

EVALUATION OF BUREAUCRACY REFORM PROGRAM AT STATE PERSONNEL AGENCY

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Abstract

The objective of this research is to evaluate the bureaucracy reform program at State Personnel Agency. The evaluation focused on five stages, namely design, installation, process, product and benefit. Qualitative approach used in this research with using Discrepancy Evaluation Model design. Data collecting with in-depth interview, observation and documentation study. Interview Data analyzed quantitatively through data reduction, data display, and conclusion drawing. The evaluation results toward the bureaucratic reform program at State Personnel Agency shows: (1) the program has been well defined which is indicated by an explanation of the urgency aspect, has clear goals and objectives, and equipped with key success indicator, (2) the program has been well designed including the formulation of implementation guidelines, resource preparation, work programs, and evaluation and monitoring, (3) implementation of eight areas of changes which cover organizational structuring, structuring of governance management system, structuring of human resources management system, harmonization of legislation, strengthening of supervision, strengthening of performance accountability, public services, mindset and work culture is good. However, has't shown the ideal conditions if associated with position of State Personnel Agency as a pioneer and role model for the ministries or other institutions in the implementation of bureaucratic reform program, (4) the bureaucratic reform program has given positive results in the improvement of the quality of clean bureaucracy and free of corruption, collusion and nepotism, the quality of public services, and the capacity and performance accountability, and (5) the bureaucratic reform programs can provide positive benefits in improving bureaucratic governance, enhance the positive image and improve the apparatus job performance. Therefore, State Personnel Agency needed to improve the implementation of bureaucracy reform program continuously in order to achieved the optimal results

Keywords: Program Evaluation, And Bureaucracy Reform, Discrepancies Evaluation Model

The current state of the bureaucracy shows many problems that hamper the nation's progress. The indication is that there are still corruption in various government bureaucratic institutions, so that in 2015 Indonesia Corruption Perception Index (CPI) score is 36 on a scale of 0-100 and ranks 88th out of 168 countries. Another indication is that the problem of bad public services in Indonesia as reflected in the report of the Republic of Indonesia (ORI) mission in 2013 received 4,359 public reports related to the deviation of public services, an increase of 97.33 percent from 2012. The 2012 survey of the IOR also shows public services in 18 ministries are still bad. Survey Public Sector Integrity 2013 by KPK also shows the average value of the National Integrity Index is 6.80.

The condition of government bureaucracy that has not fulfilled public expectation demands reforms, so the government issues Presidential Regulation No. 81/2010 concerning the Grand Design of Bureaucracy Reform followed up by the Regulation of the State Minister of Administrative Reform and Bureaucracy Reform Number 20 Year 2010 on Road Map Reform Bureaucracy 2010-2014. The desired changes cover 8 areas, namely organizational structuring, management arrangement, structuring human resource management system apparatus, harmonization of legislation, supervision, accountability, public service, mindset and work culture.

One of the government institutions that has run an intensive bureaucratic reform program is BKN. The implementation of bureaucratic reform in BKN is expected to improve its performance in accordance with its main task and function so as to contribute to the development of the nation maximally. BKN is required to be a pioneer and role model for other ministries / government agencies in implementing bureaucratic reform.

Reformasi or reorganization is often understood as a political motive to encourage state independence, anti-corruption, elite consolidation, economic market expansion, accommodation of foreign interests, and the expansion of military and civilian elite power (Farazmand, 2002: 2). Reform is needed because the bureaucracy that has been connoted with a bad thing, so it should not exist in a perfect world (Mises, 2007: 1). Pressure to reform the bureaucracy also arises from the desire to realize a more democratic governance, thus requiring effective, transparent, accountable and participatory bureaucracy (Dwiyanto, 2011: 137). While Peters (2001: 349) mentions at least four things that encourage the need for reform in government institutions, namely, market demands, participation, deregulation, demands for a flexible government.

Sedarmayanti (2013: 67) explains that bureaucratic reform is a process of systematic, integrated and comprehensive effort, aimed at realizing good governance. In Khan's view (2002: 741), bureaucratic reform means effort directed to major changes within a country's bureaucratic system intended to transform existing practices, establishing new practices, behaviors and structures within them.

Reforms also relate to organizational transformation. In this regard, Osborne and Plastrik (2001: 12) argue that a fundamental transformation of government and organizational systems is to create dramatic growth in effectiveness, efficiency, adaptability, and innovation capacity. This transformation can be achieved by changing goals, incentives, responsibilities, power structures, and cultures. In addition, reform is a concept closely related to organizational change. This is because reforms are always followed by changes within the organization to adapt to the demands and goals set in the goals of reform. Related to this, Mills, Dye and Mills (2009: 4) explain that organizational change is a change in core aspects of organizational operations, such as structure, technology, culture, leadership, goals or personnel of the organization.

The process of change in an organizational environment takes place in several stages. Kurt Lewins as quoted by Mills, Dye and Mills (2009: 47) explained there are three stages of change in the organization. First, unfreezing, members of the organization must have a feeling of need for change and are usually manifested through confrontation or education, so it must be clear that the old ways are no longer acceptable. Second, change, a stage in which real change takes place and the organization moves toward the desired conditions. Third, refreezing, changes are strengthened and supported to ensure the organization's systems are consistent with changes.

In order to know the effectiveness of the bureaucratic reform program, it is important to evaluate the program. Program evaluation according to Royse, Thyer, and Padgett (2010: 12) is an application research used as a managerial process. Newcomer, Hatry, and Wholey (2010: 5) also explain that program evaluation means systematic application of the method to ask questions about implementation and program outcomes. While Vedung (2009: 11) reveals that program evaluation is the application of systematic research methods to assess the design, implementation and effectiveness of the program.

There are many models that can be used to evaluate the program, one of which is the Discrepancy Evaluation Model (DEM) developed by Malcolm M. Provus (1971). According to Wadsworth (2011: 53) gap evaluation is used to identify the gap between the actual performance of the program and standard program, which is derived from the program's ideal value. Pusus (1971: 99) shows that DEM evaluation has five stages. First, design the detailed description of the program as perceived by the program implementer. Second, instalation, the program design is used as a standard to consider the operational steps of the program. Third, the process, focused on how to obtain data about the progress of the program participants, and determine whether the behavior

changes as expected. Fourth, product; evaluation is done to determine whether the final goal of the program is achieved. Fifth, the comparison program; this stage is an optional stage closely related to cost-benefit analysis.

Up to the end of the first five year objective, there has been no systematic and comprehensive evaluation of the implementation of bureaucratic reform. This research seeks to evaluate the implementation of bureaucratic reform in BKN which is focused on design aspects, installation, implementation, product and benefit of bureaucratic reform program.

METHOD

This research uses qualitative approach with descriptive method. The research design using the evaluation of the program and the evaluation model chosen is the discrepancy evaluation model, which is to compare the criteria with the performance of program implementation. Data collection using in-depth interviews, observation and documentation studies. In-depth interviews were conducted with key informants and officials at the BKN. Data analysis is done qualitatively through data reduction stage, data presentation, and conclusion. Data processing uses coding and data validity with source triangulation.

RESULT

Evaluation of the bureaucratic reform program at BKN for each stage shows the following results:

Design of BKN Reform Program

The formulation of bureaucratic reform program has been well defined which is indicated by the explanation of the urgency aspect, has clear goals and objectives, and is equipped with a measure of success for evaluation of program success. The underlying urgency is mainly the problem of collusion, corruption and nepotism (KKN) that has not been resolved properly, the low accountability of state financial management, the low quality of public services, the lack of ease in conducting business or business because of licensing practices, capacity and accountability conditions the performance of the bureaucracy is still low. The main objective of bureaucracy reform is mainly to create a professional government bureaucracy with adaptive, integrity, high performance, clean and KKN-free character, able to serve the public, neutral, prosperous, dedicated, and uphold the basic values and ethical code of the state apparatus. The objectives are to combat corruption, increase public services, and improve the performance of government bureaucracy. BKN also has a declared success measure such as Corruption Perceptions Index (IPK), BPK opinion, integrity of public services, ease of business, government effectiveness, and government agency accountability.

Installation of BKN Reform Program

The bureaucratic reform program at BKN has been well designed, including the formulation of implementation guidelines, resource preparation, programming, evaluation and monitoring. In the planning stage has been prepared implementation guidelines as a reference to implement the bureaucratic reform program. In the program planning has also been prepared adequate resources include human resources, budget and facilities. A number of work programs are also prepared to implement bureaucracy reform program in BKN, covering organizational structuring, governance arrangement of government management system, structuring of human resource management system, harmonization of legislation, strengthening of supervision, performance accountability, public service, and mindset and the work culture of the apparatus. Monitoring and evaluation also prepared its approach with observation and desk monitoring.

Implementation of BKN Reform Program

The results of the evaluation on the implementation of the bureaucratic reform program in each change area are as follows:

First, the arrangement of the organization is done well by BKN by seeking the accuracy of function and size that is through the workload analysis activities, making job descriptions, and making job map. Things that still need to be the attention of the structure-saving and rich functions with a more sloping organizational structure in the form of matrix and the suitability of the number of employees in each work unit, competence, and also employee loyalty. BKN also strengthens institutional capacity by strengthening teamwork, coordination, development of efficient organizational structure, institutionalization of work culture, budget capacity building, capacity building of facilities and infrastructure, and implementation of standard operating procedures in governance, although in practice it is felt less to the work unit bottom and has not been done continuously.

Second, the management of governance system management has been done well by optimizing the use of information technology and effectiveness and efficiency of government management. The use of information technology is shown by the use of the website to manage and convey information to the public, such as e-procurement, SAPK, delivery, e-PUPNS, Human Resource Management Information System (SIMPEG), e-catalog, e-purchasing, application SiRUP. Effectiveness and efficiency of government management is implemented by applying management principles that include planning, leadership, supervision, and evaluation. Planning is done by reorganizing and developing Strategic Plan, leadership with participative approach and serving, preventive and repressive supervision and utilizing information technology and electronic device, and evaluation is done by studying and changing the organizational structure in accordance with organizational structure and working procedures, conducting job evaluation, evaluation SOPs, and evaluation of personnel regulations. However, there is still a lack of monitoring of the implementation of SOPs up to the bottom and not sustainable.

Third, the structuring of human resource management system has been done well enough covering selection and recruitment activities, employee development, career development, performance appraisal, and reward system. Selection and recruitment process refers to needs, done transparently and objectively, and assigns new employees in the right position. Employee development with training on a scale, rotation of positions, and providing educational scholarships. Career development arrangement is done by career mapping, job rotation and regeneration, providing career guidance, and supported by transparent promotion promotion. Performance appraisal in BKN has been implemented objectively, providing feedback, and using clear performance indicators. The reward system refers to internal and external justice done with job grading, based on employee performance, and attendance rate. Aspects that are still felt less is the evaluation of the test exam whether it is appropriate or appropriate with the place of duty and internal reward system is still not measured based on individual performance performance based on SKP.

Fourth, BKN has made various efforts to harmonize the legislation, so as to create a regulation legislation that is orderly, non-overlapping and conducive. Pengertiban conducted with regular evaluation of legislation in accordance with the dynamics and demands of the community, make the system of controlling the preparation of legislation involving relevant agencies, and conduct Regulatory Impact Assessment (RIA).

Fifth, the strengthening of supervision in BKN is done by applying internal control and optimizing the role of government internal control apparatus. Internal supervision by establishing supervisory cooperation with other institutions such as BPKP, BPK, Kemenpan& RB, KPK, Ombudsman, LSN, and Police. The internalization of internal government supervision is done by trying to utilize the internal control apparatus to improve the obedience in the execution of task and function by conducting periodic monitoring, consistent in implementing regulations, setting ISO quality service standards, and making SOPs reviewed periodically. In order to ensure the implementation of the procurement of goods and services in accordance with the established principles, e-procurement, e-traveling, e-catalog, e-purchasing, and SiRUP applications are also

supported by the establishment of Procurement Services Unit (ULP) and cooperating with LPSE Ministry of Finance and LKPP.

Sixth, BKN has prepared the formulation of performance documents such as Government Institution Performance Report (LAKIP) and has implemented a performance management system in order to improve performance accountability. In terms of performance management BKN implements performance contracts for employees, and conducts activities aimed at improving employee motivation, establishing Standard Operating Procedures (SOPs), implementing electronic attendance systems, performance information systems of government apparatus, evaluating plans, execution and Performance performance on a regular basis, and develop performance indicators pegawaidalam form of Employee Performance Objectives (SKP).

Seventh, BKN in the framework of bureaucratic reform has tried to improve public services related to the dimensions of reliability, responsiveness, assurance, empathy as well as physical evidence or service facilities. The various efforts undertaken by the BKN in improving the quality of public services provide satisfactory results when viewed from the public satisfaction index and the number of standardized services.

Eighth, BKN has encouraged the creation of mindset and positive work culture in BKN environment. Efforts to build a positive mindset are done by encouraging the creativity of employees, encouraging initiatives and cultivating systems thinking. Creativity and initiative are encouraged by rewarding outstanding employees, creating a conducive working atmosphere, developing dialogue, openness to criticism, engaging in technology, education and training , motivational efforts of leaders, involving in activities outside the office, and build a conducive relationship with superiors. Thinking system is endeavored by encouraging employees to have an institutional mindset, involving seminar and mindset education, as well as guidance and exemplary leadership. Budayakerja done by inculcate and internalize the spirit of hard work, persistence, never give up, uphold the code of ethics, integrity, independence, responsibility , and discipline.

Achievements of BKN Reform Program

The implementation of bureaucratic reform in BKN can give positive result in increasing the quality of bureaucracy from clean and free selection and promotion of corruption, service quality, and capacity and performance accountability of BKN. The work practices in BKN become more transparent with the information technology base so as to minimize the occurrence of misuse. The results of public services can be seen from service to stakeholders to be more qualified including the dimensions of physical evidence, reliability, responsiveness, assurance, and empathy, and supported by the increasing number of standardized services and high community satisfaction index. While related to results related to capacity and accountability can be seen from improving institutional capacity such as teamwork, coordination among work units of efficient organizational structure development, institutionalization of work culture, budget capacity building, capacity building of facilities and infrastructure, and implementation of standard operating procedures and preparation Qualified LAKIP as indicated by the timeliness and good predicate.

Benefits of BKN Reform Program

Implementation of bureaucratic reform program in BKN is considered to provide positive benefits for BKN in improving bureaucratic governance, increasing public trust, improving BKN positive image and improving apparatus performance. With the reform of the bureaucracy to make the organization of the organization more transparent, effective and efficient, accountable, and better law enforcement so that further can create better bureaucratic governance, enhance trust and positive image BKN. In the process of bureaucratic reform BKN also conducts activities to improve the skills and competence of employees who can give positive contribution to the increasing performance of apparatus in BKN environment.

DISCUSSION

This research has evaluated the bureaucracy reform program by using DEM approach which includes the defining, installing, implementing, achievement, and benefit of the program. At the defining stage, it is generally known that the reform program has been well defined, ranging from the elaboration of urgency, objectives and targets, to defining success measures. Urgency that is mentioned mainly is the level of corruption, collusion and nepotism and the low quality of bureaucratic service in Indonesia. The practice of KKN and the low quality of service is a rational reason if taken into consideration to formulate the bureaucratic reform program. This is because KKN is an act that causes the government ineffective and loses competitiveness. Karimi cited Sina (2008: 1) also shows four adverse effects of corruption behavior, namely the destruction of the system of public order, resulted in the largesse of the people, and the economic destruction of the country. Thus it is necessary that the program is able to prevent and overcome the actions of KKN, and the presence of bureaucratic reform programs, among others, is also intended to clean up the practice of corruption in government bureaucracy.

The definition of the program is also related to the program objectives. Evaluation results show that bureaucracy reform program has been accompanied with purpose. The goal is conceptually interpreted by Locke et al. cited Colquitt, LePine and Wesson (2015: 176) is an act and in particular refers to the achievement of certain proficiency standards and is often limited by a certain time. The objective of bureaucratic reform program as stated in Presidential Regulation no. 81/2010 is to create professional government bureaucracy with adaptive characteristic, integrity, high performance, clean and free of KKN, able to serve the public, neutral, prosperous, dedicated, and uphold the basic values and code of ethics of state apparatus.

The definition of the program also concerns the program objectives. Evaluation results show that bureaucracy reform program has been accompanied by target. Especially for the first five-year period of bureaucracy reform program the targets are: (1) the establishment of clean and corruption-free government, (2) improving the quality of public services, and (3) enhancing the capacity and accountability of bureaucratic performance. In the second five years of implementing the first period results, and continuing efforts that have not been achieved on various strategic components of government bureaucracy in the previous period. And the third five-year goal is to reform the bureaucracy through continuous bureaucratic capacity building to become a world-class government. This confirms that the bureaucracy reform program has a clear target in the design of the program.

The next aspect with regard to defining the program is a measure of success. A measure of success refers to the measure used to assess whether a defined goal or program is successful. Success indicators may be related to the process and may also be directly related to the outcome (Muhaimin, Suti'ah and Prabowo, 2009: 350). The results of the evaluation confirm that bureaucratic reform of bureaucracy in its design has been accompanied by a measurable measure of program success with reference to program targets.

At the installation stage of the program, this study shows several important aspects related to the installation of the program such as implementation guidance, resources, work program, monitoring and evaluation, well planned. BKN already has clear program implementation guidelines as described in the Regulation of Head of Personnel Board State Number 16 Year 2016 on Road Map Reform Bureaucracy Personnel Country Persisai 2015-2019 which contains Action Plan or action that will be done BKN related to bureaucracy reform agenda at BKN. This indicates that BKN has good preparation in order to implement the bureaucratic reform program, because it has prepared specifically the guidelines for implementing bureaucratic reform.

In the installation phase of the program, it is also necessary preparation of adequate resources to implement the program. This resource has a very important role, because it will determine the program is running or not. Resources that need to be prepared especially human resources, facility resources, and budget resources. Especially human resources factor, then its role is very strategic because that has function in optimizing other resources, so must be prepared carefully.

In the context of policy implementation, Edward III cited Agustino (2006: 158) argued that the frequent failures in policy implementation are among others due to inadequate, inadequate, and incompetent staff / employees. Resources in the form of facilities are also needed to support the success of the program and its existence is also important, as explained by Edward III in Agustino (2006: 158) that the facility is an important factor in the implementation of the policy, because in the absence of facilities and infrastructure, the implementation of the policy will not succeed. Similarly, the budget factor also plays an important role, because without the budget, a program also will not be implemented properly.

Installation of the program has also established work programs, which include organizational structuring, governance management system governance arrangements, structuring human resource management systems, harmonization of legislation, strengthening oversight, performance accountability, public services, and the mindset and work culture of the apparatus. But that still needs to be criticized the work program is too broad, causing the implementation of the program to be not focused. If examined more deeply, performance accountability programs, public services, mindset and work culture apparatus should not be included in the work program or area of change, so that the bureaucracy reform program focus on 5 work programs, namely organizational structuring, governance arrangement governance system governance , structuring human resource management system, harmonization of legislation, strengthening supervision. That is because the aspects of performance accountability, public service, mindset and work culture apparatus is a product of other work programs. If the work program of organizational structuring, governance management system governance arrangement, structuring of human resource management system, harmonization of regulation law, and strengthening of supervision goes well, it will automatically result in good performance accountability, satisfactory public service, and pattern thought and positive work culture.

In the intalasi program stage has also prepared an approach to conduct evaluation and monitoring. Evaluation and monitoring activities should also be well prepared as they are urgently needed to ensure that program implementation proceeds as planned. The results of the evaluation show that the approach used is observation and desk monitoring through leadership meetings and work meetings.

Evaluation results at the stage of the process or implementation indicate that BKN has run 8 areas into the work program. In the area of organizational change changes indicate that in general it has been done well that is directed to realize the right BKN function and increase institutional capacity. In the governance arrangement of government management system shows generally been done well by optimizing the use of information technology and effectiveness and efficiency of government management. In the structuring of human resource management system has been done well which includes selection and recruitment activities, employee development, career development, performance appraisal, and reward system. Harmonization of legislation is done by aligning legislation by means of periodic evaluations to fit the dynamics and demands of the community. Strengthening oversight is implemented by internal control and optimizing the role of government internal oversight officers as quality assurance and consulting. Performance accountability is accomplished by the preparation of performance-setting documents such as the Government Institution Performance Report and has implemented a performance management system. Public service delivery is performed both on the dimensions of reliability, responsiveness, assurance, empathy and physical evidence. The change of mindset and work culture of the apparatus is done by encouraging employee creativity, initiative and cultivating system thinking, as well as inculcating and internalizing the spirit of hard work, perseverance, unyielding, upholding code of ethics, integrity, independence, responsibility, and discipline.

After being evaluated on the implementation of the program, then it goes to the stage of product or program achievement. The results of the evaluation show that bureaucracy reform program is able to make better quality of bureaucracy, which is marked by the absence of cases of

corruption in BKN and financial reports that received the Unqualified predicate during the period of 2009-2015. Bureaucratic reforms that are considered capable of producing more quality bureaucratic management are certainly in harmony with what is the goal of bureaucratic reform itself. This is as stated Sedarmayanti (2013: 75) that bureaucracy reform among others aims to realize clean bureaucracy, corruption-free, and nepotism. Khan (2002: 74) related to this reveals that bureaucratic reform is an effort directed to major changes within a country's bureaucratic system intended to transform existing practices, establish new practices, behaviors and structures within them. Such behaviors are corrupt behaviors that harm the state, and also the behavior of collusion and nepotism. Reform must be able to change such behavior so as to build transparency and honesty in work.

The implementation of bureaucratic reforms in BKN also resulted in better public services than before bureaucratic reforms, reflected in service quality dimensions of reliability, responsiveness, physical evidence, assurance and empathy, as well as increased standardized services and high community satisfaction index. Public service is the second target in the bureaucratic reform program, so the implementation of bureaucratic reform in BKN also results in higher quality public services.

The capacity and accountability of BKN's performance are bettered by bureaucratic reforms, indicated by the presence of functional accuracy, increased institutional capacity, and the quality of LAKIPs in accordance with established standards. This is relevant to Peters's (2001: 363) argument that one of the reasons for reform obtained the correct government structure through reorganization effort. From the result of the evaluation it is known that concerning the accuracy of function for non-human resources aspect, as seen in the number of work units, the work unit has the role of each function, and the alignment of tupoksi between work units has done well. While from the human resources side, it is revealed that still has a number of problems, such as the number of excess employees, the problem of competence, and also loyalty. In fact, HR is a fundamental factor that should be owned by every organization for an organization to grow and achieve success. Still the occurrence of problems of personnel needs that are not distributed in a balanced manner can be caused by the planning needs of employees who are less good. Similarly, loyalty as an important aspect of its role in influencing organizational success because it affects the performance of employees (Bernardin, 2007: 13), as evidenced also in the research Lee, Tan, and Javalgi (2010: 129) which shows the commitment to affect performance.

Institutional capacity is also an aspect of bureaucratic reform achievement, since effective and efficient organizations need strong institutional capacity support. Milen in Ratnasari, Makmur, and Ribawanto (2013: 105) describes capacity building as a continuous improvement process of individuals, organizations or institutions, not just once. The goal is to enable organizations to grow stronger in realizing goals and vision. The organizational structure applied in the BKN based on evaluation results is also considered to be efficient enough, but it still requires a simplification effort to adopt the sloping matrix form so that the command is faster downwards. The organizational structure plays an important role in building a strong government institution, as it forms the basis for the division of work to achieve organizational goals, because according to McShane and Von Glinov (2010: 386) the organizational structure is related to the division of labor and polouagement, communication, workflow, and formal power that enables the organization.

LAKIP is also an important measure to see the success of the bureaucratic reform program as a form of accountability for the performance of the government bureaucracy. LAKIP should be arranged in a timely manner and meet certain standards so as to get a minimum score of C. LAKIP is the final result or report from SAKIP. Associated with the implementation of SAKIP, known in 2015 BKN obtained the value of CC (value 58.54), which means quite good. Although not in accordance with the target desired by BKN itself is the value of A, but the achievement is still in accordance with the criteria set in the success indicator of bureaucratic reform program, the value of C. To achieve the target A of course still requires hard work, CC.

Based on the achievements of the implementation of the bureaucracy reform program, it can at least provide some benefits, namely bureaucratic governance, public trust, bureaucratic image, and apparatus performance. Some of these benefits are in line with what was revealed by Sedarmayanti (2013: 67) that bureaucracy reform is aimed at realizing good governance and as an effort to improve performance through effectiveness, efficiency and accountability. The results of evaluation in this research indicate that bureaucratic reform program implementation in BKN is considered able to give positive benefit in improving bureaucratic governance, increase public trust, improve BKN positive image and improve apparatus performance.

Bureaucratic reforms are able to contribute positively to the establishment of good governance because it can not be separated from the efforts of bureaucratic reform that seeks to improve the management of bureaucracy in various aspects, ranging from organizational structuring, government management, legislation, to direct supervision of governance good governance. Some principles related to good governance according to UNDP as quoted by Baker (2016: 139) include effectiveness and efficiency, transparency, and accountability. Peters (2001: 364) also explains that demands for bureaucratic reform are implemented to improve public sector transparency and accountability. Osborn and Plastrik (2001: 12) also reveal that a fundamental transformation of governance and organizational systems is to create dramatic growth in effectiveness, efficiency, adaptability, and innovative capacity.

Capain bureaucratic reforms are also useful in building public trust. Bureaucracy reform is implemented, among others, to improve public services to be more qualified and eliminate the negative behavior of government apparatus such as corruption, collusion and nepotism (KKN) behavior, so that if successful it will have an impact on the increase of public confidence. An important role of bureaucratic reform in building public trust is proposed by Dwiyanto (2001: 15), if public trust is well managed it can have an important role in improving public trust. The image of the organization will also increase with good performance on the implementation of bureaucratic reform. These benefits are also the same resulting from better public service changes and clean government bureaucratic practices of KKN. When both things can be realized properly through the efforts of bureaucratic reform, it will automatically also create a positive bureaucratic image.

The improved performance of the apparatus is also a perceived benefit of BKN for the implementation of the bureaucratic reform program. This is certainly inseparable from the bureaucratic reform effort which focuses on managing human resource management systems, such as more intensive training, continuing higher education programs, and seminars aimed at improving the competence and profession of the apparatus in environment BKN. To produce superior performance absolutely necessary competent and skilled personnel. It was as Martin (2010: 47) states that competence as an individual ability directly affects superior performance. Therefore, it can be understood if the efforts undertaken BKN so far in the development of human resources useful to improve the performance of the apparatus.

CONCLUSION

The bureaucratic reform program at BKN has generally fulfilled a good program from the design phase to the benefits, although it is not yet in the optimum condition as expected by considering its position as role model for other government agencies / institutions. At the design stage the program has been well defined because it meets the urgency, has clear goals and objectives, and comes with a measure of success for the evaluation of program success. In the intalasi stage, the bureaucratic reform program has been complemented by guidelines for implementation, adequate resources, has a work program, and is equipped with a monitoring and evaluation plan of program implementation. Implementation phase of all work programs has been well run including organizational structuring, government management, structuring human resource management system, synchronizing legislation, strengthening supervision, performance accountability, public service, mindset and work culture. Implementation of bureaucratic reform in BKN gives the

expected result which is expected to increase the quality of clean bureaucracy and free of KKN, increasing the quality of public service, and increasing capacity and accountability of BKN performance. This achievement ultimately gives positive things in improving the governance of BKN, public trust, BKN image and apparatus performance in BKN environment.

Based on the results of this evaluation, it is recommended that the implementation of bureaucratic reform in BKN should be continued with several important things, namely to optimize working groups in BKN to oversee the implementation of bureaucracy reformation in BKN, prioritizing reform on work program of human resource management that will give impact on other aspects, and strive for an organizational structure that meets the principle of saving a rich function structure. In addition, the implementation of the bureaucracy reform work program needs to be prioritized and carried out gradually so that the implementation of reform is more focused and focused. Areas of change that can be prioritized are organizational structuring, management of government management, human resources, management systems and supervision. Performance accountability, public service, mindset and work culture of the apparatus should not be included in the work program, as it is the impact of other areas of change.

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