, the main agenda needs to be done is to create a good governance which the main objectives are: to realize the implementation of a professional government, has a legal certainty, transparent, participatory, accountable, credible, clean and free of corruption practices; sensitive and responsive to the interests and aspirations of all communities across the country; bureaucratic cultural and behavior that developed in which the development is

based on the ethics, spirit in the service and accountability to the public, it also includes an embodiment of devotion to the integrity of the nation to realize the ideals and objectives of the Country which has been established for the benefit of its people.

In this pattern of the relationship, from the perspective of Administration scientific disciplines and systems, Good Governance contains a concept that includes 3 (three) main actors, the government of the country – in which the bureaucracy including, businesses (private), and the community. All three actors have a role in the administration of the country and nation building, where it has a position, roles, responsibilities, and capabilities required for a process of dynamic and sustainable development. In the concept of good governance, these actors are placed in the same position and on a par with each other in the country's administrative system. In general, major elements of Governance consist of accountability, transparency, openness, and the rule of law (Bhatta, 1996:7), of the four elements Adamulekun and Bryant (1994:49) added two other elements, Management Competence, and Human Rights. All of the above elements of good governance cannot yet implemented or practiced optimally in running the government today; it is proven by the many corruption practices carried out by the bureaucracy in running the government.

From the writer's observation, corruption practices have been widespread and thorough in all aspects of government, and are also considered to be a disease of bureaucracy (Bureaucracy Pathology) that the nowadays condition can be said as a very alarming situation, which is not only detrimental to the financial stability of the country, but also a violation of social rights and economic owned by every people, undermining the democracy run by the government, damaging the existing legal regulations, and rewind the sustainable development that has been planned previously by the country, as well as diminish the nation's future. Corruption practices are not only implies the abuse of power or authority which result in financial losses and country assets, but also affect the depreciation in the public sector, whether done accidentally or even forced in its implementation.

Currently, corruption occurs in various countries around the world, not only in Indonesia. Corruption has become an international problem that must be addressed immediately, because it shuts down human rights in social and economic sectors. Therefore, this situation encourages the international community to work together in combating corruption. The commitment of the international community to eradicate corruption practices which are prevalent today is also supported by a variety of major financial institutions in the world, such as the World Bank, ADB, IMF, and other international organizations such as the OECD and APEC. Even in the United Nations General Assembly on December 16, 1996, the United Nations has declared for the eradication of corruption contained in *United Nations Declaration Against Corruption and Bribery*

*in International Commercial Transactions* – document that have been published into a UN resolution. A/RES/51/59, January 28, 1997. Since corruption specified as an international problem, the spirit and attitude of anti-corruption society continues. This is reflected in the "Declaration of 8<sup>th</sup> International Conference against Corruption" held in 11 September 1997, Lima, Peru; this declaration meeting was attended by society representatives from 93 countries. The Conference believes that combating corruption requires a synergistic cooperation between the community, business, and government, this is done in order to eradicate corruption in various levels of society today can be eliminated as soon as they should. Some other important decisions that generated in the declaration of the conference was that in all of the country administration must be performed transparently (open) and accountable; and also must be able to ensure the independence, integrity, and the depoliticization of the system of justice as a matter of the enforcement of law supremacy as the foundation from all effective efforts to eradicate corruption in every Country around the world today.

Many experts as well as economic and political observers, both from Indonesia and International society observe either through mass media or in other forums, stated that compared to corruption practices carried out in other countries, the phenomenon of corruption in Indonesia that occurred today is very worrying. The high rate of corruption in Indonesia makes Indonesian government has become a chronic disease which is difficult to cure. Corruption has become something that is systemic: it has become a system that integrates with the country administration and it is even said that government would fall if corruption is eradicated (Mustopadidjaja AR, 4: 2003). Administration which is built with corrupt government structure make that country has a corrupt structure and it will be extinct when the proficiency level of corruption is eliminated.

Open, clean, dignified, responsible, accountable, and trustworthy Government institutions are the hope of us all. However, the attempts to make it just always been an endless story, without any action, and the real effort from the government, and realize the expectation of the citizen. There are many factors that cause our expectations difficult to achieve, including the number of corruption practices, disobediences to the law which make its enforcement is very weak, the use of power that goes beyond the ordinary, poor mental control of the leaders, government officials and executive bureaucracy (Sjamsuddin, 2007:89).

Many people who saw and observed that the current practice of corruption prevalent in government institutions, this is because these institutions has the power to allocate financial or budgets, but the supervision and accountability was lack of control. Corruption in government departments occur because powerful authority that is not offset with strict supervision. And if absolute power has occurred, it shall apply the political adage "Power tends to corrupt, absolute

power tends to corrupt absolute" (in: Sjamsuddin, 2007:94). Various phenomena and the history of corruption in Indonesia indicate a strong link between corruption with the behavior of power and authority abuse of the bureaucracy which do many deviations.

### **Statement of the Problem**

Corruption, collusion and nepotism are society illness that has long existed. However, in recent years, their presence was increasingly worrying, especially in Indonesia; and bureaucracy is one of the factors in both the occurrence and the prevention of corrupt practices. So it leads to a question on how bureaucratic reform can eliminate those corrupt practices in Indonesia.

### **RESEARCH METHOD**

This research chooses a case study with some data collecting technique to accomplish the research objectives. The data is collected by revealing phenomena that become the research focus. It is because the research is using the triangulation technique. This triangulation technique is conducted by combining some data collecting techniques, such as: in-depth interview, questionnaire, secondary data analysis, website investigation, including consult with cooperation pioneer.

### **The Efforts of the Government in Combating Corruption**

One of the reasons for the lack of accountability and transparency in government bureaucracy is because of corruption, collusion and nepotism. History tells us that corruption is as old as man, and happened in the world which not as crowded as it is today. There is corruption everywhere, both large and small, both revealed and concealed, and whether made by high-rank officials or lower officers who were at the front line. (Sjamsuddin, 2007:94).

Efforts to eradicate corruption have already done more than 40 years since the old order until the reformation era has not shown the maximum results, and far from what we expected. The practice of corruption is a chronic disease which is a legacy of the New Order era, and has evolved into a neo-corruption during the transition period nowadays.

Since 1998, the eradication of corruption has been a major agenda in the reform movement; This is proven by the issuance of RI Law No. 28 Year 1999 on the Implementation of Clean and Free from Corruption Country, Law No. 31 Year 1999 on Eradication of Corruption Act, Law No. 20 of 2001 on the Amendment Law No. 31 Year 1999 on Eradication of Corruption Act, Law No. 25 of 2003 on the Amendment, Law No. 15 Year 2002 on Money Laundering, RI Regulation No. 71 Year 2000 on Procedures for the Implementation of Public Participation and

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Giving Award in the Prevention and Corruption Eradication, RI Regulation No. 109 Year 2000  
Financial Position of Regional Head and Vice Regional Head.

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At a People's Consultative Assembly in 1998 privilege session, provision No.XI/MPR/1998 about providing governance that is clean from Corruption, Collusion and Nepotism practices has been issued. The provision includes that efforts to eradicate corruption should be carried out strictly by consistently implementing the Corruption Eradication Act that has been determined. Implementation of anti-corruption, collusion and nepotism that has been unequivocally stipulated should be done, regardless of whether the perpetrator is a state official, former state officials, family, and his cronies, as well as private parties (conglomerates), even though former President, with due regard to the principles of presumption of innocence and Human Rights. Officials are required to swear an oath in accordance with his religion, and also must be willing to announce and examined the total amount of his wealth, both before and after serving the institution and his duties and functions are authorized by the head of the country are efforts to prevent corruption practices which growing so rapidly at these days.

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As the implementation of the Congress resolution, as well as the establishment of new laws, reforms on the Corruption Eradication Act No. 3 of 1971 are also made. The new Act established is the Law No. 28 Year 1999 on Implementation of Free from Corruption Country which was passed on May 18, 1999. This Act determines the conduct of the country obligation for (Mustopadidjaja, 6:2003):

- 1) take an oath or pledge according to his religion before taking office;
- 2) willing to be examined concerning his wealth; before, during, and after taking office;
- 3) report and announce his wealth before and after taking office;
- 4) do not conduct corruption;
- 5) carry out duties without distinction of tribe, religion, race and class;
- 6) carry out duties with full sense of responsibility and do not commit disgraceful deeds, and
- 7) willing to be a witness in corruption cases, as well as in other cases.

The legislation explained that country officials which clean from corruption, collusion and nepotism are they who always obey the general principles of the organization of the Country and free from Corruption, Collusion and Nepotism practices and other disgraceful act. These general principles include:

- 8  
1) The principle of legal certainty
- 8  
2) The principle of orderly the country implementation;
- 8  
3) The principle of the Public Interest;

- 4) The principle of openness;
- 5) The principle of proportionality;
- 6) The principle of professionalism, and
- 7) The principle of Accountability.

In order to realize the implementation of the country that is clean and free from corrupt practices, head of the country as the President establish an independent institution in combating corrupt practices, such as in the era of reformation, anti-corruption efforts initiated by BJ Habibie with issuing Law No. 28 Year 1999 on Country Implementation of Clean and Free from Corruption, Collusion and Nepotism following the establishment of new committees or agencies, such as the Government Officials Wealth Supervisory Commission – *Komisi Pengawas Kekayaan Pejabat Negara* (KPKPN), KPPU – Business Competition Supervisory Commission or the Ombudsman. The next president, Abdurrahman Wahid, formed the Joint Corruption Eradication Team – *Tim Gabungan Pemberantasan Tindak Pidana Korupsi* (TGPTPK) through Government Regulation No. 19 Year 2000. However, when team was on high spirit to eradicate corruption, through a judicial review of the Supreme Court, the Joint Corruption Eradication Team finally dissolved by the logic smashed it into Law No. 31 of 1999. Similar but not the same fate suffered by the Government Officials Wealth Supervisory, with the establishment of the Corruption Eradication Commission, the task of the Government Officials Wealth Supervisory Commission merged into the KPK (Corruption Eradication Committee) so it makes the Government Officials Wealth Supervisory disappear. This means that Corruption Eradication Committee is the latest anti-corruption agencies that still exist.

In addition, to strengthen the legal basis in eradicating corrupt practices, Act No. 3 of 1971 on the Eradication of Corruption replaced by Act No. 31 of 1999 on the Eradication of Corruption, which is then updated by Law Number 20 year 2001 on Amendment of the Law No. 31 year 1999 on Corruption Eradication. This Law no. 20 of 2001 clearly eager to eradicate corrupt practices which growing rapidly today, the law is more concern about the bribery elements and other offenses of bribery known as gratification where it is related to the position, obligations, and duties of a country official. This law explains that gratification is a giving in the broadest sense, in which includes providing money, goods (gifts), rebates (discounts), commissions, interest-free loans, travel tickets, facilities, accommodation, travel, tours, free medicines charge, and other facilities, using electronic means (transfer) or without electronic means (are received directly) done within the country or abroad.

The inclusion of gratification types which previously doubted by us, is now clear after the laws that govern it appears, which can be used as guidelines by understanding the kinds which



include gratification in it, because the gratification is an act of bribery and can be inspected at any time by government institutions that has been assigned to handle it.

A law Country, where there is law supremacy and the implementation of a clean government from corruption practices is a success indicator in carrying out the task of public administration and development in various fields that exist in a country. The meaning of the law supremacy is a law in a democratic set up, and can be used as a foundation for all administrators, so that the development can be run in accordance with what has been established previously. While a clean government is a government that is free from corruption and other disgraceful act (Mustopadidjaja, 8:2003).

The existence of law supremacy and a clean government where the proceedings were supported by public participation and social institution, it is done to have control of the tasks carried out by the general government, including the precious development that was settled, all of this is done in order to support the efforts of the government in bringing the bureaucracy reform that the realization of the characteristics of good governance includes in it. UNDP (United Nations Development program) formulates some of the characteristics of good governance (in *Public Administration Institution and Financial and Development Supervisory Agency*, 2000:7):

1. Participation, community involvement in decision-making, either directly or indirectly through representative institutions that can deliver their aspirations. The guarantee from the country for citizens to associate, freedom to express opinions and participates in determining and deciding public policy.
2. Rule of law, a fair legal framework and implemented indiscriminately. Every citizen is treated equally before the law with no exception. In any process of settlement of legal cases ranging from the inquiry, investigation and litigation of every citizen legal counsel, the country provides attorneys (lawyers) if citizens want a lawyer provided by the country because of the inability to pay.
3. Transparency, openness is built on freedom in getting information. Information relating to the public interest can be obtained directly by those in need. In law no.14 year 2008 on the transparency of public information already stated emphatically that in principle any public information is open and can be accessed by any user of public information, exempt public information is restricted and limited, any public information must be able to be obtained by each public information applicants quickly and on time, low cost and in simple way.
4. Responsiveness, public institutions must be fast and responsive in serving stakeholders.

5. Consensus orientation, oriented to the interests of the wider community.
6. Equity, every community has an equal opportunity to gain prosperity and justice.
7. Efficiency and Effectiveness, public resource management is done efficiently (efficient) and effective (effective).
8. Accountability, accountability to the public for any activities undertaken.
9. Strategic vision, government administrators and the citizen should have a far ahead vision.

Good governance leads to attempts to improve and enhance the management process of a government so that its performance will be better. The pattern and style of government must be immediately addressed and developed using the concept of good governance as defined by Stoker (1998:50) in the five propositions of good governance (good governance) as follows:

1. Governance refers to a complex set of institution and actors that are drawn from but also beyond government
2. Governance recognizes the blurring of boundaries and responsibilities for tackling social and economic issues
3. Governance identifies the power dependence involved in collective action
4. Governance is about autonomous self governing networks of actors
5. Governance recognizes the capacity to get thing done which does not rest on the power of government to command or used tools and techniques to steer and guide.

The characteristics of good governance which described by UNDP (United Nations Development program) while the five propositions of good governance delivered by Stoker, all these things were done to create and bring a government that is free from corruption, collusion, and nepotism which mostly done by government institutions, because Corrupt practices undertaken in the current government institutions is considered to be a dangerous disease in the government institutions.

Comprehensive discussion about misuse of power and authority in the form of corrupt practices has been done and the rule of law that has been as complete as described in the above description, but the execution by the government seems not serious. Despite many credible government institutions established to handle it, in this case the handling of criminal cases of corruption, collusion and nepotism, as the Supreme Audit Agency – *Badan Pemeriksa Keuangan* (BPK), Functional Supervision -- Financial and Development Supervisory Agency, Regional Supervisory Agency, Inspektorat --, Attached Supervision – *Pengawasan Melekat* (Waskat), Community Supervision – *Pengawasan Masyarakat* (Wamas), to the Corruption

Eradication Committee – *Komisi Pemberantasan Korupsi* (KPK), this was due to the lack of a common perception between law enforcement in understanding and implementing regulations, as well as the lack of stability in performing the functions by government institutions that have the duty to eradicating corruption.

Now the solution to solve the problems we are facing is available, with support from the community, public critical attitudes by revealing fraud or problems of related government institutions today has been successful, public are no longer afraid to reveal the depravity of authority and power abuse (Corrupt Practices) conducted by government institutions. The openness in implementing or running a government by the stakeholders cannot be delay any longer, because now the public are more concerned with the fair running of the government, has a high value of truth, and free from corrupt practices. Problems which once were only a rumor in society, now public dare to reveal the truth through the media, both print and electronic media. But the weakness of morality, discipline culture that is low, and legal compliance of the executive which still not good enough, and the law enforcers, and unfairly legal protection in its implementation, where the law could be diverted for the benefit of the rulers, or group (party), and are willing to pay to be free from the bondage of the law, then the bureaucratic reform will never happen, and dreams to become a good country in the implementation of good governance will only be a dream that will never happen.

### **Implementation of Bureaucratic Reform**

The crisis that hit Indonesia in 1997, evolved into a multi-dimensional crisis in 1998. This condition led to a strong demand from all levels of society against the government to reform the administration of the nation and country. Since then, important changes occurred that became the beginning of reformation in all areas in Indonesia, ranging from political, legal, economic, and bureaucratic, which better known as the first wave of reforms. These changes are based on the desires of most of the people of Indonesia to create a government that is truly democratic, and in order to accelerate the realization of welfare based on the values that have been set forth in the preamble of the 1945 Constitution.

The word reform is still a desire which is expected to be realized by most Indonesian people until now which is aimed at the realization of efficiency, effectiveness, and clean government. These reforms aimed at social change that includes the bureaucracy, in terms of the progressively change. In this sense, the changes directed at development (Susanto, 180). Khan (1981) defines reform as an attempt to fundamental change of a bureaucratic system that aims to change the structure, behavior, and the old existence or habits. Reform is a tool used to make a change in the system that existed before.

Meanwhile Bureaucracy is defined as the power or influence of the head and staff of government agencies. In a further understanding bureaucracies are government employees, who run and organize tasks prescribed by the constitution, to run the development program, public services, and the implementation of government policy, which is usually called a public officer (Rozi, 10:2006). In Indonesia is known as *Aparatur Pemerintah* – The Government Apparatus.

Government apparatus are the ones who believed and mandated by the country and the people to manage the government to improve the welfare of society. Thus, its effectiveness should be measured by the extent to which the government's ability to improve the welfare of its people, and the measurements are how high the level of service to society, whether in the areas of health, education and other (Gaspersz, 203:2002). Bureaucracy in the general sense is always interpreted as an official institution that performs the function of service to the needs and interests of the public. All forms of government efforts in issuing its policy product solely interpreted as a manifestation of the function of serving the people (Tjokrowinoto, 112:2001). One of the factors and actors that play an important role in realizing the implementation of Clean Government and good governance good governance is bureaucracy. By having such an important role in running the government related to policy management, and services to the public, the bureaucracy will be a determinant of efficiency and quality of service done to the community, also in the implementation of an effective and efficient government and development for the public interest.

The legal bases used for the performance of bureaucratic reform in Indonesia are:

- a. Constitution of the Republic of Indonesia Year 1945;
- b. Law Number 28 Year 1999 regarding government officials that is clean and free of corruption;
- c. Law Number 43 Year 1999 concerning Amendment to Law Number 8 of 1974 on the Principles of Human Resources;
- d. Law Number 17 of 2003 on state finances;
- e. Law No. 1 of 2004 on State Treasury;
- f. Law Number 15 of 2004 on State's Management and Financial Responsibility Inspection;
- g. Law No. 25 Year 2004 on National Development Planning System;
- h. Law Number 32 Year 2004 on Regional Government;
- i. Law No. 17 Year 2007 on National Long-Term Development Plan in 2005-2025;
- j. Law Number 39 Year 2008 concerning Country's Ministries;
- k. Law No. 25 of 2009 on Public Service;

- 13  
l. Presidential Regulation No. 7 of 2005 on the National Medium Term Development Plan for 2004-2009;
- m. Presidential Decree No. 84/P/2009 on the establishment of the United Indonesia Cabinet II period 2009-2014;
- 14  
n. Presidential Regulation No. 5 of 2010 on the National Medium Term Development Plan for 2010-2014;
- 6  
o. Presidential Decree No. 14 Year 2010 on the establishment of the National Bureaucracy Reform Steering Committee and the National Bureaucracy Reform Team.

The law established by Parliament and promulgated by the government and the public policies embodied in various laws and regulations that is developed in country implementing and development, will be able to effectively run by the government when there is a "healthy and strong bureaucracy", the "professional bureaucracy, neutral, open, democratic, independent, and have integrity and competence in carrying out their duties and responsibilities as public servants and civil servants, in the mission of the nation's struggle to realize the ideals and objectives of the country" (Mustopadidjaja, 9:2003).

Bureaucracy which has a position in the government will have the knowledge and information that is not owned by another party, so great the position and capabilities of the bureaucracy where they have access to technically create a policy; they also can gain strong support from the public, and the business world. Bureaucracy has an important role in formulating, implementing, and monitoring public policy, as well as evaluating the performance that has been implemented. The position owned by the bureaucracy is very central. It is possible that in political developments there is a hard attempt to draw bureaucracy is to be part in a specific party; by political parties bureaucracy will be utilized to achieve, maintain, and strengthen their power. When the bureaucracy has been entered in a particular political party, the bureaucracy would not be neutral because it is only oriented to the interests of the party, the mission to establish and maintain the quality, efficiency, and effectiveness of the neutrally and optimally service to public interest most likely will not be realized, because the bureaucracy has been turned into a political party interests. Changes in bureaucratic interests that was originally oriented to the public and turned into a party interests, more or less will have an impact of that change, the impact of changes in interest is likely will lead to corrupt practice and led to the loss of identity of the country bureaucracy in carrying out the mission that has been formulated previously.

This kind of pathology bureaucracy will benefit and always provide what is desired by the rulers. An alignment on a group of people or parties within the community led to bureaucracy

does not work neutrally, this led to bureaucracy works slowly, inaccurate, convoluted, tend to “money talks” motivation and certainly would not be efficient in providing service to the public, this is because the rulers is not from his party, although government officials are required to be neutral, and did not participate in the party system.

Thick patron – client pattern makes the characteristic of bureaucracy turn off the community initiatives and the quality of public services become inefficient because of the too hierarchical bureaucracy, so the decision always on top officials. These will also resulting in reduction of creativity, initiative and self-reliance attitude bureaucracy in providing services, so people feel that the service becomes slow and complicated. There is also a high cost of service in order to get the fast one. The client required to fulfill requirements that deliberately made to make it hard for the customers (Rozi, 127: 2006).

Reforms undertaken by Indonesia for more than 10 years since the multi-dimensional crisis in 1998 have been assessed as successful in laying the political foundation for democracy, it can be seen from changes in the system of state administration, the revitalization of high state institutions and elections conducted in order to establish a state government that is able to work well (good governance). In addition to successfully carry out the reform in the political field, reformation have also been able to bring the economy grew better and better, so that delivering Indonesia back into the ranks of Middle Income Countries (MICs). Therefore, Indonesia is seen as a country that managed to get through the crisis well.

However, this condition has not been able to raise Indonesia to par with other countries, both in Asia and in Southeast Asia. Many foreign institutions both private or public considers that the phenomenon of corruption in Indonesia is so severe compared to other countries, this is shown by the results of various surveys or research they have done before in various countries, like research results of Transparency International from 2007 to 2011, Indonesia has a Corruption Perception Index is 2.3 in 2007, 2.6 in 2008, 2.8 in 2009 and 2010, and 3.0 in 2011. This is not much different from the public sector integrity survey by the Corruption Eradication Committee in 2011, the survey results point to 6.31 points. Data from Political and Economic Risk Consultancy (PERC) also supports the results of other surveys. PERC in 2011 put Indonesia in the first rank as the most corrupt of 16 investment destination Asia-Pacific countries, with a score of 9.27 using Zero rating scale for country that clean from corruption (best), and 10 for countries that do a lot of corrupt practices (worst). The results of this study indicate that Indonesia is on the low-ranks, and belong to country with severe corruption levels. Based on the study of the integrity of Corruption Eradication Committee, map of corruption in Indonesia occurred in many sectors of government institutions that handle tax revenue, non-tax revenues, spending on goods and services, social assistance, taxation, and Public Fund

Allocation / Special Allocation Fund. / Deconcentration. Regardless of the various parameters that may be debated, the results of this study must be considered to anticipate the magnitude of the impact or consequence that will occur in the public sector.

There are several main problems related to bureaucracy, (Bureaucratic Reform Grand Design:19-20) there are:

a. Organization

Governmental organizations are not at its proper function and proper size (right sizing).

b. Legislations

Some of the legislation in the area of the state apparatus are still overlapping, inconsistent, vague, and open to multiple interpretations. In addition there is a conflict between the laws with each other, either which equal or the higher regulatory with regulations under, or between central regulation with local regulations. Besides, there is a lot of legislation that have not adapted to the changing dynamics of governance and public demands.

c. Human Resources Apparatus

HR Indonesian government apparatus now consists of 4,732,472 people (State Employment Agency data per May 2010). The main problem is the allocation of human resources of the government apparatus in terms of quantity, quality and distribution of civil servants according to territorial (regional) are not balanced, as well as the productivity of civil servants is low. Management of human resources has not been optimally implemented to enhance the professionalism, the performance of employees and organizations. In addition, civil servants payroll system is not based on the weight of the job/position obtained from the office evaluation. Base salary defined by class/rank not fully reflects the workloads and responsibilities. Performance benefits have not been fully linked to work performance, while retirement benefits not guarantee prosperity.

d. Authority

Deviations and abuse of authority are still exists in the process of governmental administration and performance accountability of government institutions that has not been steady.

e. Public Service

Public services have not been able to accommodate the interests of all segments of society and do not meet the basic rights of citizens/residents. Public service does not meet the expectations of middle-income nations which are getting ahead and the global competition become increasingly fierce.

f. Mind-Set and Culture-Set

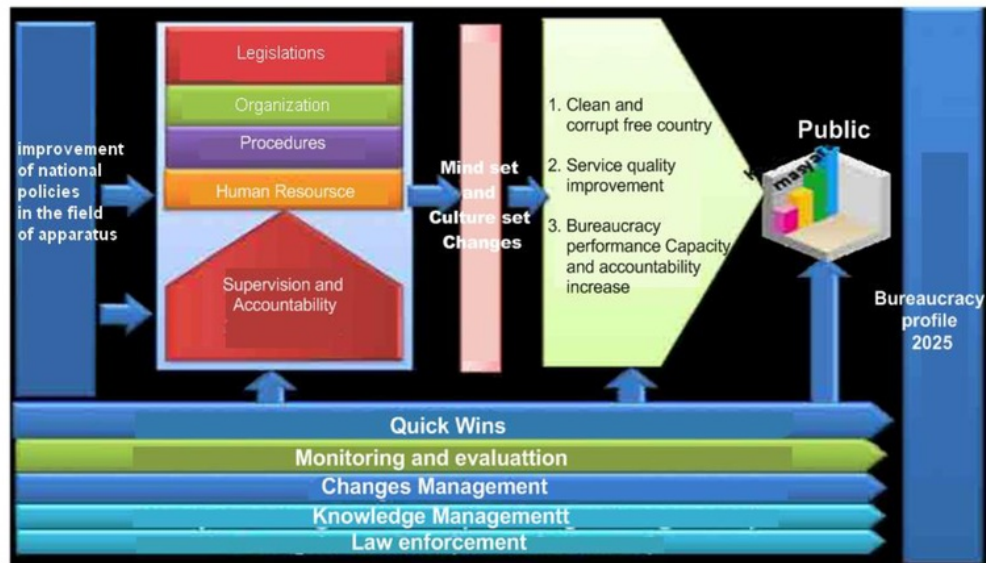
Bureaucrats' mind-set and culture-set not fully support the <sup>29</sup> efficient, effective and productive, and professional bureaucracy. Moreover bureaucrats have not really had the 'serve the public' mindset. Have not achieve a better performance (better performance), and do not have a results (outcomes) oriented.

Six main problems that have been formulated in the Grand design of bureaucratic reform became the main focus in the repair system of government. Bureaucracy in Indonesia basically designed to make a rational bureaucracy using structural-hierarchical approach (Weberian tradition). Until today Weberian approach used in arranging an institution that lasted for utilization of the state apparatus, where this approach confirms the importance of a rationalization for the bureaucracy in order to create <sup>5</sup> efficiency, effectiveness, and productivity through balanced hierarchical and horizontal division of labor, the balance of the <sup>5</sup> division of labor is measured using the ratio between the workload (volume) with the amount of available resources apparatus, accompanied by a formal working procedures and strict supervision. In its implementation the growth of bureaucracy in Indonesia is done vertically linear, means that "the policy direction and orders from the top down, and accountability running from the bottom up" as well as the "loyalty"; this thing led to cross-agency coordination which is generally done formally became difficult. Feudalistic culture is still influential in Indonesia; closed, centralized, and great arrogance of power, do not take criticism, hard to control; make it a fertile ground for the growth of corruption or neo-corruption. If the feudalistic attitude is still done a lot by the bureaucracy in Indonesia, then it would be difficult for Indonesia to achieve good governance and clean government.

Bureaucratic reform vision is "World Class Government realization". This vision became a reference in creating world-class government, professional government with high integrity that capable of organizing excellent service to the public and democratic governance management to be able to face the challenges of the 21st century through good governance in 2025. The achievement of this vision can be described in a mindset of bureaucracy reform achievement, as shown on figure on next page:



Figure 1. Mindset of Bureaucracy Reform In Indonesia



Source: Indonesia Bureaucratic Reform Grand Design

Completion of national apparatus field policy is expected to encourage the creation of institutions that fit the needs of the implementation of the duties and functions of each K/L and Local Government, governance management and effective human resource management apparatus, as well as oversight and accountability system that is able to create a government of great integrity. Implementation of these things in each K/L and the Government will encourage changes in mind set and culture set in any bureaucrats towards a more professional, productive, and accountable culture.

The changes made are expected to have an impact on the decline in a lot of corrupt practices that is going on at this time, better performance of budget execution, increasing the development programs for the public, the increasing the quality of public service management and policy, increased personnel productivity, increased employee welfare, and fruits of development actually can be perceived throughout society.

This work is done in stages and will continue to improve its implementation; this is done so that the public trust given to the government also increased, and become a bureaucratic profile which implementation is expected. This condition can be achieved by various efforts, such as the implementation of quick wins program – an initiative measure which easily and quickly accomplished that started a great and hard program. Quick wins are used to obtain an initial positive momentum and increase institutions confidence to make a serious change, because a hard change is the core of a big program completion. Quick wins conducted at the

beginning and can be used for structuring the organization, governance, legislation, human resource personnel, oversight, accountability, public services, and arrangement of work culture apparatus. Furthermore, the implementation of bureaucratic reform should be accompanied by monitoring and evaluating where its implementation is done periodically and institutionalized. Monitoring and evaluation activities aimed to prevent fraud and make corrections if there was an error/deviation in the direction of bureaucratic reforms.

Bureaucratic reform has several missions that have been formulated in the following accomplishments (Grand Design Reforms: 26):

- a. forming/refining the legislation in order to achieve good governance;
- b. undertake the arrangement and the strengthening of organization, management, human resource apparatus management, supervision, accountability, public services quality, mind set and culture sets;
- c. develop effective control mechanism;
- d. managing an administrative disputes effectively and efficiently.

The purpose of the implementation of the bureaucratic reform is to create a professional bureaucracy with adaptive characteristics, integrity, high performing, clean and free of corruption, able to serve the public, neutral, prosperous, dedicated, and uphold the basic values and ethics of the state apparatus. Some areas are expected to change in a bureaucratic reform that covers all aspects of management of government, can be seen on the table below:

Table 1: The Area and The Expected Changes

Area	The Expected Results
Organization	Proper organization with the right function and size (right sizing)
Procedures	Systems, processes and procedures which are clear, effective, efficient, scalable and in accordance with the principles of good governance
Legislation	Regulations which more orderly, non-overlapping and conducive
Human Resources Apparatus	HR apparatus with integrity, neutral, competent, capable, professional, high performing and well-being
Supervision	the increasing implementation of clean and corruption-free government
Accountability	the increasing capacity and performance accountability bureaucracy
Public Service	Excellent service according to the needs and expectations of the public
Mind set and Culture set Aparatus	bureaucracy with integrity and high performance

Source: Indonesia Bureaucratic Reform Grand Design

Expected changes in the bureaucratic reforms require ideal principles in its implementation, these principles are (Bureaucratic Reform Grand Design: 28):

a. outcomes oriented

All of the programs and activities undertaken in relation with the reform of the bureaucracy should be able to achieve the results (outcomes) which lead to improvements in institutional quality, the regulation, legislation, human resource management apparatus, supervision, accountability, public services quality, change of mind set and culture sets apparatus. This condition is expected to increase public trust government and bring Indonesia into the world-class government.

b. measurable

Implementation of bureaucratic reform oriented outcomes designed to be done in a measured and clear goals and accomplishments duration.

c. efficient

Bureaucratic reforms designed with outcomes oriented should consider the utilization of existing resources efficiently and professionally.

d. Effective

Reform of the bureaucracy must be effectively implemented in accordance with the target achievement of bureaucratic reform.

e. realistic

Outputs and outcomes from the implementation of activities and programs are determined realistically and can be achieved optimally.

f. consistent

Bureaucratic reform should be implemented consistently from time to time, and cover all levels of government, including the individual employee.

g. synergy

Implementation of programs and activities carried out in synergy. One stage of activities should give a positive impact on other stages, one program have a positive impact on other programs. Every government institutions activities should pay attention to the connections with the activities carried out by other government institutions, and should avoid any overlap between the activities in each institutions.

h. innovative

Bureaucratic reform provide a broad space for the K/L and local governments to undertake innovations in governance, exchange of knowledge and best practices to produce better performance.

i. obedience

Bureaucratic reform should be carried out in accordance with legislation.

j. monitored

Implementation of bureaucratic reform should be monitored to ensure that all stages are passed well, the target is achieved in accordance with the plan, and the deviation can be seen immediately and can be repaired.

The principles of the bureaucratic reform will run well if the public involved in the implementation of the reform of the bureaucracy, not only the bureaucracy but also the people support the bureaucratic reform program, it is to create Clean Government, and Good Government in a government bureaucracy, not only at street level bureaucracy that need to be reform, but also the bureaucracy at the top level. There should be a thorough institutional reform at all levels of the bureaucracy, in order to create a clean bureaucracy and free from the elements of corruption that is happened a lot both in the government and society nowadays.

To measure the success of bureaucratic reforms, through the achievement of key performance indicators, as noted in the following table:

Table 2: key performance indicators

Target	Indicator		Base Line (2009)	Target (2014)
establishment of a corruption-free government	IPK (GPA) *)		2.8	5.0
	Supreme Audit Agency opinion	Regional	42.17%	100%
		Central	2.73%	60%
Realization of improving the quality of public services	Public Service	Regional	6.64	8.0
	Integrity	Central	6.46	8.0
	ease of doing business ranking		122	75
capacity and performance	Government Effectiveness Index (**)		- 0.29	0.5
accountability bureaucracy increase	Accountable Governmental institution		24%	80%

\*) 0 – 10 scale    \*\*) 2.5 – 2.5 scale

Source: Adapted from National Medium-Term Development Plan 2010-2014

In 2025, the achievement of the above goals in phases is expected to generate high quality governance. The better the quality of governance, the better the development outcome, which indicated by:

- a. no corruption;
- b. no violations;
- c. Good national and regional budgets;
- d. all programs finished well;
- e. all licenses completed quickly and precisely;
- f. Good communication with the public;
- g. effective and productive working hour;
- h. application of rewards and punishments in a consistent and sustainable manner;
- i. tangible development outcomes (pro-growth, pro-jobs and pro-poverty reduction; which meant: create more jobs, reduce poverty, and improve people's welfare).

In creating clean governance and functional performance of the bureaucracy in this country, then some of the following ideas should be considered as part of the package Bureaucratic Reform (syamsiar, 2007:48):

1. Doing debureaucratization politics. The political process involves decision making should be moved into the public arena and be transparent. As well as to prevent the occurrence of corruption, collusion, nepotism and monopoly.
2. Privatization in a number of affairs. Some of the business of public life that had been controlled by the bureaucracy needs to be transferred to private management to be more efficient and professional.
3. Implement regional autonomy in the real sense, not just administrative but also political autonomy with the authority attached to them (decentralized)
4. Rationalizing the bureaucracy in all its aspects considered necessary, so that the bureaucracy becomes more agile and efficient;
5. Include the public as a force control in the process of bureaucratic work. It is both a reflection of the bureaucracy and its officials are public servants, not just state servants.
6. Bureaucracy ethics need to be defined as guidelines for the benefit of officials.

It is time for the government to think more deeply to embody it in a reality; bureaucracy is not to be used as a political tool for the benefit of the ruling party at the time, so that it can increase the role and functions of the bureaucracy as an institution that really belongs to the public. It can be created if the government has clean and respectable political will.

We have great expectations to achieve bureaucratic reform in Indonesia running properly, this is because a lot of people think bad about bureaucracy that is identical to corrupt practices which already unstoppable. This is proven with the high number of corruption committed by the central government to the local level, but the implementation of law enforcement is still weak. Legal

certainty is uncertain in its application; selective logging is still there, law is just like a blade "dull as above, so sharp as to the bottom", meaning that law is very soft when it has to deal with officials and bureaucrats, but so firm and sharp when dealing with common people. The success of bureaucratic reform program cannot be separated from the role of all levels of society who took part in carrying out the above program.

## CONCLUSION

Government bureaucracy should be managed according to the principles of good and professional governance. Bureaucracy should be entirely devoted to the interests of the people and work to provide excellent service, transparent, accountable and free from corruption, collusion and nepotism. This is the spirit that underlies the implementation of the government bureaucracy reform in Indonesia.

Implementation of the reform of the government bureaucracy should be able to encourage an improvement to happen and increased the government bureaucracy performance, both in central and local levels. The performance will be increase if there is a strong motivation as a whole, both at central and regional levels. Motivation will appear if any program/activities undertaken to produce output, value added, outcomes and benefits which are better from year to year, accompanied by a system of rewards and punishments which consistently and sustainably implemented.

Apparatus should be aware that the bureaucracy reform would transform the government bureaucracy into a powerful bureaucracy and world-class governance, which capable in providing public facilities and services that is excellent and free of corrupt practices. Therefore, bureaucratic reform should be carried out in earnest, consistent, institutionalized, phased, and sustainable. Thus, it is expected that bureaucracy that can encourage and accelerate the success of development in various fields would established. Economic activity will increase and economic growth will drive higher in aggregate. With the extensive of economic activity, greater revenues to fund sustainability bureaucratic reform and development in other broader areas will be available.

This article is the first step in doing a research, in order to see the achievement of bureaucracy reform that have been implemented in Indonesia, in overcoming the problems of corruption, collusion, and nepotism often undertaken by the current government officials, by looking at the data from several cases discovered by the Corruption Eradication Commission in Indonesia (KPK). Research to be conducted it also focused on how the Indonesian government can be clean from corruption, collusion, and nepotism practices in accordance to the ideals of Indonesian Nation.

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