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RESEARCH ARTICLE

BUREAUCRATIC REFORM AND PUBLIC SERVICE OF THE SECRETARIAT GENERAL OF the house of REGIONAL representatives OF INDONESIA (STUDY ON PUBLIC RELATION AND LEGAL BUREAU)

DR. PAIMAN RAHARJO, M. SI

Director of Postgraduate Program of Prof. DR. Moestopo (Beragama) University, Jakarta

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***Corresponding Author**

DR. PAIMAN RAHARJO,
M. SI

Abstract

Since 2012, the Secretariat General of the House of Regional Representatives of Indonesia (DPR RI) as a major supporter of parliamentary work in the national legislation has carried out bureaucratic reform in its body. This study applies a quantitative approach aiming to determine whether the bureaucratic reform truly produces results to the improvement of public service of the Secretariat General of DPR RI, particularly Public Relations and Legal Bureau. In this case, if the bureaucratic reform meets the specified elements, good public service can be achieved. The results show that Bureaucratic Reform significantly improves the quality of Public Service. A significant result shows that bureaucratic reform of the Secretariat General as a supporting system of DPR RI has been successfully implemented particularly in the area of public service improvement.

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INTRODUCTION

In the era of reform, bureaucratic issue has been one of the highlights of strategic issues required to undergo a change. Decree of People's Consultative Assembly (MPR) No XI/MPR/1998 and Law No. 28 Year 1999 confirm the importance of clean and authoritative governance. As for cleaning the bureaucracy of Corruption, Collusion and Nepotism, Presidential Instruction No.7/1999 regarding the Performance Accountability of Government Institutions (AKIP) requires each head of the institution to make a report of AKIP to manifest good governance. In Good Governance, paradigm shift of development exists with a review of the role of government in development, who originally acts as a regulator and market participant, as a place to create a favorable climate in the community.

Progress towards good governance can also be seen from the development of bureaucratic service to the community. The existence of public complaints relating to the behaviors and activities of public officials (bureaucracy) is an indicator that the governmental services are considered to be sluggish, less responsive to the complaints and needs of the community, less open, less efficient, and often engage in corruption, collusion and nepotism. It leads to frequent violent protests, demonstrations, etc. resulting in a crisis of confidence and a crisis of authority that deviates from the expected circumstances. Those conditions are often seen in the public service of Public Relation and Legal Bureau of the Secretariat General of DPR RI, that is still considered sluggish and less objective. It is often seen from the condition where people wait too long and even being tossed to and fro in searching of information. This condition is caused by less proactive employees or officers in providing information to the community, leading to unmet expectations of the community to get excellent service. Thus, reform in

bureaucracy is required. Bureaucratic reform is a process of improvement or changes in institutions in the system of governance towards good and clean governance.

Since 2012, the Secretariat General of DPR RI itself has carried out bureaucratic reform. The reform leads the House of Representatives to win 41 awards, including good financial management from the Audit Board (BPK) during 2009 to 2014. The House of Representatives even received an award plaque in public services and records management. It suggests that bureaucratic reform carried out has produced good results. To give a clearer and objective picture, this study aims to determine whether the bureaucratic reform truly produces results to the improvement of public service of the Secretariat General of DPR RI, particularly Public Relations and Legal Bureau.

In this case, if the bureaucratic reform meets the specified elements, good public services can be achieved. It is supposed to occur at the apparatus of the Secretariat General of DPR RI as supporter of the work of the legislature of DPR RI. The Secretariat General of DPR RI is one of important elements in the public service, particularly in the House of Representatives' environment. It is as stated in Presidential Decree No. 23 Year 2005 that the Secretariat General of DPR RI is the apparatus of government in carrying out its duties and functions under and directly responsible to the leadership of the House of Representatives. Thus, the service function of the Secretariat General of DPR RI, in principle, will affect the quality of the House of Representatives itself. Therefore, improving the quality of service of the Secretariat General of DPR RI within the framework of bureaucratic reform is essential to fulfill. Based on these opinions, it can be hypothesized that there are bureaucratic influence on public service of the Secretariat General of DPR RI, particularly at Public Relation and Legal Bureau.

STUDY METHOD

This study was conducted in the Public Relation and Legal Bureau of the Secretariat General of DPR RI in June 2014. The study applied quantitative approach with primary and secondary data sources. The primary data was obtained through observation and questionnaires on the study sample. Sampling was conducted by random sampling, approximately 100 people or 33% of the total population of applicants for information and public services in Public Relation and Legal Bureau of the Secretariat General of DPR RI for 10 working days in which the daily average is about 30 people (population of 300 people). Secondary data was obtained through desk study of the various sources of literature. The research instrument in this study applied Likert method.

The research was analyzed by correlation test, determinant coefficient test and regression test. To maintain the validity and reliability, the validity test was conducted using Product Moment Pearson correlation model and the reliability test was conducted using Spearman Brown's Split Half Method.

THE CONCEPT OF BUREAUCRATIC REFORM

According to Ryaas (2001), reform means a step to change without destroying or to change while preserving initiated by those who lead a system, knowing that without reform, the system can collapse. Briefly, reform is initiated from within the system itself. Therefore, the method of reform is always gradual and sustainable. Meanwhile, according to Kristiadi (2002), reform also means an action of improvement of something that is considered to be less or not good without changing the existing institutions. Institutions in question are an official system of social behavior and customs and norms governing the behavior and all its equipment in a variety of human complexity in society. From aforementioned definitions, it can be concluded that reform is a change or improvement towards a better system.

Regarding bureaucracy, according to Ginanjar (2007), as a system, bureaucracy is a working system based on the system of relationship of cooperation between offices (or officials) in official (directly on the question or the case), formal (right according to relevant procedures and regulations), and impersonal (no sentiment, no emotion or unconditional love or prejudice). As the soul of the work, the bureaucracy is a stiff working soul, as if working like a machine, with hard working discipline that does not deviate at all from what is ordered by superiors or stipulated by regulations. It is also stated by Pamungkas (2002) where he thinks that due to the existence of the strong bureaucracy, various developing countries do not sway by changes in the cabinet or the ministry, and do not sway by the new laws, regulations, or policies. Both opinions (Ginanjar (2007), Pamungkas (2002)) show that bureaucracy is basically the basic foundation of the implementation of governmental regulations and policies.

Therefore, according to Ginanjar (2007), we should not curse the bureaucracy, but we should curse "red tape" or "bureaucratism" or "made-up sluggishness", that actually are mismanagement. It suggests that the bureaucratic problem lies not in its own bureaucratic function but in its practice.

According to Ginanjar (2007), bureaucratic reform is a process of improvement or change of government bureaucracy towards clean (free of corruption, collusion and nepotism), law-abiding, responsible, professional, ethical and moral bureaucracy. It's in accordance with the statement by Bintoro (2004) that bureaucracy reform is a process of improvement or changes in institutions in the system of governance towards good and clean governance. Both opinions by Bintoro (2004) and Ginanjar (2007) about bureaucratic reform come down to the issue of the cleanness of bureaucracy from moral hazard behavior rising in the government system.

According to Triyuni (2010), one of the meanings of bureaucratic reform is to think out of the ordinary. There are quite a lot of limits that cause the bureaucracy to work in the context of specific job, specific and autonomous. Viewed from the field of expertise, bureaucracy works in a "box" with obvious limits and authorities, only conducted by office or work unit concerned. The theory has been understood and practiced as such, bringing bureaucrats in such mindset, so that they always assume that they should not think other than what is already determined (inbox thinking). It is also stated by Ditkoff (2002) in Triyuni (2010) that currently, extraordinary bureaucratic thinking is required, not mediocre or routine thinking, but "out of the box" thinking.

Since the reform era, the moral hazard problem in bureaucracy has become a priority issue and work program of each government. Various policies are established to encourage the achievement of bureaucratic reform in various fields. One of the important milestones of bureaucratic reform is Decree of MPR No IV/MPR/1999 on Broad Outlines of State Policy (GBHN) 1999-2004 that has outlined the direction of the policy in development for state officials, among others:

- Clean the implementation from practices of corruption, collusion and nepotism by giving the severest sanctions in accordance with applicable laws and regulations, improve the effectiveness of internal and functional controls as well as supervision of society and develop ethic and moral.
- Improve the quality of the state apparatus by improving the welfare and professionalism ... etc.
- Strengthen the political impartiality of civil servants with respect to their political rights.

In addition, there is also Decree of MPR No. XI/MPR/1998 regarding State Officials Clean and Free of Corruption, Collusion and Nepotism; Law No. 28 Year 1999 regarding State Officials Clean and Free of Corruption, Collusion and Nepotism; and Law No. 31 Year 1999 regarding Corruption Eradication. Associated with Civil Servants, Government Regulation No. 5 Year 1999 gives a clear corridor concerning the impartiality of civil servants (PNS) from the political parties. The process of bureaucratic reform has been continued until the birth of 8 Areas of Change that must be met by all Ministries and Institutions in the period of The National Medium Term Development Plan (RPJMN) II. The latest milestone of the bureaucratic reform is the birth of Law No. 5 Year 2014 regarding State Civil Apparatus that actualizes the creation of leaner bureaucratic structure and eliminates the structural positions in echelon level III and IV.

These policies affect the success of bureaucratic reform. Bintoro (2004) argues that bureaucratic reform can be judged from: The progress of the bureaucratic system; Free of corruption, collusion and nepotism; The fulfillment of reliable human resources; and adequate facilities and infrastructure to support the system. The progress of

bureaucratic reform as stated by Bintoro will increase the quality of public services. Public service itself, according to Widyaningrum (2001), is an activity related to the provision of services to the community.

BUREAUCRATIC REFORM IN THE SECRETARIAT GENERAL OF DPR RI

The bureaucratic reform in the Secretariat General of DPR RI is important because of its function to support the performance of national legislation. This is as stated by the Chairman of DPR RI Period 2004-2009 Agung Laksono (2009) who states that the secretariat general of parliament also needs reform in order to improve its ability primarily concerned with the substantial outcome of DPR RI in the field of legislation. Apparatus in the Secretariat General of DPR RI also needs reform in order to provide input from cross-disciplinary and cross-sectoral competence side, to reflect systemic thinking, to be comprehensive-integral, and to be sufficient knowledge, skill and attitude oriented and to uphold Intellectual Honesty.

Certainly the various backgrounds of the members of DPR RI are not a problem if supported by professional government apparatus. Professional here is in terms of availability of competence, capacity, capability, clear authority, as well as accountable qualification standards. This has now become an obstacle as stated by Faisal Djamel (2007) in the Assembly of the Secretariat General of the Parliament of the World held on the Assembly of 166 Inter-Parliamentary Union (IPU), who explains the obstacles to the Secretariat General of DPR RI, among others: first, human resource of DPR RI is still limited, so that it can not support the Council optimally. Second, the obstruction in the flow of communication between the staff at the Secretariat General of DPR RI and the council leads to the inability of the staff of Secretariat General to exchange opinion with the members of parliament. Third, the proportionality of the number of employees in the council and other units is not reached.

It still happens and can be seen from the result of the survey conducted in 2012 for the bureaucracy in the Secretariat General of DPR RI. The survey showed that no more than 40% of the members of the Council expressed satisfaction with the performance of the Secretariat General of DPR RI while the rest considered it unsatisfactory. One of the biggest complaints is the issue of human resource's responsiveness and lack of discipline. The biggest complaint of the members for the administration is related to the administration and information from the Secretariat General of DPR RI that is considered to be less or not transparent.

However, the bureaucratic reform launched in 2012 has led to fundamental renewal and change to the system of supporting implementation of the Secretariat General as the supporting system of DPR RI carried out through eight (8) areas of change, namely; Change Management, Legislation Structuring, Organization Structuring, Management Structuring, Structuring of Human Resource System for Apparatus, Accountability Strengthening, Supervision Strengthening and Public Service Improvement. It seems to produce result shown by the achievement of 41 awards by the Secretariat General of DPR RI, including the public services and records management.

RESULT AND DISCUSSION

The analysis and discussion show that bureaucratic reform gives a positive impact on the Public Service. It can be proved through the analysis as follows:

- Through regression test $Y = a + bX$, $Y = 20.944846 + 0.451$ (Bureaucratic Reform). It means that when Bureaucratic Reform (X) is increased by 1 point, it will give effect to the Public Service by 0.451.
- Correlation test for Bureaucratic Reform (X) is 0.425, meaning that when Bureaucratic Reform is increased, it will increase the Public Service. Meanwhile, through the determining coefficient, Bureaucratic Reform (X) is obtained 0.1806, thereby increase and decrease variation of Public Service can be explained by the variable Bureaucratic Reform (X) of 18.06%, and other factors outside the variable are at 81.94 %.
- Based on the hypothesis test (t test), t value of Bureaucratic Reform is 4.647 and t table is 1.685; thus, H_0 is rejected and H_a is accepted, so that there is a relationship between Bureaucratic Reform and the improvement of Public Service.

- The probability of the result is 0.000 or 0%, while rate $\alpha = 5\%$, thus $[p = 0.000 < \alpha = 0.050]$, thus Bureaucratic Reform is Significant towards Public Service.

A significant result shows that bureaucratic reform of the Secretariat General as a supporting system of DPR RI that has been carried out all this time through the eight (8) areas of change, namely; Change Management, Legislation Structuring, Organization Structuring, Management Structuring, Structuring of Human Resource System for Apparatus, Accountability Strengthening, Supervision Strengthening and Public Service Improvement has been successfully implemented particularly in the area of public service improvement.

This condition also shows that bureaucratic reform in the Secretariat General of DPR RI that has been carried out since 2012 is starting to show results. It also supports the fact that the House of Representatives has won 41 awards, including good financial management from the Audit Board (BPK) during 2009 to 2014. The House of Representatives even received an award plaque in public services and records management. The peak of the bureaucratic reform in the Secretariat General of DPR RI is the declaration of the construction of integrity zone in the region of the Secretariat General of DPR RI in November 2015. This is a concrete manifestation of bureaucratic reform that has been carried out for more than three years.

This achievement is certainly limited to the context of public service area. It is necessary to have the ability to think out of the box between the apparatus of the Secretariat General of DPR RI. It is in accordance with the statement by Dittkoff (2002) in Triyuni (2010) that the ability to think out of the box for the apparatus is a challenge in carrying out the bureaucratic reform.

CLOSING

Since the reform era, the moral hazard problem in bureaucracy has become a priority issue and work program of each government. Various policies are established to encourage the achievement of bureaucratic reform in various fields. The progress of these policies has an impact on the success of the bureaucratic reform and finally affects the increase of the quality of public services.

The bureaucratic reform in the Secretariat General of DPR RI is important because of its function to support the performance of national legislation. The results show that the bureaucratic reform carried out by the Secretariat General of DPR RI has a significant impact, particularly in the area of public service improvement. It means that there has been a fundamental renewal and change in the practice of supporting implementation of the Secretariat General as a supporting system of DPR RI. This condition also shows that bureaucratic reform in the Secretariat General of DPR RI that has been carried out since 2012 is starting to show results. It will greatly support the efforts of the organization of DPR RI as a whole, particularly in 2015, where DPR RI is proclaimed as the corruption-free integrity zone.

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