

Bureaucratic Reform: The Main Means of Corruption Eradication in Indonesia

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Abstract--- Bureaucratic reform that developed in Indonesia since 1998 is now a major vehicle for government administration including the officials in central and regional governments. In relation to government administration, bureaucracy as the key to implementing public services contains various development programs and government policies. However, in reality, a bureaucracy that carries general tasks and development programs from the government is often articulated differently by the public. They feel that public services in government affairs are a long and convoluted process. As a result, bureaucracy always gets a negative image from the public. This can burden the development of the bureaucracy itself (especially in terms of public services). Indonesia was the first country in Asia to issue a special regulation on eradicating corruption in 1958. To date, the regulations on corruption still exist but the success of its implementation is still very far to be achieved. In essence, bureaucratic reform in Indonesia is the main supporting factor to eradicate corruption.

Keywords--- Bureaucratic Reform, Corruption Eradication.

INTRODUCTION

The perception of bureaucratic reform is, in fact, the main supporting condition to eradicate corruption. In the context of humanity, bureaucracy is the actors of a group who have a position in a government or private agency so that they have the access to perform a service function and to have an interaction with the public. Therefore, corruption can enter the interaction of both sides, the briber and the bribed.

According to Thoha (2007), the initial concept of officials are people who occupy certain positions in government bureaucracy. Therefore, the power of these officials determines the positive or negative direction in governing. In most people's perceptions, officials often found to always abuse their power. As for example, the use of a red-license plate car outside office hours. In the case of public service, to find out that someone is part of the city population, one must register as a resident in the bureaucracy by showing KTP (Kartu Tanda Penduduk or Identity Card) and KK (Kartu Keluarga or Family Card). In this process, most of the negative perceptions about bureaucracy arise. People tend to bribe the officials to get fast process, privileges, and so on. In this case, there is a statement of attitude of professionalism which initially impersonal to become personal with bureaucrats.

Bribery becomes the acts of corruption that are often heard in the Indonesian bureaucracy. People even say that bribery occurs since the days that our mother was pregnant. The perception that arises every time people hear the word bureaucracy is not about its positive benefits for the progress of the nation and the needs of citizens but the misleading negative perceptions. Rather than a useful rational organization (bureau rationality), the term bureau-pathology (bureaucracy disease) is often used by the people.

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Historically, Indonesia became the first country in Asia to issue a special regulation on corruption eradication in 1958. To date, the regulations on corruption still exist but the success of its implementation is still very far to be achieved. However, in order to be free from corruption, the regulations are continued to be promoted through various government and private organizations. Transparency International Indonesia (TII) is an NGO global network of Transparency International which is an expert on anti-corruption affiliation movement. TII passionately promotes one of the principles of good governance that is transparency and accountability to government institutions and other stakeholders. TII released the 24th Corruption Perception Index (CPI) that is based on the infographic data in 2019 referring to 13 surveys and expert assessments to measure public sector corruption in 180 countries and territories. Since 1995, Indonesia is ranked 85 out of 180 countries surveyed. This is an optimistic attitude because the score was increased by 2 points from 2018. By that, it becomes a positive product as a result of bureaucratic reform in Indonesia. This has been a public spotlight in overcoming and eradicating Indonesian mafia and corruptors who are spreading everywhere.

Bureaucratic reform that developed in Indonesia since 1998 is now a major vehicle for government administration. In fact, every leader or official in the central and regional government has a name of this means, Bureaucratic Reform Road Map. This road map is a hot means for corruptors to do their actions such as Tax Extortion, Land Manipulation, Fast Path for KTP Registration, Mark up Budgeting, Position Abuse, and so on. Such problems become a reminder of Quah's statement which reveals that corruption can be in the form of bribery, nepotism, improper use of funds or public property, and irregularities in licensing. In line with the description from Quah, bureaucratic reform is an important and most effective measure used by the government to tackle particular bureaucratic corruption in Indonesia. This is very necessary because the term bureaucratic corruption is the most serious and embarrassing obstacle in the national development of all developing countries (Caiden, 1982).

BUREAUCRATIC REFORM

Evers (1987) classified bureaucracy into 3 mutually distinct patterns, (a) Weberization which views bureaucratization as a process of rationalizing government and apparatus procedures; (b) Parkinsonization which sees bureaucratization as a growth of the number of civil servants; and (c) Organization which sees bureaucratization as a process of expanding government power to control economic and social activities under the name of regulations and sometimes, by force (Zauhar, 2006). There are several reasons why the ideal form of rational bureaucracy rarely or never appear in daily practice. The first is that humans do not live only for organizations. Second, bureaucracy is not immune to change. Last but not least, bureaucracy is designed for "rational" people so that, in reality, they cannot be exchanged for the daily functioning of an organization (Perrow, 1978). On that basis, Bendix (1957, in Zauhar, 2006) concluded that rational bureaucracy is more suitable in Western countries than in Eastern countries. Eisenstadt (1959) has grouped bureaucratic ideas into two views, namely:

1. Bureaucracy is an efficient and effective tool for realizing certain impressions;
2. Bureaucracy is a tool to obtain, maintain, and implement power.

In relation to government administration, bureaucracy as the key in public service implementation includes various development programs and government policies. However, in reality, a bureaucracy that is intended to carry general tasks and development programs from the government is often articulated differently by the public. In the context of government affairs, people feel that public service administration is a long and convoluted process. As a result, the bureaucracy always gets a negative image that is not good for the development of the bureaucracy itself (especially in terms of public services). Therefore, in order to overcome such a bad impression, bureaucracy needs to return to its identity by making several changes in attitude and behavior, among others:

1. Bureaucracy must prioritize the nature of task approach which is directed at protecting and providing public services, and avoid the impression of a power and authority approach;
2. Bureaucracy needs to improve its organization to be modern, lean, effective, and efficient in distinguishing tasks and job desks (including dividing tasks that can be left to the public);
3. Bureaucracy must be able and willing to make changes to its work systems and procedures which are more oriented to the characteristics of modern organizations namely: fast, precise, accurate, and transparent while maintaining quality, cost efficiency, and timeliness;
4. Bureaucracy must position itself as a facilitator or public servant than just the agent of change;
5. Bureaucracy must be able and willing to do self-transformation, from a rigid bureaucracy to become a bureaucratic organization whose structure is more decentralized, innovative, flexible, and responsive (Suryono, 2005).

In compiling the direction of Indonesian bureaucratic reform, it is necessary to take into account the changes in the work environment and trends in the socio-economic dynamics of universal societies. Jocelyne Bourgon explained it simply in her article entitled “A Comprehensive Framework for Public Administration Reform” that:

1. Issues related to the management of the organizational structure, that is the types of organizations to be used, and the distribution of activities and responsibilities across public administration bodies.
2. Issues related to the management of the public administration network, and especially the management of the contractual relations and of public procedure of services.
3. Issues related to the management of human resources, taking the heterogeneity of activities and organizations into account, and focusing on performance issues.
4. Issues related to the management of information flows and resources, and including the protection of the integrity of citizens and enterprises.
5. Issues related to the management of citizen relations and citizen involvement in the deliberations of governments and public administrations.
6. Issues related to the management of trust and confidence, including transparency, access to information, and conflict of interest

CORRUPTION ERADICATION STEPS

The 1998 reformation gave birth to a number of state institutions, especially in the field of law including Constitutional Court (Mahkamah Agung, abbreviated as MK), Judicial Commission (Komisi Yudisial, abbreviated as KY), Witness and Victim Protection Agency (Lembaga Perlindungan Saksi dan Korban, abbreviated as LPSK), and Corruption Eradication Commission (Komisi Pemberantasan Korupsi, abbreviated as KPK). The emergence of KPK brought fresh air to the eradication of corruption in Indonesia but brought smoke for corruptors. Legally, the KPK's initial standing was based on Law No. 30 of 2002 concerning the Corruption Eradication Commission. Previously, the criminal acts of corruption which were committed conventionally are proved to experience various obstacles. In this matter, it needs reform and extraordinary methods of law enforcement through the establishment of special agencies that have broad and independent authority; free from any intervention or power.

KPK is a special agency born under President Megawati Soekarnoputri. It was subsequently established in the post-reform period by making it the peak of government and community expectations to eradicate corruption in Indonesia.

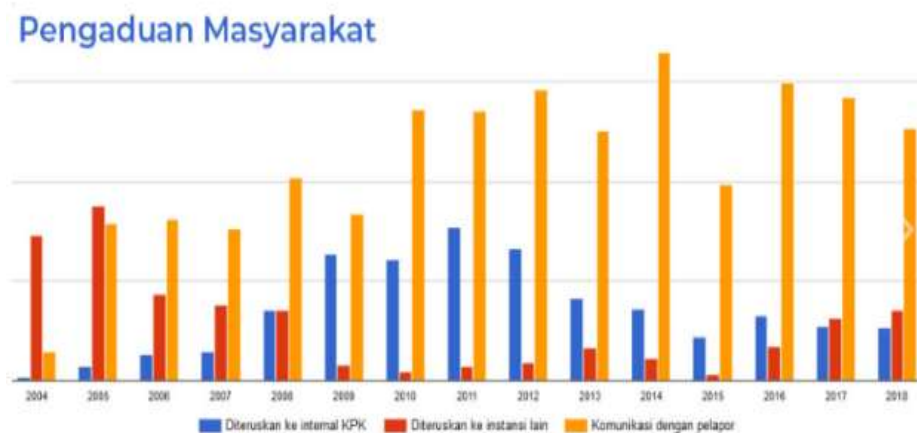


Figure 1. Public Complaints, Source: ACCH.KPK, 2018

Figure 1 illustrates the society's response on corruption eradication efforts fluctuated. Their expectations were also based on the public complaints to the KPK from the 2018 KPK Anti-Corruption Clearing House statistics data that continued to experience fluctuations in which the range of decline and increase was not significant. However, the public response to corruption eradication and wish to return to the identity, goals, and expectations of bureaucratic reform in Indonesia still needs to be viewed positively.

Robert Merton, who is famous for "meansends schema", argued that corruption is a human behavior caused by social pressure that causes violations of norms. All social systems have goals; humans also try to achieve goals through means that have been agreed upon by society. The society called this as institutional norms. The people who follow it are known as a compromise group. However, the social system also causes pressure on many people who have access or opportunities in the system due to racial, ethnic, skill, capital, and other sources of racial or ethnic discrimination. As a result, this group will try to find various ways to be recognized by the community.

Banfeld (1985) who emphasized attachment that is too close to family explained that the attitude of particularism is a feeling of obligation to help and divide resources to individuals who are close to them. This assistance is a personal obligation to the family, friends, or group members. Robert Klitgaard summarized corruption simply: $(C = M + D - A)$ Corruption = Monopoly + Discretion – Accountability. In other words, corruption occurs when there is a monopoly on power and authority but without accountability. In general, the strategy to eradicate corruption in Indonesia is as follows:

1. Corruption is a systemic problem of a country, which is a form of governance failure in the National Integrity System.
2. The National Integrity System consists of institutions in all sectors (public, private, and third sectors) of a country. Its roles and functions are carried out with high standards in effectiveness, transparency, and accountability so that one another supports each other to uphold these high standards and low levels of corruption.
3. Reflect the concept of horizontal accountability: one sector becomes a “watchdog” for other institutions.

Based on the above theory, the strategy needs to be re-sharpened through the premise of Natalia Soebagjo as one of the activists in Transparency International Indonesia who stated that to re-establish the spirit of corruption eradication, the “Board Member” of KPK needs more incentives for honest behavior; more incentives than the incentives from corruption. When legal sanctions are still difficult to implement or enforce, social sanctions must be the final solution. Building social sanctions starting from a small anti-corruption movement against corruptors will be an alternative choice for the high expectations of the community.

CLOSING

In Indonesia, the term bureaucratic reform is essentially the main supporting condition of Corruption Eradication. Prior to the reformation in 1998, the seeds of corruption were judged to be more fertile as a result of public anxiety on the economic crisis and the authoritarian leadership style from President Soeharto. This condition gave birth to a number of state institutions, especially in the field of law including Constitutional Court (Mahkamah Agung, abbreviated as MK), Judicial Commission (Komisi Yudisial, abbreviated as KY), Witness and Victim Protection Agency (Lembaga Perlindungan Saksi dan Korban, abbreviated as LPSK), and Corruption Eradication Commission (Komisi Pemberantasan Korupsi, abbreviated as KPK). KPK becomes the pioneer in handling legal cases in Indonesia especially in eradicating the seeds of rampant corruptors. To date, the regulations on corruption still exist but the success of its implementation is still very far to be achieved. However, in order to be free from corruption, the regulations are continued to be promoted through various government and private organizations such as Transparency International Indonesia (TII) which showed that the Corruption Perception Indication in Indonesia was increased by 2 points from 2018. These results serve as a benchmark for public awareness and attention to corruption prevention and eradication.

In Indonesia, bureaucracy is often used as the main means of corruption. In order to change this image, bureaucracy needs to return to its identity (reform) by making several changes in attitudes and behavior, among others:

- a) Prioritize the nature of protecting and providing public services; avoid the impression of a power and authority approach,
- b) Improve its organization by modernization (effective & efficient),
- c) Make changes to systems and work procedures that are characterized by modernization (lean, easy, fast, and inexpensive),
- d) Act as a public servant facilitator,
- e) Doing self-transformation from a rigid bureaucracy to a more flexible, innovative, and responsive structure.

This should be done until the bureaucracy in central and regional Government create good leaders who are willing to create a system of good governance. This can be supported by the presence of external apparatuses (KPK) or other private institutions that protect our system from corruption and are brave to eradicate corruption at its roots. KPK which was established after the 1998 reformation cannot work alone. This institution needs all parties and elements of society to implement the efforts of corruption eradication. All parties need to keep working to restore the expectation of corruption eradication in the last two decades after the reformation. The results so far still not significant by which it has not changed the character of corruption behavior. Nevertheless, all parties still need to fulfill future expectations so that the reform in this corruption eradication sector is preserved, real, and not wasted.

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