HOW DID BUREAUCRATIC REFORM WORK IN KARIMUN REGENCY?
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Abstract
This paper examined bureaucracy reform in the Karimun Regency Government (KRG). Based on the facts in the field there were problems namely: bureaucracy reform had been implemented in KRG but had not been fully implemented properly and had an influence on service to the community, the lack of mastery of information technology by employees in KRG had implications on service time and work scope, sector ego in some regional devices at KRG, standardization of service in KRG had not been updated. The author adopted qualitative approach to answer research question. Our key informants were various stakeholders in Karimun Regency who had participated, directed or undirected, in bureaucratic reform. The finding shows that bureaucratic reform in Karimun Regency had been realized at three levels (policy, organizational, and operational). However, we also found that bureaucratic reform in KRG had serious weaknesses and did not produce any significant impact. We discussed theoretical and practical implication of these findings.

Keywords: local government, bureaucratic reform, public service

1. Introduction
Bureaucratic reform is one of strategic issues in many developing countries, including Indonesia. Haque (1998, 2004, 2007) shows how all countries in Southeast Asian Countries has adopted market-friendly model or the New Public Management model to reform public sector. There have been adjustments in the objectives and priority (nation-building vs economic growth), bureaucratic roles (supportive and active involvement), institutions (market-oriented vs hierarchy-oriented), norms (bureaucratic norm vs market norm), attitudes (people-oriented vs customer-oriented), and beneficiaries (all citizens vs customer) of bureaucratic reforms in these countries. However, there is a highly diverse response to the NPM menu of public sector reform initiatives among Southeast Asian countries. Indonesia, for Turner (2002), is categorized into ‘cautious diners’ where bureaucratic reform based on NPM-style is slow and sporadic.

For Indonesia, bureaucratic reform is not only an important thing for central government, but also for local government. In Indonesia, especially at the central government level, bureaucratic reform is ongoing process to increase economic development size, quality of people well-being, and utilization of natural resource based on Sustainable Development Goals (Atkinson, Dietz, & Neumayer, 2007; Baker, Kousis, Richardson, & Young, 1997). For local governments in Indonesia who have more authority and resources to realize local development, bureaucratic government is a necessity to keep decentralization working for the people.

Similar to other regions in Indonesia, Karimun Regency also needs bureaucratic reform. As a new autonomy region, Karimun Regency has to accelerate the development process to restore various backwardness. However, unlike other regions in Indonesia, Karimun Regency has two unique characteristics: frontline and archipelagic region. As the frontline region, Karimun Regency is very close to international trade route (Malacca Straits) that gives them the opportunity to play an important role as the entry point for international trading commodity. As the archipelagic region, Karimun Regency has a special geography that gives opportunity and threat to local development.

Since 2016, Karimun Regency Government (KRG) has given a special attention to basic infrastructure development (i.e., road, port, electricity, primary school, and health facility). KRG believes that infrastructure has a direct multiplier effect on economic activity at the grass-root. Infrastructure development is expected to be a leverage factor to improve the competitiveness of Karimun Regency. The readiness of basic infrastructure can improve productivity and competitiveness because it has direct effect on commodity and logistic cost.
Here is the urgency of bureaucratic reform in support of acceleration of licensing, primarily by building transparency, accountability, effectiveness, and efficiency in order to improve the quality of service that has a positive correlation to the improvement of competitiveness, including in the local government environment. In the context of regional development, local governments have a variety of potential partners, such as non-governmental organizations, international donor agencies, and domestic and foreign investors who can help to achieve targets set in the strategic plan and the Medium-Term Regional Development Plan (RPJMD). Apart from the frequently-inhibiting problems, the contributions of these partners provide many opportunities for local governments to accelerate in various areas of development. Support from various partners can also help the region to increase its capacity to adapt to current needs. Both material and immaterial investments from these partners provide a variety of refreshments and capacity building for local governments.

Amidst the bureaucratic reform agenda that still faces many of these obstacles, bureaucrats must act as the spearhead of various strategic plans that can be undertaken with the private sector. This often encounters many obstacles, ranging from complaints from businesses about the complexity of licensing, to the extent of illegal levies to be paid to local governments. This makes many areas with great potential for obstacles to develop. Referring to the targets set forth in the Grand Design of Bureaucratic Reform 2010-2025, the achievements of the government are not very satisfactory, in which little has been achieved in the 2009-2014 period. This explains why bureaucratic reform is important need to be further elaborated.

Previous research shows that several factors have contributed to bureaucratic reform in Southeast Asian such as patronage, weak accountability, hegemonic political regime, high and legitimate power distance, low wage, and bureaucratic dysfunction, authoritarianism, lack of public official responsibility, lack of evaluation, lack of participation, and lack of indigenization, political history, party politics, macroeconomic considerations, state tradition, role of International Development Agencies (IDAs) and the state of civil society (Kim, 2009; Samaratunge, Alam, & Teicher, 2008; Turner, 2013).

Furthermore, previous research on bureaucratic reform in Indonesia has identified different finding. Several Indonesian scholars show how bureaucratic reform at local government has produced the loser and the winner among public servants and influenced by political consideration of the local executive (Lituhayu, 2015; Wahiyuddin, 2014), the complex and overlapping responsibilities of Indonesian government institutions (King, 1995), political power, commitment and leadership (Ahmad & Kusumaningrum, 2016; Arditama, 2013; Hayat, 2014; Mayahayati, Wildan, Lia, Sartika, & Hidayah, 2014; Muslim & Hariyati, 2012; Prianto, 2012; Rhandoyo & Djumiarti, 2007; Takeshi, 2006), cultural factor (Kadir, 2014; Sukadis, 2016; Wihantoro, Lowe, Cooper, & Manochin, 2015), and mentality (Mustapa, 2011), stakeholder participation (Nombo, 2000), elite political communication (Susanto, 2017). However, none of these researches comes from archipelagic geography that has a unique character.

Theoretically, reform can be defined as a durable and significant policy change that improves aggregate socioeconomic welfare, consistent also with an objective function that recognizes distributional and environmental considerations (Hart, 2004). In the context of bureaucratic, administrative, or public sector reform, the reform itself is a dynamic concept. Its meaning continuously evolves and gets contested. Groves (1971) argues that the phrase administrative reform has been widely used with two broad meanings. First, administrative reform has been synonymous with administrative change, describing the variety of important revisions of administrative practice and organization that all administrative entities engage in from time to time. Defined in this way, it has no necessary time, directional or content bias. Second, administrative reform is terminology that describes efforts to assist in the modernization of new and developing nations. From this perspective, administrative reform has taken on a far more specific content bias and direction than that inferred by the other meaning discussed.

For several scholars, bureaucratic reform is similar to privatization and co-production, de-bureaucratization, reorganization, value for money, managerialism, customer-oriented, public-private partnership, and result-oriented management (Caiden, 1988; Haque, 1998). The main idea under these terminologies is the minimization of the role of government vis-à-vis society, the improvement of the internal performance of the public sector (De Vries & Nemec, 2013), disaggregation, competition,
and incentivization (Dunleavy, Margetts, Bastow, & Tinkler, 2005).

For another scholar, bureaucratic reform is not only integrating market principle into government organization, but also deal with political responsiveness (Cope, 1997), participation and political accountability (Kim, 2009; Rhodes, 1999), and community empowering (Burkitt & Whyman, 1994). It is true that major of developing state in the world has adopted New Public Management as a guidance to reform public sector, however, coherent NPM model exists only in concept. In practice, NPM reform has been marked by halting incrementalism and inconsistencies aplenty (Polidano, 1998).

Denhardt & Denhardt (2003), the prominent New Public Service theorists, argue that NPM uses a narrow perspective to understand public sector. They state that economic and market criteria are two of judgment criteria used by government institution. Besides these two criteria, the government also has other criteria such as legal, political, democratic, and social criteria. Based on this idea, they propose seven principles to guide bureaucratic reform: (a) helping citizens to articulate and meet their shared interests; (b) creating a collective, shared notion of the public interest paramount; (c) collective efforts and collaborative processes; (d) building relationships of trust and collaboration with and among citizens; (e) they must also attend to market, statutory and constitutional law, community values, political norms, professional standards, and citizen interests; (f) collaboration and shared leadership based on respect for all people; (g) committed to making meaningful contributions to society.

Bureaucracy reform can be said to be reforming on being reformed; the struggle to enforce the law and the constitution; a change for better in morals, habits, methods; public sector reform measures in an effort to realize good governance and clean government as a vehicle for the realization of civil society. According to Prasojo (2009), for the realization of bureaucratic reforms, bureaucratic reform strategies are needed: first, policy level, policies should be created that encourage a bureaucracy that is oriented towards the fulfillment of civil rights of citizens (legal certainty, deadlines, procedures, participation, complaints, lawsuits). Second, organizational level, conducted through the improvement of recruitment process based on competence, education and training that are sensitive to public interest, the creation of Individual Performance Standards, Team Performance Standards, and Performance Standards Government Agencies. Third, operational level, performed improvements through improved service quality include dimensions of tangibles, reliability, responsiveness, assurance, and empathy. Fourth, government agencies periodically measure public satisfaction and make improvements. In addition to needing strategies, the bureaucratic reform stages are also needed, namely improving public services to regain people’s trust, public service oriented to community empowerment, and improving the level of employee welfare.

Bureaucratic reform becomes an urgent effort given the vast implications for society and the state. In real terms, serious efforts need to be made for bureaucratic reforms to be smooth and sustainable. The following points are the steps that need to be taken to get to bureaucratic reform. Bureaucracy reform is intended to make government bureaucracy always able to run its work well to serve the community in accordance with the principles of modern management. It implies the existence of a process or series of activities and actions that are genuine and rational, so that there are concepts and systems that are continuously evolving in six jobs including evaluation, structuring, controlling, improving, refining, renewing. The object is in all sectors of state administrations of government (institutional, human resources apparatus, management, accountability, public service).

Local bureaucracy reform programs, such as human resource education, and the use of information technology applied in improving governance, have not been able to increase the outcomes that have been targeted. Under these conditions, President of Republic Indonesia (and Minister of Home Affairs release a new regulation to encourage business activities, namely: Minister of Home Affairs Regulation No. 24 of 2006 on Guidelines for the Implementation of One-gate Integrated Services (GIOIS) and Presidential Regulation No. 97 of 2014 on Implementation of One-gate Integrated Service (IOIS) to encourage business activities. Up to one-year implementation of Minister of Home Affairs Regulation Number 24 of 2006 on GIOIS, as many as 30% of regions in Indonesia have implemented an integrated permit service. But ahead of the implementation of Presidential Regulation Number 97 of 2014 on IOIS in early 2015, only two provinces were ready to implement IOIS in January 2015. The central government considers that the local government's
tools do not yet have the capacity to enforce this regulation, in which capacity building programs of human resources have not been able to ensure that the regulation is viable.

2. Methods

This research used qualitative approach to answer research question (Berg, 2001). This research collected primary data using in-depth interview with several informants who were selected purposively based on snow-ball technique. As a starting point, we chose several prominent actors in bureaucratic reform at KRG such as the Secretary of Karimun Regency, Karimun Development Planning and Research Body, Karimun Employment and Human Resource Development Body, Karimun One-gate Integrated Service and Investment Agency, local businessmen, and investor in Karimun Regency. We also collected secondary data from government publication, online media, and trusted resources. We analyzed research data using interactive model (Miles, Huberman, & Saldana, 2014).

3. Result

3.1. The Research Sites

Karimun Regency is one of the districts in Riau Archipelago Province, Indonesia. The capital of Karimun Regency is located in Tanjung Balai. The regency has an area of 7,984 km², with a land area of 1,524 km² and an ocean area of 6,460 km². Karimun Regency consists of 250 islands with 57 of them inhabited. In 2016, the population of Karimun Regency reached 227,277 people (115,814 men and 111,463 women) with a sex ratio reaching 104 and a population density of 148 people/km² (BPS Karimun, 2017).

Geographically, Karimun Regency is located at coordinates 00°24'36" NL to 01°13'12" NL and 103°13'12" EL to 104°00'36" EL. It is adjacent to Meranti Regency (West), Pelalawan Regency and Indragiri Hilir Regency (South), Batam City (East), and Singapore and Malaysia (North). Because of its strategic location, part of the Karimun Regency area has become a Free Port and Free Trade Zone (Kawasan Perdagangan dan Pelabuhan Bebas or KP2B). The other three KP2B areas are Sabang Regency, Bintan City, and Batam City.

Administratively, Karimun Regency consists of sub-districts, twenty-nine urban villages and forty-two rural villages. To carry out governance and development functions, the KRG has 3,667 civil servants (1,866 male and 1,981 female) spread in three secretariats, one inspectorate, six bodies, eighteen agencies, one office, one hospital, twelve sub-district areas, eleven sub-district health services, five sub-district education agencies, primary and secondary school. According to the final result of the 2014 general election, Karimun Legislative Council has twenty-two seats and owned by Functional Group Party (6 seats), Democratic Party (3 seats), People Conscience Party (3 seats), Indonesian Democratic Party of Struggle (3 seat), Prosperous Justice Party (3 seats), Great Indonesia Movement Party (3 seats), National Awakening Party (2 seats), National Mandate Party (3 seats), United Development Party (2 seats), National Democrat Party (2 seats).

In 2017, Gross Regional Domestic Product (GRDP) of Karimun Regency at current price reached 1,743.18 billion rupiahs. In nominal terms, this GRDP was increased by 48.98 billion rupiahs compared to 2016 which reached 1,792.16 billion rupiah. This increase in GRDP value was influenced by increased production in all business fields and inflation. Based on the 2010 constant market prices, GRDP also increased from 1,381.33 billion rupiahs in 2016 to 1,389.63 billion rupiahs in 2017. This shows that during 2017 Karimun Regency experienced economic growth of about 5.42 percent, faster than the previous year. The increase of GRDP was purely caused by the increased production of all business fields, not influenced by inflation. Over the last five years (2013- 2017) five industries have dominated the economic structure in Karimun Regency: wholesale and retail trade, vehicle and motorcycle repairs, construction, agriculture, forestry, and fishery, manufacture; mining and quarrying (Statistics of Karimun Regency, 2017).

The average of Karimun Regency economics growth over the last five years was about 6.42 percent per year. Five industries that experienced higher positive growth were: (a) water supply, sewerage, waste management and remediation activities industry at 9.26 percent; (b) public administration and defense, compulsory social security at 8.83 percent; (c) transportation and storage activities industry at 8.71 percent; (d) human health and social work activities at 8.15 percent; and (e) construction at 7.9 percent.
Value of GRDP per capita of Karimun Regency at current market prices since 2013 to 2017 continued to increase. In 2013 GRDP per capita stood at 35.01 million rupihs. Nominally it continued to rise until year 2017 reached 50.70 million. The increase in GRDP per capita figures were quite high due to the influence of the inflation factor. However, by excluding inflation factor, it was recorded that GRDP per capita of Karimun Regency in 2017 still increased. GRDP per capita of Karimun Regency in 2010 at constant market price in 2017 was about 37.50 million rupihs per year, higher than 35.87 million rupihs recorded in 2016 (Statistics of Karimun Regency, 2017).

3.2 Policy Level Dimensions

At the policy level, KRG creates policies that encourage bureaucracies to fulfill civil rights of citizens (legal certainty, deadline, procedure, participation, complaint, lawsuit, etc.). The organizational structure and working arrangements of KRG have been replaced in line with policy changes at the national level, followed by changes in local policies. This trend is aligned with the mission of Karimun Regency that wants to achieve “clean, serving, and professional bureaucracy”.

Bureaucracy reform also means a struggle for KRG that, if it is successfully implemented properly, will reach the expected goal, among them: reducing and eliminating any abuse of authority by officials in the relevant institutions; making the most-improved bureaucracy; improving the quality of service to the community; improving the quality of formulation and implementation of agency policies/programs; improving the efficiency (cost and time) in the implementation of all aspects of the organization’s tasks; and making the KRG bureaucracy anticipatory, proactive, and effective in dealing with globalization and dynamics of strategic environmental change.

The problems that occur in the bureaucracy and service to the community must always experience improvement or reform for the bureaucracy in the effort to achieve good governance. KRG has been trying to implement bureaucracy reform gradually. Similarly, there are some changes to the policy made that are also marked by the existence of independent supervision. In addition, it is found that there is a strategy in bureaucratic reform in KRG, namely management change and communication strategy. It is used to describe patterns of efforts and strategies in reforming the bureaucracy.

In addition to needing strategies, the KRG must follow the stages of bureaucratic reform, namely improving public services to regain people's trust, public service oriented to community empowerment, and improvement of the level of welfare of employees. Bureaucratic reform became an urgent effort given the far-reaching implications for Karimun Regency. In real terms, serious efforts need to be made for bureaucratic reforms to be smooth and sustainable. The KRG must take these steps towards bureaucratic reform.

Normatively, the purpose of bureaucratic reform, as stated in the Presidential Regulation No. 81 of 2010 on the Grand Design Bureaucracy Reform 2010-2025, is to make "clean, competent and accountable" bureaucracy which then forms a government bureaucracy that is compatible with adaptive, integrity, high performance, clean and corruption, collusion and nepotism-free characteristics, serving, neutral, prosperous, dedicated, and upholding the basic values of the apparatus ethics". To achieve this goal, KRG has already followed the national regulatory framework as outlined in six bureaucratic reform programs at the macro level, namely: organizational structuring, management arrangement, structuring human resource management system apparatus, strengthening supervision, strengthening performance accountability, and improving the quality of public service.

The six bureaucratic reform programs on macro basis provide a conceptual basis for achieving areas of change whose achievements are emphasized in the implementation of bureaucratic reform programs at the micro level by the KRG. In this framework and referring to Presidential Regulation No. 81 of 2010 on the Grand Design Bureaucracy Reform 2010-2025, there has been issued Regulation of Administrative and Bureaucratic Reform Minister No. 20 of 2010 on Roadmap of Bureaucratic Reform 2010-2014 which contains nine micro-programs of bureaucratic reform, namely: change management, structuring of legislation, structuring and strengthening the organization, management arrangement, structuring human resources management apparatus, strengthening supervision, strengthening accountability, improved service quality, monitoring and evaluation.

This roadmap is a menu for the KRG. According to spirit of decentralization, central government gives flexibility to local government to choose and execute priority program in bureaucratic reform.
Because each region (province and regency) is unique, they have a discretion to interpret guidance of bureaucratic reform from central government. “Several bureaucratic reform programs from central government are very clear for us, for example, improving service quality or strengthening accountability. However, several programs are very difficult to be understood, for example, change management or knowledge management” said Muhammad Firmansyah, the Secretary of Karimun Regency (interview, 10 June 2017).

3.2. Organizational Level Dimension

At the organizational level, the KRG undertakes the recruitment process based on competence, education and training that are sensitive to the public interest, the creation of Individual Performance Standards, Team Performance Standards, and Performance Standards of Government Agencies. They had established Investment and One-gate Integrated Service Agency (Dinas Penanaman Modal dan Pelayanan Terpadu Satu Pintu or DPMPSP) that has authority to simply process licensing deal with foreign and domestic investment.

For the KRG, deconcentrating of power to the regional level will not be able to achieve the targets that have been set if it is not accompanied by the principle of good governance. This principle requires maximal bureaucratic performance in running public services, as well as the dynamic and constructive check and balance mechanism of the legislature. The KRG will be able to keep up with these development partners in promoting the necessary improvements and development innovations. Bureaucratic reform of KRG is a continuous process to redesign the bureaucracy in the government environment so that it can be efficient and effective both in terms of law and politics. Bureaucratic reform is intended in the framework of realizing the implementation of KRG good (good governance) that has the main purpose of providing better services for the society (excellent services for civil society).

The KRG believes that if they fail to implement bureaucratic reform, it will create bureaucratic incapacity in the face of today's exponential complexity, the emergence of public trauma, decreased public confidence in the government, and the threat of failure to achieve good governance, even hamper the success of development in Karimun Regency. Bureaucratic reform at KRG is concerned with the overlapping process among government functions, involving thousands of employees, and requires a considerable budget. In addition, the bureaucratic reforms of KRG need to rearrange the bureaucratic process from the highest level to the lowest and innovate breakthrough with gradual, concrete, realistic, earnest, unrealistic steps/ existing routines (out of the box thinking), paradigm shifts (a new paradigm shift), and with extraordinary effort (business not as usual). Therefore, the bureaucratic reform of KRG needs to revise and develop various regulations, modernize various policies and practices of local government management, and adjust the task function of the KRG with new paradigm and role. The effort requires a grand design and road map of bureaucratic reform that follow the dynamics of the change of government administration.

Grand design and road map of bureaucracy reform based on Presidential Regulation No. 81 of 2010 on the Grand Design Bureaucracy Reform 2010-2025 is intended that the grand design of bureaucratic reform is the master plan that contains the direction of policy of national bureaucracy reform for the period of 2010-2025. While the road map of bureaucracy reform is the form of operationalization of grand design reform bureaucracy that is organized and conducted every five years and is a detailed plan of bureaucratic reform from one stage to the next for five years with clear goals per year. The first year's goals will be the basis for the next year's goals, as well as the goals of the following years referring to the previous year's goals.

3.3. Operational Level Dimension

At the operational level, the KRG improves through service quality improvement including tangible dimension, reliability, responsiveness, assurance and empathy. In addition to requiring strategies, the KRG also requires stages of bureaucracy reform, which is to improve public services to regain people's trust, public service oriented to community empowerment, and improvement of employee welfare level.

The bureaucratic reforms of KRG became an urgent effort considering the vast implications for the community. Serious efforts are required to make the bureaucracy of KRG smooth and sustainable. Bureaucracy reform is intended to make government bureaucracy always able to run its work well to serve the community in accordance with the principles of modern management. It implies the existence of a
process or series of activities and actions that are genuine and rational, so that there are concepts and systems that are continuously evolving in six jobs covering: evaluation, structuring, controlling, improvement, refinement and renewal. The object is in all sectors of state administrations of government (institutional, human resources apparatus, management, accountability, public service) in KRG.

Bureaucracy reform programs at the KRG, such as human resource education and the utilization of information technology, have been applied in improving governance but have not been able to increase the achievements that have been targeted. The KRG does not yet have the capacity to do this, in which the capacity building program of human resources has not been able to ensure that this regulation can work. The economic development of Karimun Regency is based on its resources, as well as Karimun Regency that relies its economy on natural resources need new orientation to increase its local economic growth. In fact, the economic growth of Karimun Regency before the implementation of bureaucracy reform had experienced an improving trend where the income per capita of the population always increased. In fact, the rate of economic growth over the last decade tends to increase. In the year 2013 it is recorded that Karimun Regency economic growth was 7.14 percent, higher than the national being only 5.78 percent.

In addition to economic growth, other objective indicators show the level of welfare in Karimun Regency such as poverty, Gini ratio, and so forth. In an effort to continue to increase the income per capita of the community, KRG undertakes the following efforts: improving the processing and management of natural resources; improving the ability of technology to be able to process their own natural resources; improving the quality and quantity of education; multiplying production of agriculture, marine, mining, industry, trade and service (service); and expanding employment.

3.4. Satisfaction Measurement Dimension

The KRG measures community satisfaction on public service periodically. However, not all body, agency, or office participate in this process. Due to limited budget and policy priority, only government agencies that provide tangible product or service for the society are driven to realize satisfaction measurement, for example, the government hospital, DPMPTSP, and sub-district government. For the KRG, research on public service satisfaction is very important for improving bureaucratic reform policy.

This is related to the prospect of Karimun Regency in post-bureaucratic reform nowadays not only relying on the management of its mining products (granite, tin, etc.), but supported by the potential of demography that can optimize the partnership policy through private sector participation where the development realization of investment in Karimun Regency, there are 164 companies that invest in Free Trade Area and Karimun Free Port, much higher than before FTZ being only 9 companies. This condition indicates that maritime sector is one of the dominant potentials, by utilizing the high volume of marine traffic passing through Karimun Regency waters because of its strategic geographical location so that it can be utilized as one of the sources of increasing locally generated income and improving the local economy, even more now with Karimun Regency's entry as a strategic area within the framework of the Free Trade Zone policy together with Batam island and Bintan island. If the KRG and the Karimun Free Port and Trade Zone Management Agency (Badan Pengelola Kawasan Perdagangan dan Pelabuhan Bebas Karimun or BPKPPB) can develop port services, namely the presence of container ports and airports that will be managed by professionals effectively and correctly, then it can be projected that regional economic growth will increase significantly that ultimately improves the welfare of the people of Karimun Regency itself. As the third largest population in the Riau Archipelago Province, making Karimun Regency as a potential market share in the regional and even national level, while it is followed by a good quality of human resources, it will be a potential for exceptional competitiveness for Karimun Regency in the future.

Thus, the KRG must be able to maintain well-achieved indicators, namely: competence improvement, human resources responsiveness, public feedback, routine supervision schedule, and performance review. While the indicators that have not been able to achieve well are a challenge that must be faced by KRG in carrying out the process of government management activities to achieve the goal of improving the welfare of the community in Karimun Regency. Thus, the KRG must be able to improve yet another indicator that has not been achieved well, namely: not yet feeling the certainty of legal protection, the absence of rules made with full rationality, deadline of implementation has not
been fulfilled, budget cuts not yet as necessary, there has been no standardized performance setting, no transparent personnel recruitment process, no good restructuring, no strong revitalization, no renewal, no physical equipment, poor service quality, unreliable human resources, no survey community satisfaction, and no positive impact of change.

4. Discussion

Bureaucratic reform of KRG has been applied in improving governance. The KRG has been able to increase the capacity to realize human resource capacity building programs and ensure that bureaucratic reforms are going well. The bureaucratic reforms undertaken by KRG have strengths on several well-achieved indicators, namely: competence improvement, fast responsive human resources, presence of feedback channels from the public, routine supervision schedules, and performance reviews.

KRG strives to be able to improve various real work programs to achieve bureaucratic reform indicators that have not been achieved well, they are: not yet feeling the certainty of legal protection, the absence of rules made with full of rationality, budget cuts are not yet appropriate, no performance standards have been set, no transparent personnel recruitment process, no good restructuring, no strong revitalization, no renewal, no physical devices, poor service quality, not yet reliable, there has been no public satisfaction survey, and no positive impact of the changes.

In addition, the KRG should make road map that contain a guide to realize the quality of good governance, clean, and free of corruption, collusion, and nepotism. It is also expected to realize public service in accordance with the expectations of communities who are more integrated into global trading. As expected by President Instruction No. 11 of 2016 on National Mentality Revolution Movement (NMRM), bureaucratic reform is an integral part of National Mentality Revolution Movement. The goals of this movement are improving and developing the character of Indonesian people using the Mental Revolution which refer to Pancasila’s values.

Our finding supports the previous research on bureaucratic, administrative, or public sector reform at local government in Indonesia. Clear regulation from central government, political commitment from the executive at the local level, positive acceptance from bureaucrat, and social support from multiple stakeholders are the key factors for explaining successful bureaucratic reform in Karimun Regency. The KRG, based on critical assessment toward their environment, has adopted strategic reform that triggers foreign and domestic investment. They are also highly motivated to make public services that take sides to delivering public service on high quality.

However, we do not consider cultural factors (i.e., value, local institution, habit, attitude, etc.) into our analysis. As mentioned above, various scholars have given attention to cultural factors (Kadir, 2014; Sukadis, 2016; Wihantoro, Lowe, Cooper, & Manochin, 2015). In the context of Karimun Regency, which is populated by Malay ethnic who still holds firmly the values of Malay culture, it is very fascinating to explore how the Malay culture contributes to bureaucratic reform in Karimun Regency.

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