Implementation of the Alternative Model of Bureaucratic Reform in the Magelang City

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Abstract. Bureaucratic reform has entered the second wave based on Peraturan Presiden No. 81 Tahun 2019 about Grand Design Reformasi Birokrasi for the period 2010 – 2025. Based on that regulation, every government institution must improve itself through programs related to the grand design and road map of bureaucratic reform. This study is the third of three studies cunducted in the last three years. In the first study has succeeded in identifying the obstacles experienced by Magelang government in the carrying out bureaucratic reform. Then in the second study, team focused on developing alternative model of bureaucratic reform to address the problems found in the first study. Whereas in the third study, alternative model of bureaucratic reform was implemented for eight months in collaboration with several government institutions in Magelang city. The finding of this study is alternative model of bureaucratic reform was successfully implemented, but the results have not yet reached what was expected. Internally, the commitment of employee is still weak, and externally the lack of public participation.

Keywords: Alternative model; Bureaucratic reform; Magelang city

INTRODUCTION

Bureaucratic reform has entered the second wave based on Peraturan Presiden No. 81 Tahun 2019 about Grand Design Reformasi Birokrasi for the period 2010 – 2025. Based on that regulation, every government institution must improve itself through programs related to the grand design and road map of bureaucratic reform. This study is the third of three series studies cunducted in the last three years.

In the first study, We have identified the implementation of bureaucratic reform in the Magelang City. Generally, Implementation of the bureaucratic reform in Magelang City went quite well, the score obtained was 65. Magelang City Government has carried out bureaucratic reform since 2012 by focusing on several aspects, including: institutional, human resources, governance (management), accountability, and public services. However, only in certain aspects of bureaucratic reform was successfully implemented in accordance with the Magelang City government's bureaucratic reform road map, such as: organizational restructuring, the application of open selection in high leadership positions, and consistently applying motivation, discipline, and work ethic as well as rewards and punishments in the Magelang City government environment.

Then in the second year, the team focused on developing alternative models of bureaucratic reform to overcome various problems faced by the magelang city government. Alternative model of bureaucratic reform adopt 8 areas of change in the 2015-2019 bureaucracy reform road map, including: change management, laws, organizational structuring and strengthening, governance, management of the HR system of the apparatus, strengthening supervision, strengthening work accountability, improving the quality of public services, and monitor the evaluation and reporting which are additional activities carried out by the Regional Inspectorate of the Magelang City in order to achieve the objectives effectively.

While in the third year, an alternative model of bureaucratic reform that had been prepared in the previous year was implemented in collaboration with several government agencies in the Magelang City. We hope that alternative models can address the problem of bureaucratic reform in the Magelang City. The purpose of this study is to overcome the shortcomings of the strategy or concept used by the Magelang City government.

MATERIALS AND METHODS

This research was conducted with a qualitative method using several data collection techniques: focus group discussion (FGD), documentation (literature review), in-depth interview. The research locations were carried out in four institutions: Bappeda, Inspectorate, Balitbang, and organization Section of Magelang City.

Procedures

The research procedure was carried out in several stages:
1. Hold a FGD related to the socialization of alternative models of bureaucratic reform that had been prepared in the previous year;

2. Implementing the model for 8 months in several institutions in the Magelang City government
3. Hold a FGD in order to obtain data about the results of the implementation of the model
4. Analyze research data

Data analysis
Data analysis uses Miles and Huberman techniques such as: data collection, data reduction, data presentation, and drawing conclusions

RESULT AND DISCUSSION

A Portrait of Magelang City Bureaucracy Reform
Bureaucratic reform is defined as a change in paradigm and governance of government, aims to accelerate the achievement of good governance. Good governance can be seen through bureaucratic performance, and that performance can be measured through five assessment indicators, including: productivity, service quality, responsiveness, responsibility, and accountability (Dwiyanto, 2002). Sedarmayanti (2009) states that the function of bureaucratic reform is to improve performance in various ways to create effectiveness, efficiency and accountability. Related to that statement, it can be said that the function of the government bureaucracy in its role as the organizer of state tasks must be responsive, in accordance with applicable regulations, right on target, quality and sustainable. The services provided by the government bureaucracy must be in accordance with the basic rights of every citizen whether in the form of goods, services or pro-people policies.

Since the enactment of bureaucratic reform in all ministries and institutions Indonesia, the central government has conducted an assessment of the implementation of bureaucratic reform in various regions, including the Magelang City. Bureaucratic reform in the Magelang City was motivated by the demands and needs for the realization of quality apparatuses. This is related to the good service provided to the community, because good service is one of the success indicators used by the government of Magelang City in the form of quick services, easy, cheap, and transparent.

Implementation of bureaucratic reform by the government of Magelang City has been carried out since 2012 based on Presidential Regulation Number 81 of 2010 concerning the Great Design of Bureaucratic Reform in 2010 - 2025. In its implementation so far, there are still shortcomings that must be corrected. In the first study (2017), we found several shortcomings, one of which is lack of commitment from the top leadership, especially attention to the conditions that must be met to get an opinion without Fair Exclusion (WTP). Strategic steps taken by the government of Magelang City to reform themselves in the form of: *first*, organizational structuring with reference to Government Regulation Number 41 of 2007, Government Regulation Number 18 of 2016, Regional Regulation of Magelang City Number 20, 21, 22, and 23 of 2007, and Magelang Regional Regulation Number 3 of 2016. The magelang city government changed the term SKPD to OPD and streamlined the number of OPDs from 46 to 29 OPD. *Second,* the application of open selection to fill high leadership positions by adhering to the right man in the right place principle. *Third,* consistently applying motivation, discipline, and work ethic as well as rewards and punishments such as: give awards to employees who attended earlier, added discipline variables in employee career development, and provide motivation and lectures to all bureaucratic leaders in the Magelang City to become an example and role model for their employees.

However, some strategic steps taken by the Government of Magelang City are still not enough to overcome the existing shortcomings. In fact, the implementation of bureaucratic reform in the Magelang City has not been supported by any bureaucratic reform models. So far the implementation has only been adjusted to the duties and functions of each OPD, not by adopting a model that can increase the effectiveness of goals. Therefore, an appropriate bureaucratic reform model is needed to achieve the goal of Magelang City's bureaucratic reform itself.

In this case, the research team formulated an alternative model of bureaucratic reform (figure 1) that was appropriate for implementated in the Magelang City government environment.
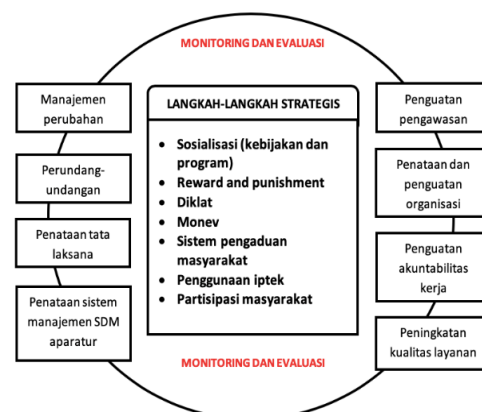

Figure 1. Alternative Model of Bureaucratic Reform.

Implementation of the Alternative Model of Bureaucratic Reform
Alternative model of bureaucratic reform was implemented for eight months in collaboration with several government institution in Magelang city: Bappeda, Inspectorat, Balitbang, organization section. Based on the results of data collection, the alternative model still cannot optimally achieve the desired goals of Magelang City government. There are still various

internal and external obstacles, especially in the effort to apply the model.

Referring to internal factors, the most emphasized aspect is the commitment made at the leadership level and at the employee level. In one of the 8 areas of change is change management, the expected target is there is a commitment improvement of leaders and employees in conducting bureaucratic reform. Commitment is the basic foundation in the form of the desire and strong will of every official both leaders and employees in making changes. If commitment is only found in top leadership, but not responsed by subordinates (employees) then the change will certainly not be achieved optimally. Likewise, what happened in the Magelang City governmen, there is no strong commitment to make changes, especially at the employee level.

Then at the level legislation, there are still overlapping regulations. Rules are interpreted differently, causing confusion for implementers. Though regulations are made to meet the needs of the community through services provided by government officials. However, several attempts have been made to overcome this problem, such as identifying disharmonious regulations through the circular of the regional secretary, as well as establishing a control system in the drafting of legislation. In the alternative model formulated by the team, the model suggested that the regulations in the Magelang City, both existing and to be formed, must be first socialized to each institution, especially those who have the obligation to implement the regulations. This is intended to make apparatus understand the policy text that will be applied and also supported by the monev system from the inspectorate.

Seven strategic steps suggested in an alternative model of bureaucratic reform:

1. Sosializaion (program/policy)
   Socialization is related to providing initial understanding to implementers. Whatever policies or programs made by the Magelang City government, especially at the level of implementing bureaucratic reform, socialization must be done first so that the implementer knows what, when, who, why and how the policy/program is implemented.

2. Reward and punishment
   The function of rewards & punishments to encourage executors to carry out their duties and functions. When an employee performs well, a reward will be given because of his/her good performance. Vice versa, if an employee is negligent about his work and obstructs all plans that have been determined then it must be given commensurate sanctions.

3. Education and training
   When a program has been socialized, of course, follow-up is needed on an ongoing basis. Some employee may not be fully aware of the programs that have been formed, so that further education and training is needed so that the understanding of the apparatus can be fully formed and understand all kinds of processes that will occur.

4. Community complaints system
   Community is an element in forming good governance. The public complaints system is the feedback received by the Magelang city government in providing services. Without complaints from the community about the services they received, whether it is good or bad, then the Magelang City government will not improve. Therefore, a good government is the government that is receiving input from the people.

5. Science and technology
   Strengthen the functions of science and technology to support the effectiveness and efficiency of governance. The paradigm shift in governance from conventional to digitalized, must be supported by quality knowledge, especially in the use of technology.

6. Community participation
   Community participation is used as a control mechanism for the government in running the wheels of government, especially related to accountability and transparency.

7. Monitoring and evaluation
   Monitoring and evaluation must be conducted regularly, even strengthened by involving community participation. This step serves to avoid practices that endanger the community.

Some of these steps have been carried out such as socialization, application of rewards and punishment, education and training, use of science and technology, and monitoring and evaluation. However, the resulting impact is not too significant because the commitment of the apparatus is still not optimal. This means that leaders need to apply steps / methods / approaches that are different from before in an effort to increase the commitment of their employees so that the desired results can be achieved. Then at the external level, community participation is still unable to increase the achievement of bureaucratic reform in the Magelang City. This is due to the lack of community involvement in controlling the running of the government.

CONCLUSIONS

Conclusion of this study is alternative model of bureaucratic reform was well implemented, but the expected results with existence of the alternative model are indeed not achieved optimally because it takes a long time to find out the achievements of bureaucratic reform through the alternative model offered and more massive support from every actors. However, this result is a very useful input for the Magelang City government and for the research team to formulate a better model.

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