

Qualitative Analysis: Evaluation of Bureaucracy Reform Program (Case Study at the State Personnel Agency)

Ramli Effendi Idris Naibaho*

Doctoral Degree Student of Human Resource Management, University of Negeri Jakarta (UNJ), Indonesia

***Corresponding author**
Ramli Effendi Idris Naibaho

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Abstract: This research is to evaluate the bureaucracy reform program at State Personnel Agency. The evaluation focused on five stages, namely design, installation, process, product and benefit. Qualitative approach used in this research with using discrepancy evaluation model design. Data collecting with in-depth interview, observation and documentation study. Interview conducted with administrator and official of State Personnel Agency as a key informant. Data analyzed quantitatively through data reduction, data display, and conclusion drawing. The evaluation results toward the bureaucratic reform program at State Personnel Agency shows: (1) the program has been well defined which is indicated by an explanation of the urgency aspect, has clear goals and objectives, and equipped with key success indicator for measures program success, (2) the program has been well designed including the formulation of implementation guidelines, resource preparation, work programs, and evaluation and monitoring, (3) implementation of eight areas of changes which cover organizational structuring, structuring of governance management system, structuring of human resources management system, harmonization of legislation, strengthening of supervision, strengthening of performance accountability, public services, mindset and work culture is good. Although generally good, but has not shown the ideal conditions if associated with position of State Personnel Agency as a pioneer and role model for the ministries or other institutions in the implementation of bureaucratic reform program, (4) the implementation of the bureaucratic reform program has given positive results in the improvement of the quality of clean bureaucracy and free of corruption, collusion and nepotism, the quality of public services, and the capacity and performance accountability, and (5) the implementation of bureaucratic reform programs can provide positive benefits in improving bureaucratic governance, enhance the positive image and improve the apparatus job performance. Therefore, State Personnel Agency needed to improve the implementation of bureaucracy reform program continuously in order to achieve the optimal results.

Keywords: Program evaluation, and bureaucracy reform, discrepancy evaluation model.

INTRODUCTION

Bureaucracy has a very strategic role in running the wheels of government that must continue to be built quality. It is proposed by Alrasyid [1] that bureaucracy has a very significant position and functions in governance, and cannot be replaced by other institutions. The bureaucracy concerns not only the bureaucrats but will be closely related to the organization and management of governance. The role of bureaucracy in government is to perform an entrepreneurial function, a function that inspires government officials to innovate non-routinely, by activating potential sources, and creating optimal resource mix in achieving government objectives. It further disclosed that bureaucracy in Indonesia both at the central level and at the regional level, as long as the New Order often get the spotlight and sharp criticism

because its behavior is not in accordance with the duties as the servant of the community. Therefore, if people talk about bureaucracy it always connotes negatively. Bureaucracy is always associated slowly, convoluted, obstructing progress, tend to pay attention to procedures rather than substance, and inefficiently. Conditions like this make the government does not run effectively in carrying out its functions to serve the community.

The current state of bureaucracy has not changed much compared to the previous era. One of the indications is that there is still widespread corruption in various government bureaucracy agencies. Corruption is no longer happening to the institutions in charge of collecting state funds such as taxes, but also has penetrated to the House of Representatives (DPR), the Institute of Justice, even the Ministry of Religious

Affairs of the Republic of Indonesia. By 2015, Indonesia's Corruption Perception Index (CPI) score is 36 on a scale of 0 - 100 and ranks 88 out of 168 countries. This score shows that Indonesia is still perceived as a corrupt country. The Indonesian CPI score is measured by the effectiveness of corruption prevention and eradication, Transparency International Indonesia [2]. Findings Global Corruption Barometer 2013 (GCB 2013) places parliaments and political parties as corrupt institutions in people's perceptions and experiences. Parliament was ranked second most corrupt (after Police) of 12 public institutions assessed. While the political party is ranked 4th most corrupt.

Public services in Indonesia to date still have many problems. Based on a report released by the Ombudsman of the Republic of Indonesia (ORI), throughout 2013 received a total of 4,359 reports from the public regarding the deviation of public services. The report increased 97.33 percent compared to the report in 2012, which is 2,209 reports. In 2011, there were 1,867 community reports received by ORI or increased by 2012 to 2,209 reports, www.kompas.com [3]. Meanwhile, in a survey conducted by ORI in 2012, it was concluded that public services in 18 ministries surveyed were still poor. In the survey, there were nine variables highlighted, ie service standards, service announcements, public information systems, human resources, complaint units, special services, vision and mission, ISO 9001: 2008, and attributes, <http://www.pattio.org> [4]. Under such conditions, it is not surprising that based on a public service survey conducted by the World Bank, in 2011 Indonesia ranks 129th in terms of public services.

The weakness of public services in Indonesia is also reflected in the results of the 2013 Public Integrity Sector Survey released by the Corruption Eradication Commission (KPK). The Integrity Survey was conducted on 85 agencies consisting of 20 central agencies, 5 vertical agencies, and 60 local government agencies. The goal is to provide an assessment of the integrity of services provided by government agencies to the public. The assessment results are a reflection of how the community as a service user provides an assessment based on the service user experience in administering the services at the agency. The survey results show the average value of the National Integrity Index is 6.80, with details of the integrity of central agencies 7.37, vertical agencies 6.71 and local governments 6.82, <http://www.kpk.go.id> [5]. These conditions further reinforce that the bureaucracy reform that has been implemented has not given satisfactory results.

The state of bureaucracy that so far has not fulfilled public expectations then requires a serious effort to improve it. One of the important efforts that must be done to respond to the above problems is by

doing reform. Reform is a non-negotiable requirement to create a better nation condition. Departing from this thinking also, the Indonesian nation also carried out reforms that began in 1998 and marked the end of the New Order. Reform aimed at building and re-arranges the nation of Indonesia to a better condition, among others, marked with a just state, capable of prospering the people, and a dignified nation.

Reforms should be conducted with reference to several important reasons that continue to this day, including: (1) overlapping laws and regulations in the field of state apparatuses that are inconsistent with current conditions; (2) the mind-set and culture-set of bureaucracy have not fully supported professional bureaucracy; (3) the practice of human resource management (HR) has not been optimal in improving professionalism; (4) the distribution of Civil Servants (PNS) is uneven and proportionally geographically; (5) functions and authorities between government agencies overlap, collide, too large; (6) the internal control system has not been able to act as a quality assurance; (7) Corruption, Collusion and Nepotism (KKN) are still high in all sectors; (8) the quality of public services still does not meet public expectations; and (9) monitoring, evaluation, and assessment systems have not been well established, BKKBN [6]. Such problems are clearly an inhibiting factor in realizing an effective and efficient government bureaucracy. Therefore, there must be willingness and a concrete step to make a change towards the ideal bureaucracy.

In response to various demands for reform, especially bureaucratic reform, the government issued Presidential Regulation No. 81/2010 on the Grand Design of Bureaucratic Reform. The regulation is followed up by the Regulation of the State Minister of Administrative Reform and Bureaucratic Reform of the Republic of Indonesia Number 20 of 2010 on Road Map Bureaucratic Reform 2010-2014. Initially, the area of bureaucracy reform change only covers three things, namely institutional, business process, and apparatus human resources management. Subsequently developed into 8 areas of change as stated in the Presidential Regulation of the Republic of Indonesia no. 81/2010 About the Grand Design of Bureaucratic Reform 2010-2025, which includes organizational structuring, management arrangement, structuring human resources management system apparatus, harmonization of legislation, supervision, accountability of public services, mindset (culture set) set). The implementation of bureaucratic reform is determined based on the Bureaucratic Reform Road Map, which is the operational Grand Design of Bureaucratic Reform, which is organized and conducted every 5 (five) years and is a detailed plan of bureaucracy reformation from one stage to the next for five years.

With reference to the above description, it is deemed necessary to conduct a more in-depth evaluation of the implementation of bureaucratic reforms in which has been running in the BKN. Therefore, in writing this dissertation, researchers are interested to take the title of research: Evaluation of Bureaucracy Reform Implementation Program at State Personnel Board.

Based on the above sub-focus, the problems in this study can be formulated as follows.

- How to design a bureaucratic reform program at the State Personnel Board?
- How is the installation of a bureaucratic reform program at the State Personnel Board?
- How is the implementation of the bureaucratic reform program at the State Personnel Board?
- What is the product or performance of the bureaucracy reform program at the State Personnel Board?
- What is the benefit of the bureaucratic reform program at the State Personnel Board?

LITERATURE REVIEWS

Evaluasi Program

To obtain a comprehensive explanation of the concept of program evaluation, it is necessary to first be reviewed separately on the meaning of evaluation and program. Related to evaluation, this concept is a term often found especially in academic circles, which refers to systematic efforts to know the success or failure of a program, activity, policy or other matters. Evaluation relates to a systematic effort to determine the quality or value of a thing. This is as revealed by Scriven cited Davidson, "Professional evaluation is defined as the systematic determination of the quality or value of something, Davidson [7]." It further discloses that things that can be evaluated systematically such as projects, programs, organizations, personnel or performance, policies or strategies, products or services, processes or systems, proposals, contract offerings, or job applications. An understanding of the evaluation disclosed by Scriven suggests that evaluation is characterized by systematic action to determine a value. Values and qualities are often used interchangeably with merit and worth, "merit is the intrinsic value of something; "Merit refers to the intrinsic value of something, while worth represents the value of a thing for the individual, the organization, the institution or the collective.

There are several important aspects that need to be underlined over the concept of evaluation disclosed by Scriven above. First, the evaluation shows a systematic effort or activity. This means that evaluation requires structured and planned steps that are certainly based on scientific steps and approaches. Second, the systematic step is used to determine a value of an object being evaluated. Thus, from an evaluation will be able

to know the value of an object, which can then be expressed in qualitative terms such as good or bad, and so forth.

Understanding the evaluation that has to do with the value proposed Vedung, especially related to the program or government policy, namely: evaluation is careful restropective assessment of the merit, worth, and value of administration, output, and outcome of government interventions, which is intended to play a role in future, practical action situations. Vedung [8] According to this explanation, evaluation means a careful restrospective assessment of the appropriateness, price, and value of administration, output, the outcome of government intervention, aimed at playing a role in the future. In that sense, among others, contained the basic elements that the program is done carefully. This implies that evaluation must meet some minimum standards of quality, such as systematic data collection and meticulous implementation of benefit criteria and performance standards. In such a way, the value or benefits resulting from the evaluation process will be more precise or in accordance with the actual conditions.

Another definition explains that evaluation essentially compares the existing conditions with predetermined standards. This is as Stake discloses, "evaluation is the comparison of the conditions or performance of something to one or more standards; "Robert [9] Referring to this understanding, evaluation means comparing the conditions or performance of things to one or more standards. This suggests that one evaluation is characterized by an attempt to compare between current conditions and established standards. Associated with the definition, Stake describes the standards to be used as criteria in conducting the evaluation as follows.

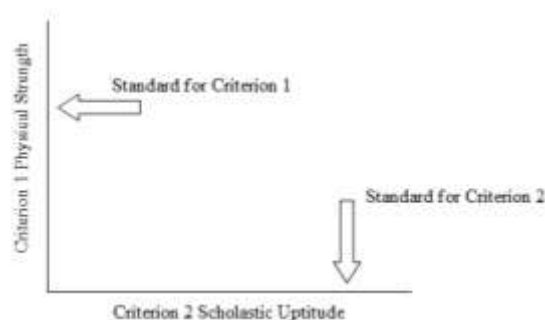


Fig-1: Standards for Criteria

Source: Robert E. Stake, Standards-Based & Responsive Evaluation (London: SAGE Publications, 2004), p. 5

Theory of evaluation according to Coryn *et al.* contains at least two important insights relating to the role of evaluation as described below. *Two roles of evaluation theories:* (a) Evaluation theories describe

and prescribe what evaluators do or should do when conducting evaluations; (b) They specify such things as purpose, users, and use. Additionally, they identify who participates in the evaluation process and to what extent, general activities or strategies, method, choices, and roles and responsibilities of the evaluator, among others, Coryn *et al.* [10].

Program evaluation in its implementation refers to a specific framework. Holden and Zimmerman show at least six steps contained in the program evaluation framework as shown in Figure 2.

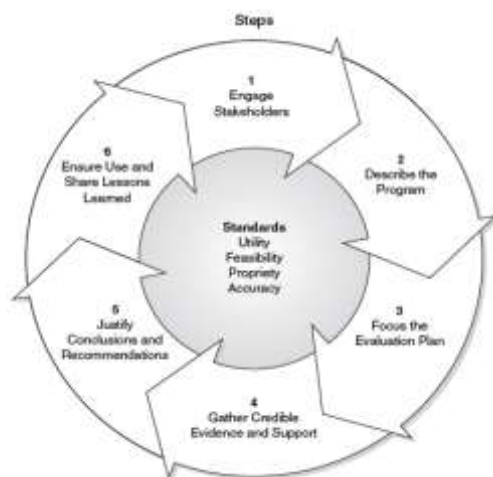


Fig-2: Program Evaluation Framework

Source: Debra J. Holden dan Marc A. Zimmerman, A Practical Guide To Program Evaluation Planning: Theory and Case Examples (California: SAGE Publications, Inc., 2009), p. 8.

Referring to Fig-2, then:

- The first step in the program evaluation framework involves stakeholders or stakeholders related to the program (engage stakeholders).
- The second step is to explain the program (describe the program) to the stakeholders so as to have an understanding of the program to be evaluated.
- The third step is to focus on the evaluation plan (focus the evaluation plan), which is of course intended to give clear direction to the purpose of program evaluation so as not to deviate from the intended purpose.
- The fourth step is to collect credible evidence and support, which is used to perform the analysis and evaluation base so as to obtain accurate and valid information to make an assessment.
- The fifth step is to provide conclusions and recommendations, which are intended to provide a brief overview of the program being evaluated and to determine the subsequent action on the program being evaluated.
- The final step is to ensure the use and sharing of lessons learned on the evaluation of the program (so sure use and share lessons learned), so the

evaluation of the program not only stops at conclusions and suggestions, but the benefits taken from the evaluation have been done, Holden [11].

Bureaucratic Reform

In the context of state life, bureaucracy is absolutely necessary for the agreed rules of the game between the ruled (people) and the ruling (government), can carry it out to achieve the goals of the state. According to Farazmand, bureaucracy is one of the oldest government institutions in history. Bureaucracy and administration are as old as human civilization, and have a close relationship between civilization and administration. The bureaucracy is rooted in the ancient world, as seen in the great empires of Persia, China and Rome, Farazmand *et al.* [12]. Thus, bureaucracy is a very classical concept and has been practiced by people living in ancient civilizations or thousands of years ago.

Bureaucracy is a concept in sociology and political science that refers to the way in which administrative and law enforcement is administered socially (bureaucracy is a concept in sociology and political science referring to the way that the administrative execution and enforcement of legal rules are socially organized) . It further discloses that the key points of the bureaucratic concept are: (1) good definition of labor administration among persons and officials, (2) personnel systems with consistent patterns in recruitment and stable linear career, (3) hierarchy among offices, such as authority and status distributed differently between actors, and (4) formal and informal networks linking organizational actors to one another through information flow and cooperation patterns, Trikha [13].

It must be realized that changes or reforms within the organization are not always supported by all members of the organization, but there is often resistance. There are several factors that encourage a person to reject, among others: (1) substance of work in the job, such as a necessary skill change, (2) weakening economic security or job transfer that can threaten the employee, (3) psychological threat, either by perception as well as actual conditions, (4) social order disorder resulting from new order, and (5) lowered status due to redefinition of authority relationships, Dawson [14].

While the Eccles quoted by Dawson indicate 13 causes that may cause members of the organization to resist resistance to change, namely: (1) failure to understand the problem, (2) unsolicited solutions for preferring alternatives, (3) the feeling that the proposed solution is not working, (4) changes cause unacceptable personal costs, (5) insufficient rewards, (6) concerns that new solutions cannot cope, (7) threats of change undermine existing social order, (8) sources of influence and control (9) rejection of new values and practices, (10) low willingness to change, (11)

management motivation for change is considered suspicious, (12) other interests are more appreciated than newly proposed, and (13) changes will reducing power and career opportunities. Dawson [15].

Bureaucracy Reform Program at State Personnel Board (BKN)

The bureaucracy reform program in Indonesia has its own legal umbrella to serve as the reference of implementation, especially referring to Presidential Regulation No. 81/2010 on the Grand Design of Bureaucratic Reform 2010-2025 and the Regulation of the Minister of State Apparatus Empowerment and Bureaucracy Reform Number 20 Year 2010 on Road Bureaucracy Reform Map 2010 - 2014.

Both of these regulations become the reference in implementing and developing the reform program at every Ministry / Institution and Local Government. In the annex explanation *Perpres* RI Number 81 Year 2010 About Grand Design Bureaucracy Reform 2010-2025 explained that bureaucracy reform means as a big change in paradigm and governance of Indonesia. In addition, bureaucratic reform also means as a big gamble for the nation of Indonesia in facing the challenges of the 21st century.

The birth of the idea of bureaucratic reform in Indonesia cannot be separated from the economic crisis of 1997, which in 1998 has developed into a multidimensional crisis. These conditions resulted in strong demands from all walks of life to the government for immediate reforms to organize the life of nation and state. Since then, there have been significant changes that have been the cornerstones of the reform era in politics, law, economics and bureaucracy, known as the first wave of reform. The change is based on the desire of most people to realize democratic government and accelerate the realization of people's welfare based on the basic values as stated in the Preamble of the 1945 Constitution.

In addition to the fundamental issues mentioned above, according to Asmawi there are at least eight important reform reasons to be done in Indonesia. The eight reasons are as follows.

- The strategic role of the bureaucracy in realizing the vision and mission of the nation, protecting the nation and the homeland, promoting the general welfare and the intellectual life of the nation and participating in maintaining the world order.
- The multi-dimensional crisis began during the New Order, its peak in 1997 and still prolonged, including the moral crisis. This is because Indonesia is the slowest out of the crisis.
- The ranking of Indonesia's top Corruption Perceptions Index (IPK) in Asia.
- The Millennium Development Goals (UN Declaration No. 55/2000) where each UN member

country should reduce the poor and unemployed by 50% by the end of 2015.

- The still high number of poor and open unemployment.
- The existing bureaucracy has not been instrumental in increasing investment.
- The strategic role of the bureaucracy in realizing the vision and mission of the nation (protecting the nation and the homeland, promoting the general welfare and intellectual life of the nation and participate in maintaining the order of the world).
- The implementation of bureaucracy reform has not yet fulfilled the demands of society, has not been planned systemically, comprehensively and long-term duration. Each replacement Government policy of bureaucratic reform started from the beginning again, Rewansyah [16].

RESEARCH METHODE

This research uses qualitative approach with descriptive method. The research design using the evaluation of the program and the evaluation model chosen is the discrepancy evaluation model, which is to compare the criteria with the performance of program implementation. Data collection using in-depth interviews, observation and documentation studies. In-depth interviews were conducted with key informants and officials at the BKN. Data analysis is done qualitatively through data reduction stage, data presentation, and conclusion. Data processing uses coding and data validity with source triangulation.

RESULT AND DISCUSSION

Evaluation of the bureaucratic reform program at BKN for each stage shows the following result:

Design of BKN Reform Program

The formulation of bureaucratic reform program has been well defined which is indicated by the explanation of the urgency aspect, has clear goals and objectives, and is equipped with a measure of success for evaluation of program success. The underlying urgency is mainly the problem of collusion, corruption and nepotism (KKN) that has not been resolved properly, the low accountability of state financial management, the low quality of public services, the lack of ease in conducting business or business because of licensing practices, capacity and accountability conditions the performance of the bureaucracy is still low. The main objective of bureaucracy reform is mainly to create a professional government bureaucracy with adaptive, integrity, high performance, clean and KKN-free character, able to serve the public, neutral, prosperous, dedicated, and uphold the basic values and ethical code of the state apparatus. The objectives are to combat corruption, increase public services, and improve the performance of government bureaucracy. BKN also has a declared

success measure such as Corruption Perceptions Index (IPK), BPK opinion, integrity of public services, and ease of business, government effectiveness, and government agency accountability.

Installation of BKN Reform Program

The bureaucratic reform program at BKN has been well designed, including the formulation of implementation guidelines, resource preparation, programming, evaluation and monitoring. In the planning stage have been prepared implementation guidelines as a reference to implement the bureaucratic reform program. In the program planning has also been prepared adequate resources include human resources, budget and facilities. A number of work programs are also prepared to implement bureaucracy reform program in BKN, covering organizational structuring, governance arrangement of government management system, structuring of human resource management system, harmonization of legislation, strengthening of supervision, performance accountability, public service, and mindset and the work culture of the apparatus. Monitoring and evaluation also prepared its approach with observation and desk monitoring.

Implementation of BKN Reform Program

The results of the evaluation on the implementation of the bureaucratic reform program in each change area are as follows:

First, the arrangement of the organization is done well by BKN by seeking the accuracy of function and size that is through the workload analysis activities, making job descriptions, and making job map. Things that still need to be the attention of the structure-saving and rich functions with a more sloping organizational structure in the form of matrix and the suitability of the number of employees in each work unit, competence, and also employee loyalty. BKN also strengthens institutional capacity by strengthening teamwork, coordination, development of efficient organizational structure, institutionalization of work culture, budget capacity building, capacity building of facilities and infrastructure, and implementation of standard operating procedures in governance, although in practice it is felt less to the work unit bottom and has not been done continuously.

Second, the management of governance system management has been done well by optimizing the use of information technology and effectiveness and efficiency of government management. The use of information technology is shown by the use of the website to manage and convey information to the public, such as e-procurement, SAPK, delivery, e-PUPNS, Human Resource Management Information System (SIMPEG), e-catalog, e-purchasing, application SiRUP. Effectiveness and efficiency of government management is implemented by applying management

principles that include planning, leadership, supervision, and evaluation. Planning is done by reorganizing and developing Strategic Plan, leadership with participative approach and serving, preventive and repressive supervision and utilizing information technology and electronic device, and evaluation is done by studying and changing the organizational structure in accordance with organizational structure and working procedures, conducting job evaluation, evaluation SOPs, and evaluation of personnel regulations. However, there is still a lack of monitoring of the implementation of SOPs up to the bottom and not sustainable.

Third, the structuring of human resource management system has been done well enough covering selection and recruitment activities, employee development, career development, performance appraisal, and reward system. Selection and recruitment process refers to needs, done transparently and objectively, and assigns new employees in the right position. Employee development with training on a scale, rotation of positions, and providing educational scholarships. Career development arrangement is done by career mapping, job rotation and regeneration, providing career guidance, and supported by transparent promotion. Performance appraisal in BKN has been implemented objectively, providing feedback, and using clear performance indicators. The reward system refers to internal and external justice done with job grading, based on employee performance, and attendance rate. Aspects that are still felt less is the evaluation of the test exam whether it is appropriate or appropriate with the place of duty and internal reward system is still not measured based on individual performance based on SKP.

Fourth, BKN has made various efforts to harmonize the legislation, so as to create a regulation legislation that is orderly, non-overlapping and conducive. Ordering conducted with regular evaluation of legislation in accordance with the dynamics and demands of the community, make the system of controlling the preparation of legislation involving relevant agencies, and conduct Regulatory Impact Assessment (RIA).

Fifth, the strengthening of supervision in BKN is done by applying internal control and optimizing the role of government internal control apparatus. Internal supervision by establishing supervisory cooperation with other institutions such as BPKP, BPK, *Kemenpan & RB*, KPK, Ombudsman, LSN, and Police. The internalization of internal government supervision is done by trying to utilize the internal control apparatus to improve the obedience in the execution of task and function by conducting periodic monitoring, consistent in implementing regulations, setting ISO quality service

standards, and making SOPs reviewed periodically. In order to ensure the implementation of the procurement of goods and services in accordance with the established principles, e-procurement, e-traveling, e-catalog, e-purchasing, and SiRUP applications are also supported by the establishment of Procurement Services Unit (ULP) and cooperating with LPSE Ministry of Finance and LKPP.

Sixth, BKN has prepared the formulation of performance documents such as Government Institution Performance Report (LAKIP) and has implemented a performance management system in order to improve performance accountability. In terms of performance management BKN implements performance contracts for employees, and conducts activities aimed at improving employee motivation, establishing Standard Operating Procedures (SOPs), implementing electronic attendance systems, performance information systems of government apparatus, evaluating plans, execution and Performance on a regular basis, and develop performance indicators employee form of Employee Performance Objectives (SKP).

Seventh, BKN in the framework of bureaucratic reform has tried to improve public services related to the dimensions of reliability, responsiveness, assurance, empathy as well as physical evidence or service facilities. The various efforts undertaken by the BKN in improving the quality of public services provide satisfactory results when viewed from the public satisfaction index and the number of standardized services.

Eighth, BKN has encouraged the creation of mindset and positive work culture in BKN environment. Efforts to build a positive mindset are done by encouraging the creativity of employees, encouraging initiatives and cultivating systems thinking. Creativity and initiative are encouraged by rewarding outstanding employees, creating a conducive working atmosphere, developing dialogue, openness to criticism, engaging in technology, education and training, motivational efforts of leaders, involving in activities outside the office, and build a conducive relationship with superiors. Thinking system is endeavored by encouraging employees to have an institutional mindset, involving seminar and mindset education, as well as guidance and exemplary leadership. Work culture done by inculcate and internalize the spirit of hard work, persistence, never give up, uphold the code of ethics, integrity, independence, responsibility, and discipline.

Achievements of BKN Reform Program

The implementation of bureaucratic reform in BKN can give positive result in increasing the Quality

of bureaucracy from clean and free selection and promotion of corruption, service quality, and capacity and performance accountability of BKN. The work practices in BKN become more transparent with the information technology base so as to minimize the occurrence of misuse. The results of public services can be seen from service to stakeholders to be more qualified including the dimensions of physical evidence, reliability, responsiveness, assurance, and empathy, and supported by the increasing number of standardized services and high community satisfaction index. While related to results related to capacity and accountability can be seen from improving institutional capacity such as teamwork, coordination among work units of efficient organizational structure development, institutionalization of work culture, budget capacity building, capacity building of facilities and infrastructure, and implementation of standard operating procedures and preparation Qualified LAKIP as indicated by the timeliness and good predicate.

Benefits of BKN Reform Program

Implementation of bureaucratic reform program in BKN is considered to provide positive benefits for BKN in improving bureaucratic governance, increasing public trust, improving BKN positive image and improving apparatus performance. With the reform of the bureaucracy to make the organization of the organization more transparent, effective and efficient, accountable, and better law enforcement so that further can create better bureaucratic governance, enhance trust and positive image BKN. In the process of bureaucratic reform BKN also conducts activities to improve the skills and competence of employees who can give positive contribution to the increasing performance of apparatus in BKN environment.

DISCUSSION

This research has evaluated the bureaucracy reform program by using DEM approach which includes the defining, installing, implementing, achievement, and benefit of the program. At the defining stage, it is generally known that the reform program has been well defined, ranging from the elaboration of urgency, objectives and targets, to defining success measures. Urgency that is mentioned mainly is the level of corruption, collusion and nepotism and the low quality of bureaucratic service in Indonesia. The practice of KKN and the low quality of service is a rational reason if taken into consideration to formulate the bureaucratic reform program. This is because KKN is an act that causes the government ineffective and loses competitiveness. Karmi cited Sina [17] also shows four adverse effects of corruption behavior, namely the destruction of the system of public order, resulted in the largesse of the people, and the economic destruction of the country. Thus it is necessary that the program is able to prevent and

overcome the actions of KKN, and the presence of bureaucratic reform programs, among others, is also intended to clean up the practice of corruption in government bureaucracy.

The definition of the program is also related to the program objectives. Evaluation results show that bureaucracy reform program has been accompanied with purpose. The goal is conceptually interpreted by Locke *et al.* cited Colquitt, LePine and Wesson [18] is an act and in particular refers to the achievement of certain proficiency standards and is often limited by a certain time. The objective of bureaucratic reform program as stated in Presidential Regulation no. 81/2010 is to create professional government bureaucracy with adaptive characteristic, integrity, high performance, clean and free of KKN, able to serve the public, neutral, prosperous, dedicated, and uphold the basic values and code of ethics of state apparatus.

The definition of the program also concerns the program objectives. Evaluation results show that bureaucracy reform program has been accompanied by target. Especially for the first five-year period of bureaucracy reform program the targets are: (1) the establishment of clean and corruption-free government, (2) improving the quality of public services, and (3) enhancing the capacity and accountability of bureaucratic performance. In the second five years of implementing the first period results, and continuing efforts that have not been achieved on various strategic components of government bureaucracy in the previous period. And the third five-year goal is to reform the bureaucracy through continuous bureaucratic capacity building to become a world-class government. This confirms that the bureaucracy reform program has a clear target in the design of the program.

The next aspect with regard to defining the program is a measure of success. A measure of success refers to the measure used to assess whether a defined goal or program is successful. Success indicators may be related to the process and may also be directly related to the outcome Muhaimin, Suti'ah and Prabowo, [19]. The results of the evaluation confirm that bureaucratic reform of bureaucracy in its design has been accompanied by a measurable measure of program success with reference to program targets.

At the installation stage of the program, this study shows several important aspects related to the installation of the program such as implementation guidance, resources, work program, monitoring and evaluation, well planned. BKN already has clear program implementation guidelines as described in the Regulation of Head of Personnel Board State Number 16 Year 2016 on Road Map Reform Bureaucracy Personnel Country Persisai 2015-2019 which contains Action Plan or action that will be done BKN related to

bureaucracy reform agenda at BKN. This indicates that BKN has good preparation in order to implement the bureaucratic reform program, because it has prepared specifically the guidelines for implementing bureaucratic reform.

In the installation phase of the program, it is also necessary preparation of adequate resources to implement the program. This resource has a very important role, because it will determine the program is running or not. Resources that need to be prepared especially human resources, facility resources, and budget resources. Especially human resources factor, then its role is very strategic because that has function in optimizing other resources, so must be prepared carefully.

In the context of policy implementation, Edward III cited Agustino (2006: 158) [20] argued that the frequent failures in policy implementation are among others due to inadequate, inadequate, and incompetent staff / employees. Resources in the form of facilities are also needed to support the success of the program and its existence is also important, as explained by Edward III in Agustino (2006: 158) [20] that the facility is an important factor in the implementation of the policy, because in the absence of facilities and infrastructure, the implementation of the policy will not succeed. Similarly, the budget factor also plays an important role, because without the budget, a program also will not be implemented properly.

Installation of the program has also established work programs, which include organizational structuring, governance management system governance arrangements, structuring human resource management systems, harmonization of legislation, strengthening oversight, performance accountability, public services, and the mindset and work culture of the apparatus. But that still needs to be criticized the work program is too broad, causing the implementation of the program to be not focused. If examined more deeply, performance accountability programs, public services, mindset and work culture apparatus should not be included in the work program or area of change, so that the bureaucracy reform program focus on 5 work programs, namely organizational structuring, governance arrangement governance system governance, structuring human resource management system, harmonization of legislation, strengthening supervision. That is because the aspects of performance accountability, public service, mindset and work culture apparatus is a product of other work programs. If the work program of organizational structuring, governance management system governance arrangement, structuring of human resource management system, harmonization of regulation law, and strengthening of supervision goes

well, it will automatically result in good performance accountability, satisfactory public service, and pattern thought and positive work culture.

In the program installation stage has also prepared an approach to conduct evaluation and monitoring. Evaluation and monitoring activities should also be well prepared as they are urgently needed to ensure that program implementation proceeds as planned. The results of the evaluation show that the approach used is observation and desk monitoring through leadership meetings and work meetings.

Evaluation results at the stage of the process or implementation indicate that BKN has run 8 areas into the work program. In the area of organizational change changes indicate that in general it has been done well that is directed to realize the right BKN function and increase institutional capacity. In the governance arrangement of government management system shows generally been done well by optimizing the use of information technology and effectiveness and efficiency of government management. In the structuring of human resource management system has been done well which includes selection and recruitment activities, employee development, career development, performance appraisal, and reward system. Harmonization of legislation is done by aligning legislation by means of periodic evaluations to fit the dynamics and demands of the community. Strengthening oversight is implemented by internal control and optimizing the role of government internal oversight officers as quality assurance and consulting. Performance accountability is accomplished by the preparation of performance-setting documents such as the Government Institution Performance Report and has implemented a performance management system. Public service delivery is performed both on the dimensions of reliability, responsiveness, assurance, empathy and physical evidence. The change of mindset and work culture of the apparatus is done by encouraging employee creativity, initiative and cultivating system thinking, as well as inculcating and internalizing the spirit of hard work, perseverance, unyielding, upholding code of ethics, integrity, independence, responsibility, and discipline.

After being evaluated on the implementation of the program, then it goes to the stage of product or program achievement. The results of the evaluation show that bureaucracy reform program is able to make better quality of bureaucracy, which is marked by the absence of cases of corruption in BKN and financial reports that received the Unqualified predicate during the period of 2009-2015. Bureaucratic reforms that are considered capable of producing more quality bureaucratic management are certainly in harmony with what is the goal of bureaucratic reform itself. This is as stated Sedarmayanti [21] that bureaucracy reform

among others aims to realize clean bureaucracy, corruption-free, and nepotism. Khan [22] related to this reveals that bureaucratic reform is an effort directed to major changes within a country's bureaucratic system intended to transform existing practices, establish new practices, behaviors and structures within them. Such behaviors are corrupt behaviors that harm the state, and also the behavior of collusion and nepotism. Reform must be able to change such behavior so as to build transparency and honesty in work.

The implementation of bureaucratic reforms in BKN also resulted in better public services than before bureaucratic reforms, reflected in service quality dimensions of reliability, responsiveness, physical evidence, assurance and empathy, as well as increased standardized services and high community satisfaction index. Public service is the second target in the bureaucratic reform program, so the implementation of bureaucratic reform in BKN also results in higher quality public services.

The capacity and accountability of BKN's performance are bettered by bureaucratic reforms, indicated by the presence of functional accuracy, increased institutional capacity, and the quality of LAKIPs in accordance with established standards. This is relevant to Peters's [23] argument that one of the reasons for reform obtained the correct government structure through reorganization effort. From the result of the evaluation it is known that concerning the accuracy of function for non-human resources aspect, as seen in the number of work units, the work unit has the role of each function, and the alignment of *Tupoksi* between work units has done well. While from the human resources side, it is revealed that still has a number of problems, such as the number of excess employees, the problem of competence, and also loyalty. In fact, HR is a fundamental factor that should be owned by every organization for an organization to grow and achieve success. Still the occurrence of problems of personnel needs that are not distributed in a balanced manner can be caused by the planning needs of employees who are less good. Similarly, loyalty as an important aspect of its role in influencing organizational success because it affects the performance of employees Bernardin [24], as evidenced also in the research Lee, Tan, and Javalgi [25] which shows the commitment to affect performance.

Institutional capacity is also an aspect of bureaucratic reform achievement, since effective and efficient organizations need strong institutional capacity support. Milen in Ratnasari, Makmur, and Ribawanto [26] describes capacity building as a continuous improvement process of individuals, organizations or institutions, not just once. The goal is to enable organizations to grow stronger in realizing goals and

vision. The organizational structure applied in the BKN based on evaluation results is also considered to be efficient enough, but it still requires a simplification effort to adopt the sloping matrix form so that the command is faster downwards. The organizational structure plays an important role in building a strong government institution, as it forms the basis for the division of work to achieve organizational goals, because according to McShane and Von Glinov [27] the organizational structure is related to the division of labor and poloagement, communication, workflow, and formal power that enables the organization.

LAKIP is also an important measure to see the success of the bureaucratic reform program as a form of accountability for the performance of the government bureaucracy. LAKIP should be arranged in a timely manner and meet certain standards so as to get a minimum score of C. LAKIP are the final result or report from SAKIP. Associated with the implementation of SAKIP, known in 2015 BKN obtained the value of CC (value 58.54), which means quite good. Although not in accordance with the target desired by BKN itself is the value of A, but the achievement is still in accordance with the criteria set in the success indicator of bureaucratic reform program, the value of C. To achieve the target A of course still requires hard work, CC.

Based on the achievements of the implementation of the bureaucracy reform program, it can at least provide some benefits, namely bureaucratic governance, public trust, bureaucratic image, and apparatus performance. Some of these benefits are in line with what was revealed by Sedarmayanti [21] that bureaucracy reform is aimed at realizing good governance and as an effort to improve performance through effectiveness, efficiency and accountability. The results of evaluation in this research indicate that bureaucratic reform program implementation in BKN is considered able to give positive benefit in improving bureaucratic governance, increase public trust, improve BKN positive image and improve apparatus performance.

Bureaucratic reforms are able to contribute positively to the establishment of good governance because it cannot be separated from the efforts of bureaucratic reform that seeks to improve the management of bureaucracy in various aspects, ranging from organizational structuring, government management, legislation, to direct supervision of governance good governance. Some principles related to good governance according to UNDP as quoted by Baker [28] include effectiveness and efficiency, transparency, and accountability. Peters [23] also explains that demands for bureaucratic reform are implemented to improve public sector transparency and accountability. Osborn and Plastrik [29] also reveal that

a fundamental transformation of governance and organizational systems is to create dramatic growth in effectiveness, efficiency, adaptability, and innovative capacity.

Capain bureaucratic reforms are also useful in building public trust. Bureaucracy reform is implemented, among others, to improve public services to be more qualified and eliminate the negative behavior of government apparatus such as corruption, corruption, collusion and nepotism (KKN) behavior, so that if successful it will have an impact on the increase of public confidence. An important role of bureaucratic reform in building public trust is proposed by Dwiyanto [30], if public trust is well managed it can have an important role in improving public trust. The image of the organization will also increase with good performance on the implementation of bureaucratic reform. These benefits are also the same resulting from better public service changes and clean government bureaucratic practices of KKN. When both things can be realized properly through the efforts of bureaucratic reform, it will automatically also create a positive bureaucratic image.

The improved performance of the apparatus is also a perceived benefit of BKN for the implementation of the bureaucratic reform program. This is certainly inseparable from the bureaucratic reform effort which focuses on managing human resource management systems, such as more intensive training, continuing higher education programs, and seminars aimed at improving the competence and profession of the apparatus in environment BKN. To produce superior performance absolutely necessary competent and skilled personnel. It was as Martin [31] states that competence as an individual ability directly affects superior performance. Therefore, it can be understood if the efforts undertaken BKN so far in the development of human resources useful to improve the performance of the apparatus.

CONCLUSIONS AND RECOMMENDATIONS

Conclusion

Based on the description and the results of the analysis and discussion that has been described in the previous chapter, the conclusion of the results of this study is as follows:

- The formulation of bureaucratic reform program has been well defined which is indicated by the explanation of the urgency aspect, has clear goals and objectives, and is equipped with a measure of success for evaluation of program success. The underlying urgency is mainly the problem of collusion, corruption and nepotism (KKN) that cannot be solved properly, the low accountability of state financial management, the low quality of public services, the lack of ease in conducting business or business due to licensing practices,

capacity and accountability conditions the performance of the bureaucracy is still low. The main objective of bureaucratic reform is mainly to create a professional government bureaucracy with adaptive, integrity, high performance, clean and KKN-free characteristics, able to serve the public, neutral, prosperous, dedicated, and uphold the basic values and ethical code of the state apparatus. The objectives are to combat corruption, increase public services, and improve the performance of government bureaucracy. BKN also has a declared success measure such as Corruption Perception Index (IPK), BPK opinion, integrity of public services, ease of business, government effectiveness, and government accountability.

- The bureaucratic reform program at BKN has been well designed, which includes the formulation of implementation guidelines, resource preparation, programming, evaluation and monitoring. In this planning stage, preparation guidelines have been prepared as a reference for implementing bureaucratic reform program in BKN. In the program planning has also been prepared adequate resources include human resources, budget and facilities to support the implementation of the program. A number of work programs are also prepared to implement bureaucracy reform program in BKN, covering organizational structuring, governance arrangement of government management system, structuring of human resource management system, harmonization of legislation, strengthening of supervision, performance accountability, public service, and mindset and the work culture of the apparatus. Monitoring and evaluation has also been prepared approach that is by observation and desk monitoring through leadership meetings and work meetings. But for the work program covering 8 areas of change is considered too broad so that in its implementation become unfocused. The areas of change in performance accountability, public service, mindset and work culture of the apparatus are the result of bureaucratic reforms, so there is no need to be included in the work program.
- The results of evaluation on the implementation of bureaucratic reform program in each work program or area of change obtained the following conclusion:
 - Structuring the organization has been done well by the State Personnel Board in order to implement the bureaucratic reform program. Organizational structuring is done to realize the organization of BKN proper function and increase institutional capacity of BKN. The result of the evaluation concludes that BKN organization in general has the right function indicated by the number of work units according to BKN needs, the number of employees according to the needs of the work

unit, the work unit acts according to their respective functions, and the alignment between the main tasks and the functions between work units. Efforts made by BKN to realize the right organization of functions mainly through the workload analysis activities, create job descriptions, and create Position maps. It still needs to be the attention of the frugal structure and rich functions with a more sloping organizational structure in the form of material and suitability of the number of employees in each work unit, competence, and also employee loyalty. The organization of BKN has also done well to strengthen the institutional capacity of BKN by strengthening teamwork, coordination among work units, developing efficient organizational structure, institutionalizing work culture, increasing budget capacity, improving the capacity of facilities and infrastructure, and applying the standard operating procedures in governance. However, in its implementation it is still felt less to the lowest work unit and has not been done periodically and continuously.

- Governance arrangement of government management system has been done well by State Personnel Board in order to implement bureaucratic reform program. This is done by optimizing the use of information technology and effectiveness and efficiency of government management. Information technology has been utilized by BKN with the use of website to manage and convey information to public, utilization of internet for administration service, exploiting internet for procurement (e-procurement), and development of digital library and digital documentation (e-library). It's just for the development of libraries that provide books have not been done. The use of information technology in BKN is also seen in applications such as SAPK, the delivery of information through website media, Facebook, Twitter and Youtube, administrative services for secretariat namely ASEAN Conference on Civil Service Matters (ACCSM), e-PUPNS, Human Resource Management Information System (SIMPEG), budget absorption applications, e-catalogs, e-purchasing, Auction on procurement of goods / services (LPSE), and SiRUP applications. Meanwhile, to improve the effectiveness and efficiency of government management BKN has implemented management principles that include planning, leadership, supervision, and evaluation. Planning, among others, is done by reorganizing and preparing BKN Strategic Plan, the leadership of BKN chooses participative leadership approach and serving leadership, supervision using preventive and

repressive and utilizing information technology and electronic device, and evaluation done by studying and changing organizational structure in accordance with organizational structure and working procedures, conducting job evaluation, SOP evaluation, and evaluating personnel regulations. However, there is still a lack of monitoring of the implementation of SOPs up to the bottom and not sustainable.

- Structuring of human resource management system has been done well by State Personnel Board in order to implement bureaucratic reform program. Implementation of human resource management system includes selection and recruitment activities, employee development, career development, performance appraisal, and reward system. BKN has conducted selection and recruitment process with reference to needs, done transparently and objectively, and placing new employees in positions right. Employee development in BKN is carried out by conducting training on a scale to improve employee competence, rotate positions to add experience, and provide educational scholarships for outstanding employees. Structuring career development is done by preparing career planning through efforts such as career mapping, job rotation and regeneration. BKN also provides career guidance to provide career consultation services to employees and supported by the implementation of promotion of positions conducted in a transparent and objective. Performance appraisal in BKN has been implemented well done objectively, providing feedback, and using clear performance indicators. While related to the reward, BKN has tried to match its reward system by referring to internal and external justice done by grading position, based on employee performance, and attendance level of employees and adopting system at other Ministries / Institutions. The less perceived aspect is the evaluation of the test question whether it is appropriate or correct with the place of duty and the internal reward system is still not measured based on individual performance stages based on SKP.
- BKN has made various efforts to harmonize the laws and regulations, so as to create an orderly, non-overlapping and conducive legislation. Law enforcement is conducted by periodically evaluating the existing legislation in accordance with the dynamics and demands of the community. BKN establishes a system of legislative regulatory control by involving relevant agencies in the evaluation of

regulations and constantly drafting regulations by referring to ASN Law, and conducting Regulatory Impact Assessment (RIA) to produce regulatory products received by the public.

- Strengthening supervision in BKN is done by applying internal control and optimizing the role of government internal supervision apparatus as quality assurance and consulting. Internal supervision is done by establishing supervisory cooperation with other agencies such as BPKP, BPK, *Kemenpan & RB*, KPK, *Ombusman*, LSN, and Police. In conducting internal control, BKN has also established a zone of corruption free and clean bureaucracy as well as implementing Integrity Zone by signing an Integrity Pact for every employee in BKN. While the optimization of the government's internal control apparatus is done by striving to perform reliable and reliable financial management, increasing compliance in the execution of duties and functions, and the implementation of procurement of goods and services in accordance with the principles specified. BKN has performed financial management in accordance with the standards determined by the Directorate General of Budget and in accordance with the provisions of the law so that BKN for 6 consecutive years obtained Unqualified opinion (WTP) from BPK on its financial statements. BKN has also utilized the presence of internal supervisory apparatus to improve compliance in the execution of duties and functions by conducting periodic monitoring, consistent in applying regulations, establishing ISO quality service standards in each work unit, and making SOPs reviewed periodically. Meanwhile, to ensure the implementation of procurement of goods and services in accordance with the principles determined by optimizing the utilization of information technology support by implementing e-procurement, e-traveling, e-catalog, e-purchasing, and SiRUP applications and supported the establishment of Procurement Services Unit (ULP) specifically deal with procurement of goods / services BKN and cooperate with LPSE Ministry of Finance and LKPP.
- The BKN has compiled a performance measurement document such as the Government Institution Performance Report (LAKIP) and has implemented a performance management system in order to improve performance accountability. Related to the performance management system BKN takes steps by applying performance contracts for employees, and conducts activities aimed at

improving employee motivation, stipulating Standard Operating Procedures (SOPs), applying electronic attendance system, information system performance of government apparatus, evaluating plan, implementation and performance on a regular basis, and develop performance indicators employee form of Employee Performance Objectives (SKP).

- BKN in the framework of bureaucracy reform has tried to improve public services related to the dimensions of reliability, responsiveness, assurance, empathy and physical evidence or service facilities. Various efforts undertaken by BKN in improving the quality of public services provide satisfactory results when viewed from the index of community satisfaction.
- BKN has encouraged the creation of mindset and positive work culture in BKN environment. Efforts to build a positive mindset are done by encouraging employee creativity, encouraging initiative and cultivating system thinking. Creativity and initiative are encouraged by rewarding outstanding employees, creating a conducive work environment, developing dialogue, openness to criticism, engaging in technology guidance, education and training, motivational leadership, involving in offsite activities, and building a conducive relationship with superiors. Thinking system is endeavored by encouraging employees to have an institutional mindset rather than a sectoral one, involving seminar and mindset education, and leadership guidance and leadership. While the work culture is done by inculcating and internalizing the spirit of hard work, perseverance, unyielding, upholding the code of ethics, integrity, independence, responsibility, and discipline. The cultivation and internalization of the work culture is carried out by motivating efforts from the leadership, providing job deadlines, monitoring and measuring the results of employment, holding lectures, leadership examples, developing personality potentials, implementing disciplinary sanctions, conducting motivational training, codes of ethics as needed, the provision of a code pocket book of ethics, implementing integrity zones, giving flexibility in thinking and innovating, using Hand Key for absenteeism, applying cut performance allowance policies based on employee attendance, rewarding disciplined employees, and enforcing regulations.
- The implementation of bureaucratic reform in BKN can give positive result in increasing the quality of

clean bureaucracy and free of KKN, the quality of public service, and capacity and performance accountability of BKN. The quality of organizational practices so as to be clean from the actions of Corruption, Collusion, and Nepotism. The working practices in BKN become more transparent with the information technology base so as to minimize the occurrence of misappropriation. The results of public services can be seen from service to stakeholders to be more qualified including the dimensions of physical evidence, reliability, responsiveness, assurance, and empathy, and supported by the increasing number of standardized services and high community satisfaction index. While related to the results related to capacity and accountability can be seen from the establishment of the appropriate work unit of function and size, improving institutional capacity such as in the form of teamwork, coordination among work units of efficient organizational structure development, institutionalization of work culture, budget capacity building, and infrastructure, and the implementation of standard operating procedures and the preparation of qualified LAKIP as indicated by punctuality and good predicate.

- Implementation of bureaucratic reform program in BKN is considered to provide positive benefits for BKN in improving bureaucratic governance, increasing public trust, improving BKN positive image and improving apparatus performance. With the reform of the bureaucracy to make the organization of the organization more transparent, effective and efficient, accountable, and better law enforcement so that further can create better bureaucratic governance, enhance trust and positive image BKN. In the process of bureaucratic reform BKN also conducts activities to improve the skills and competence of employees who can give positive contribution to the increasing performance of apparatus in BKN environment.

Rekomendasi

Based on the conclusions of the research results, the recommendations of the results of this study are as follows:

- The existence of special teams or working groups (*Pokja*) in the BKN needs to be optimized and intensified to oversee the implementation of bureaucratic reform in BKN. *Pokja* should be filled with employees who have mastery in each area of change in order to work optimally. In the early stages the team needs to formulate road maps as guidance and guidance to realize the success of bureaucratic reform in BKN in each area of desired change. The team will then be tasked with monitoring and evaluating the progress of bureaucratic reform in BKN. With the bureaucratic reform team, the implementation of reform in BKN

will be directed and monitored its development in every time, so that quickly get feedback that can be used to make improvements. Another aspect that is not less important to be done by this team or working group is to socialize the bureaucratic reform program in detail to all employees, so that all employees in BKN environment understand about the purpose and how to implement bureaucratic reform. This is because of the results of research many BKN employees who become informants less understanding of bureaucratic reform in BKN so many do not know when given questions around the implementation of bureaucratic reform in BKN. Therefore, every employee needs to be given special training on bureaucracy reform in BKN environment and given pocket book as guidance for employees to be a guide.

- Reform in the area of change of human resource management in BKN should be a priority. This is because the human resources become the main pillar in organizational management, so the human resources factor must get the main attention so that BKN has Human Resource Management System that can facilitate the development of competent and skilled human resources in BKN environment. Therefore, BKN should develop the resource management system comprehensive and integrated human from the selection and recruitment process to retirement. Especially at the time of the test, should also be examined carefully exam questions in order to answer the needs and also attention potential factors and track record (track record) prospective employees. It should be supported the use of information technology by developing a special application on Human Resource Management BKN. With the application, it will assist the management in HR management in a precise and fast.
- BKN needs to re-examine the organizational structure imposed in the current BKN so that command can reach the lowest work unit effectively and efficiently and fulfill the principle of saving the rich function structure. The organizational structure that can be considered for adoption is an organizational structure in the form of a sloping matrix that allows the command of the superior to the lower work unit. Thus the policy or decision of the leadership will be quickly implemented at the lower levels. In this case also consider the existence of the smallest work unit still fits up to echelon IV or enough up to echelon III by multiplying specific functional personnel.
- BKN needs to evaluate the adequacy and distribution of the number of employees in each work unit whether located in the Head Office or Regional Office to ensure that each work unit is not lacking or excessive number of employees. This requires a systematic and comprehensive effort

begun by doing job analysis, job evaluation and job description carefully followed by adjustment of organizational structure for efficiency. BKN should also develop a short-term, intermediate and long-term employment needs plan aligned with BKN strategic planning. The number of units or work units in BKN should be made flexible by following the need to support the achievement of BKN's vision and mission. In order to increase the effectiveness and efficiency of the organization, BKN must also eliminate unnecessary flow or work process that can make the length of the work or service flow so that the process becomes inefficient.

- Efforts to harmonize legislation in the BKN environment need to be continued by continuing to coordinate with other relevant agencies to obtain useful input either in order to revise and formulate new regulations. Therefore, the BKN Legal Bureau should work more thoroughly in evaluating the products of BKN legislation not overlapping or contradicting other legal products. It certainly also requires the existence of appropriate employees according to competence in the field so that the evaluation process provides quick and precise results.
- Structuring of government management system in BKN needs to be more optimized, especially by maximizing the use of information technology. In this case the BKN needs to prepare competent employees in the functional positions of the computer on duty to utilize, operationalize and develop the use of information technology in BKN environment. With competent employees in the mastery of information technology, it can be developed useful applications for the implementation of tasks in BKN, so work can be completed quickly and accurately.
- The supervision system in the BKN should be further strengthened primarily by enhancing cooperation with external agencies such as PPATK, KPK, POLRI, and BPK to participate in supervising especially on the use of budgets within the BKN and the selection process of Civil State Apparatus. BKN leadership must have a strong commitment to realize BKN as a clean agency and strive to be a pioneer in the management of state institutions in a transparent manner. Therefore, it is necessary to make a memorandum of understanding (MoU) with these institutions to be continued cooperation in the field of supervision. In addition, to strengthen supervision, efforts should be made to improve the competence of the Government's Internal Supervisory Apparatus (APIP), both in relation to their field of duty and moral competence related to their integrity in conducting supervision. Increased competence of APIP can be done through regular training in

accordance with the development and dynamics of work.

- BKN needs to improve its performance management system in order to strengthen performance accountability. Of particular concern is to look back at the Government Institution Accountability System (SAKIP) that BKN has created, so it is necessary to review whether the system has shown the ideal conditions. SAKIP must be well integrated with the planning system, budgeting system and performance reporting system, in order to obtain accurate accountability report performance.
- BKN needs to continue the reform in the field of public services, so that it can get a better service predicate from now, that is "satisfy". BKN must set the target of service quality "very satisfactory" so that it can become a pioneer institution and role model in public service. BKNs should not only prioritize service improvements at headquarters, but also prioritize the quality of services in regional offices, including staffing services to other government agencies, especially in the regions and submit assessments of employment leaders to other government agencies, so BKN services become standardized. Therefore, BKN needs to reformulate Minimum Service Standards (SPM) and encourage all leaders in regional offices to commit to implement the SPM that has been established. In this case BKN needs to apply sanctions to leaders in regional offices that can not achieve service performance in accordance with MSS, and balanced with awards for heads of regional offices that can realize SPM.
- Reform in terms of mindset and work culture needs to be continuously carried out in BKN environment. This is done to build employees who have superior character and strong mentality in order to perform tasks that are increasingly challenging day. To get optimal result of work is not enough with technical skill, but must be supported by employee behavior pattern and positive work culture. In forming character and positive work culture, leadership must have strong commitment and show exemplary in implementing work culture in environment BKN. In other words, the leadership in BKN should be the front guard in implementing the work culture in the BKN environment and guiding employees to be more creative, innovative and system thinking in solving a problem.
- The bureaucratic reform agenda, which amounts to eight areas of change and its sub-aspects, is considered too broad to implement, thus making the bureaucratic reform achievement slow. Therefore, it should be prioritized and carried out gradually so that the implementation of reform is more focused and focused so as to enable better outcomes. Area changes that can be prioritized in

the first stage such as organizational structuring, management of government management, human resources, management systems and supervision. The area of change is an important pillar that needs to be the foundation of bureaucratic reform, so it needs to be strengthened first. While performance accountability, public service, mindset and work culture of the apparatus should not be included in the area of change or work program, as this is the impact of the change area. If bureaucratic reform in the areas of organizational change, management of governance, human resource management, management and supervisory systems is successful, it will also lead to improved performance accountability, public service, mindset and work culture of the apparatus.

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