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### The Implementation of Regional Governmental Bureaucracy Reformation of Bandung City

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#### **ABSTRACT:**

This study analyzes the implementation of regional government bureaucratic reform in the city of Bandung in 2015. This research was based on bureaucratic reform in the city of Bandung which has received a very good predicate from the Ministry of State Apparatus Empowerment and Bureaucratic Reform. This is because the local government of Bandung City has a strong mission to fix the bureaucracy in the region. In addition, theoretically the implementation of bureaucratic reform requires political support between the executive and legislature in making regulations or policies. This study explored bureaucratic reform which implies the role of the executive and legislature. This study was a qualitative approach with a case study method. The findings in this study were: (1) the success of the City of Bandung in obtaining a very satisfactory value from the Ministry of Administrative Reform and Bureaucratic Reform was due to the existence of political support both from the executive and legislative branches; (2) the executive and the legislature collaborated together to discuss and design governance, especially in the implementation of Bandung bureaucratic reform; and (3) the discussions carried out by the Executive and Legislature obtained a policy that led to an agreement and placed the discussion in the interests of the people of Bandung City, so that the implementation of Bandung City bureaucratic reform could be achieved properly.

## INTRODUCTION

Bureaucrats and politicians as the main actors as state administrators who have an important role in providing services to the community. To achieve proper service, an effective bureaucratic system is required. The essence of government services to the community is the bureaucratic system. The system function of the bureaucracy is to carry out its role optimally in carrying out the functions of regulation, allocation, distribution, service, and community empowerment (Mariana, 2010). Actually, the rhetoric of bureaucratic or administrative reform is not only originated from a managerial perspective, but also closely related to politics. This means that bureaucratic reform is influenced by politics or power between the actors being involved, especially the executive and legislature in the policy-making process for public management. Bowornwathana (2010) says:

*Administrative reform is a political, not managerial issue. This study argues that administrative reform is highly influenced by realities of bureaucratic politics. Reforms usually mean the struggle over power among involved actors. There are evidences of patterns of power struggle among and between politicians and bureaucrats, including contestation among bureaucrats that are responsible for public management reform. These power struggles and contestations explain the decision-making processes for designing and implementing administrative reform policies and shifts of power relations.*

Furthermore, according to Pollit and Bouckaert (2000), the reform program is not just a trend that contains formal numbers without meaning and strategy. It is also not just rhetoric for the formality of an official's accountability report, but a method. Method and effort as well as serious and smart strategies of state administrators are to achieve certain goals. Therefore, the realization of the implementation of bureaucratic reform is an effort of local government actors, namely the executive and legislature who jointly discuss regulations or policies regarding the implementation of bureaucratic reform to achieve the expected goals. Certainly, it takes a strategic design that is appropriate for the actor.

The essence of bureaucratic reform in Indonesia leads to efforts to reform good governance that are synergized between the government and the people. The constitutional foundation of the implementation of bureaucratic reform is through TAP MPR-RI Number VI/2001 which mandates the president to build a culture of Indonesian bureaucracy that is transparent, accountable, clean and responsible, and can become public servants, state servants, and role models for society. In addition, Presidential Decree No. 81/2010 mandates that the President reaffirms the government's determination to continue the historical mission of the Indonesian for five years and years after, namely to carry out the second wave of reform, including bureaucratic reform. The instruction refers to the Regulation of the Ministry of State Apparatus Empowerment and Bureaucratic Reform Number 37 of 2013 concerning guidelines for the preparation of the Roadmap for local government bureaucratic reform and Bandung Mayor Regulation Number 1344 of 2014 concerning the 2014-2018 Roadmap for the Bureaucratic Reform of Bandung City Government.

The regional government of Bandung City in 2015 in terms of bureaucratic reform has received a very satisfying predicate from the Ministry of State Apparatus Empowerment and Bureaucratic Reform which in the previous year received an unsatisfactory score. This was because Ridwan Kamil as Mayor of Bandung has experienced significant changes in managing the Bandung City government, especially in terms of public services. Sedarmayanti (2009) argues that reform is a process of systematic, integrated and comprehensive efforts to realize good governance. Good governance is a mechanism for effective and efficient state governance by maintaining a constructive synergy between the government, the private sector, and society

as well as to improve performance through various means for the sake of effectiveness, efficiency and accountability. The impact is a systematic, comprehensive and rapid improvement of services. In addition, there are system-wide changes or structural changes in particular (Frinces, 2008; Saefullah, in Mariana, 2010).

The previous theorizations and normative rules significantly state that to gain an effective bureaucratic reform which does not only focus on administration (carried out professionally and has a clear organizational structure or scenario), there should be a political support among actors. For example, the executive can use its authority to collaborate with board members to carry out bureaucratic or public administration reform (Moe, 1987; McCubbins, 1994) and to successfully negotiate to influence decisions (Peters, 2001). In this case, Mariana (2010) emphasizes that reforming the bureaucracy in more detail includes structural, procedural, cultural, and bureaucratic ethics reforms.

Based on the explanation above, this study focused on the implementation of bureaucratic reform in the Regional Government of Bandung City in 2015.

## Theoretical Basis

### Bureaucratic Reform

The concept of the bureaucracy is a pattern of government implementation whose instruments are carried out with the concepts of renewal procedurally and whose policies are designed by the bureaucracy. In this way, the government can build a bureaucracy in a systemized manner to provide the optimal services to the community effectively and efficiently. Therefore, the study of the bureaucracy is a complex matter, because it relates to various aspects, such as institutions, human resources, and systems and procedures that are created and implemented by the bureaucracy as well as aspects of bureaucratic reform (Lubis, 2017; Prasojo & Kurniawan, 2008; Suryono, 2001). In addition, in regard to public services to realize people's welfare, the public bureaucracy certainly makes a very big contribution, because everything included in the scope of state administration is inseparable from the context of public service and public affairs (Fukuyama, 2017; Hidayat & Nasution, 2017; Mulyani, Sinarwati, Yuniarta, & AK, 2017; Needham & Dickinson, 2017).

Previous explanation explains that the biggest challenge faced by bureaucracy is how they are able to carry out activities efficiently and effectively (Cordella & Tempini, 2015; Kettl, 2015; Ostrom, 2015). Meanwhile, the reasons for reform are in the context of: Yuniarta, & AK, 2017; Needham & Dickinson, 2017).

1. Realizing a new approach to carry out public service functions that are better managerial than just administrative;
2. As a response to the scale of handling and scope of government tasks;
3. Changes in economic theory and problems; and
4. Changes in the role of the private sector in the delivery of public services (Li, Dor, Deyo, & Hughes, 2017).

Bureaucratic reform is an activity carried out by the state or government in managing the administrative affairs of the state or the public sector to be a good system and structure. Mustafa (2014) states bureaucratic reform is a fundamental structuring effort expected to have an impact on system and structural changes. The system deals with the relationships among elements that influence each other and related to form a totality. Changes in one element may affect other elements in the system itself. Meanwhile, structure relates to an orderly and systematically arranged order. Structural changes include mechanisms and procedures, human resources, facilities and infrastructures,

These changes cover all aspects that allow bureaucracy to have adequate capabilities in carrying out its main duties and functions. One of the purposes of bureaucratic reform is to solve various problems in government administration, especially in the public sector (Mark Schacter, in Mustafa, 2014).

Keating (in Setiyono, 2016) states that the success of a government system depends on the attitude and character of the government which must be close to the character and values of its people, both in terms of structure, work methods, location, and sources of authority. If this is done, it will impact on services to the public in a comprehensive and systematic manner (Frances, 2008). On the other hand, the reform program requires a method mixed into the correct strategy, so that it becomes a quality of bureaucracy (Pollit & Bouckaert, 2000). These reforms are expected to bring the country from a certain starting point to the condition and life that are expected in the future.

### **Politics of Bureaucratic Reform**

The bureaucratic arena is inseparable from political activities in which the government will always interact with interest groups, either directly or indirectly and dwell on influences that are always related to the policies of the rulers. Thoha (2014) states that government bureaucracy cannot be separated from political processes and activities. Each community group that forms governance cannot be separated from this political aspect. Politics consists of people who behave and act politically (consist of people acting politically) who are organized politically by interest groups and try to influence the government to take and implement policies and actions that can raise their interests and override the interests of other groups. The point is that the government bureaucracy will always be in touch with interest groups.

Furthermore, administrative reform programs reallocate a balance of power among government institutions, particularly among politicians and bureaucrats and among bureaucrats themselves. Even more extreme, Bowornwathana (2010) argues as follows:

*Studies in public administration and public policy have long argued that governments are not one entity. Rather they are made up of many bureaus and departments that are constantly trying to protect their turf and maintain or increase their power.*

This opinion can be assumed that studies in public administration and public policy have long argued that government is not one unit. Instead they consist of many bureaus and departments that are constantly trying to protect their grass and maintain or increase their strength (Allison, 1971; Halperin, 1974; Allison and Halperin, 1972; Kingdon, 1995; Peters, 2001). The point is that bureaucratic politics is an important factor to explain the policy decision-making process (Down, 1967; Niskanen, 1971). By this point of view, there are three aspects, namely an aspect which focuses on the types of actors, the relationships between actors, and aspect of both policies and administrative reform tools used as instruments in bureaucratic political relations.

Bureaucratic reform requires a strong foundation, so that the state orientation as a servant of the people can be realized. To achieve a state or government orientation as a public servant, a more effective and efficient bureaucratic reform is needed. In addition, in order that the bureaucratic reform is well organized, a clear political domain is needed. In this context, Tilly (1990) argues that politicians only allow strong bureaucracies when dramatic threats, especially war, require them to do so, while our evidence points to political incentives to reform under more benign circumstances.

The arguments that underlie the politics of bureaucratic reform are the most important part in managing a sustainable good government between the government and political parties

that are capable and interrelated. Therefore, bureaucratic reform politics aims to create professional bureaucrats in providing excellent service. The point is to create professional bureaucrats and prime service, political orientation between the government, and that the legislature must produce a positive decision or policy that is in the same direction and in line, so that bureaucratic reform in serving society becomes professional and qualified (Michael Dugget in Rewansyah, 2010; Wilson 1887 in Shafritz & Hyde, 1997; Fredericson, 1985).

## RESEARCH METHODOLOGY

This study used qualitative approach with a case study method. The data were collected through observation, interview, and documentation. The informants in this study were determined using a purposive technique, namely the parties involved in the implementation of bureaucratic reform in 2015 of Bandung City. The data validation used triangulation, namely triangulation of sources, time triangulation, theory triangulation, researcher triangulation, and method triangulation.

## RESULT & DISCUSSION

Based on the study results, progressing the implementation of bureaucratic reform in the Regional Government of Bandung City in 2015 which received a very satisfying predicate from the Ministry of State Apparatus Empowerment and Bureaucratic Reform was inseparable from the roles of related parties, namely the executive and legislative branches. They have contributed to the progress of the Bandung City government in terms of bureaucratic reform that has implications for the welfare of the people of Bandung City, especially in services to the community. The executive and legislature intensively discuss to carry out coordination or meeting to discuss and design policies for local government programs regarding the effective and efficient implementation of bureaucratic reform for the community. Therefore, the implementation of bureaucratic reform is influenced by politics or power among actors involved, especially the executive and the legislature in the policy-making process for public management. Bowornwathana (2010) says:

*Administrative reform is a political, not managerial issue. This study argues that administrative reform is highly influenced by realities of bureaucratic politics. Reforms usually mean the struggle over power between involved actors. There are evidences of patterns of power struggle among and between politicians and bureaucrats, including contestation among bureaucrats that are responsible for public management reform. These power struggles and contestations explain the decision-making processes for designing and implementing administrative reform policies and shifts of power relations.*

The existence of bureaucratic principles is inseparable from political activities, where the executive and legislative positions are struggling to establish a policy for the welfare of their people. However, basically a policy needs political support. Although it is inevitable that there are still relationships with interest groups, either directly or indirectly, there are influencing influences related to these policies. Thoha (2014) emphasizes that government bureaucracy cannot be separated from political processes and activities. Each community group that forms governance cannot be separated from this political aspect. Politics consists of people who behave and act politically (consist of people acting politically) who are organized politically by interest groups and try to influence the government to take and implement

policies and actions that can raise their interests and override the interests of other groups. The point is that the government bureaucracy will always be in touch with interest groups.

In this perspective, the political content of achieving bureaucratic reform in the local government of Bandung City is inevitable between the executive and the legislature. However, in the discussion of drafts regarding bureaucratic reform between the executive and legislative branches of the Regional Government of Bandung City, they found a bright spot. The programs which relate to public services are a prioritized part of the Regional Government of Bandung City, so that the executive and the legislature have the same understanding. Therefore, the implementation of bureaucratic reform in Bandung City Government can achieve the expected goals.

In addition, the achievement of the goals of bureaucratic reform in the Regional Government of Bandung City in 2015 is the existence of an appropriate planning process contained in the vision, mission, and objectives of the bureaucratic reform that can make bureaucratic reform as a priority program of the Bandung City Regional Government. From these priority programs, in term of politics, Ridwan Kamil as Mayor of Bandung clarifies that the City of Bandung must have a target to increase its bureaucratic reforms for better through structured performances. This means that Ridwan Kamil has a strong desire to make significant changes through government performance system.

According to Moe (1987) and McCubbins (1994), the politics of bureaucratic reform emphasizes that there is no ability of non-executive politicians to act collectively. The executive can use his power to discuss together with board members to carry out bureaucratic reform or public administration. If politicians can act collectively, they can reject or withdraw collective support from the executive. In addition, Peters (2001) states that the bureaucracy must make its actions formally legitimized or be able to successfully negotiate to have an influence on any decision.

In addition, Michael Dugget (in Rewansyah, 2010) emphasizes that bureaucratic reform as a process carried out continuously to redesign the bureaucracy within the government and political parties, so that it can be efficient and effective both from a legal and political perspective. The main source of bureaucratic reform politics is the optimization of the infiltration of political interests in the administrative realm as the scope for the bureaucracy to carry out its main task of implementing policies. That is, the political process occurs sufficiently at the time of policy formulation until the policy is agreed upon (Wilson 1887 in Shafritz & Hyde, 1997).

In addition to previous idea, Sedarmayanti (2009) argues that the ideal bureaucracy is an organizational structure described by a hierarchy where officials are appointed, lines of responsibility, and authority are governed by known and clear regulations, and the justification of each decision requires references to find out policies whose ratification is determined by the mandate in outside the organizational structure itself. In this case, Suwaryo (in Mariana, 2010) argues that the bureaucracy's duty is to serve the community as a whole and must be free from the influence of certain interests. In the same view, Farazmand (2002) strengthens that to maintain the reform program, it is necessary to develop a stable political system and formulate clear policies that lead to the expected actions or goals.

## CONCLUSION

The implementation of bureaucratic reform in the Regional Government of Bandung City in 2015 which received a very satisfying predicate from the Ministry of Empowerment and Bureaucratic Reform is inseparable from the political support of the executive and legislative roles. The executive and legislature collaborate together to discuss and draft regulations regarding bureaucratic reform. The discussions regarding bureaucratic reform regulations have met or reached a bright spot. This is because the executive and the legislature

have the same understanding of the progress of the Bandung city government; one of which is the bureaucratic reform. This process and commitment has given and establish a commitment to a regulation that is in accordance with the expectations of the people of Bandung in public services.

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