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BUREAUCRATIC REFORM POLICY STRATEGY USING THE CIPP MODEL FOR THE IMPROVEMENT OF PUBLIC SERVICES IN KEMENKO-POLHUKAM

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Abstract

This study aims to evaluate bureaucratic reform strategies in organizational units within the Coordinating Ministry of Politics, Law and Security (Kemenko Polhukam). Bureaucratic Reformation has the main objective of realizing world-class governance characterized by the implementation of effective, efficient, accountable, transparent governance, clean from collusion, corruption and nepotism practices or clean government, so that can ultimately improve employees' performances related to the tasks and functions of the Kemenko Polhukam which are synchronization and coordination of planning, drafting and implementing policies in the fields of politics, law and security. One area of reform that is quite important to improve is public services, especially in the current era of regional autonomy which provides opportunities for regions to innovate, creative, and create the best models for achieving quality improvement for the community. The research methodology used in this study was qualitative research that resulted descriptive data by using the CIPP (Contexts, Input, Process and Product) evaluation model. The results showed that bureaucratic reform in the Coordinating Ministry for Politics and Security was quite good, which increased from the previous year as much as 6.1%. Several bureaucratic strategies were implemented between changing the management, arranging the laws, arranging organization and governance, structuring the HR management system, strengthening supervision, strengthening public accountability teams, improving the quality of public services, monitoring and evaluating the related units.

Keywords: *Bureaucratic Reform, Strategy, Obstacles, CIPP model.*

Abstrak

Penelitian ini bertujuan untuk mengevaluasi strategi reformasi birokrasi di unit organisasi pada lingkungan Kementerian Koordinator bidang Politik Hukum dan Keamanan (Kemenko Polhukam). Reformasi Birokrasi mewujudkan tata kelola pemerintahan yang berkelas dunia dengan bercirikan terselenggaranya pemerintahan yang efektif, efisien, akuntabel, transparan, bersih dari praktik-praktik kolusi, korupsi dan nepotisme atau *clean government*, sehingga pada akhirnya mampu meningkatkan kinerja pegawai yang terkait dengan tugas dan fungsi dari Kemenko Polhukam yaitu sinkronisasi dan koordinasi perencanaan, penyusunan, dan pelaksanaan kebijakan bidang politik, hukum, dan keamanan. Salah satu area perubahan reformasi yang cukup penting untuk ditingkatkan adalah pelayanan publik, terutama di era otonomi daerah saat ini yang memberikan kesempatan kepada daerah untuk berinovasi, berkreasi, dan menciptakan model terbaik demi pencapaian peningkatan kualitas kepada masyarakat. Metodologi penelitian dengan pendekatan penelitian kualitatif yang menghasilkan data deskriptif, menggunakan model evaluasi CIPP (*Contexts, Input, Process and Product*). Hasil penelitian menunjukkan bahwa reformasi birokrasi di Kemenko Polhukam cukup baik, dimana meningkat dari tahun sebelum sebanyak 6,1%. Beberapa strategi birokrasi diterapkan diantara manajemen perubahan, penataan Perundang-Undangan, penataan organisasi dan tata laksana, penataan sistem manajemen SDM, penguatan pengawasan, tim penguatan akuntabilitas publik, peningkatan kualitas pelayanan publik, monitoring dan evaluasi pada masing-masing unit yang terkait.

Kata Kunci: Reformasi Birokrasi, Strategi, Hambatan, model *CIPP*.

INTRODUCTION

The reform of the bureaucracy that rolled out into the National Agenda defined through regulation of the President of the Republic of Indonesia Number 81 year of 2010 about the Grand Design of the Bureaucratic Reform and the Regulation of the Minister of State for Administrative Reform and Bureaucratic Reform Number 20 year of 2010 concerning the year 2010-2015 Road Map about Bureaucratic Reform. Bureaucratic Reform has the main goal of realizing world-class governance characterized by effective, efficient, accountable, transparent governance, clean from the collusion, corruption and nepotism or clean government, so that the improvement of the performance of the Organization of the Government is achieved. The national agenda for the reform of the bureaucracy is to encourage all government organizations that still considered slow, wasteful, and ineffective, to be able to serve with the support of the Government apparatus which have adequate capability so that they are able to perform optimally, effectively and efficiently in the governance process. Efforts to change the paradigm are carried out, among others, through organizational restructuring, so that the size of the organization becomes the right size according to the needs of the implementation of organizational functions, changes and improvement of work mechanism procedures with the implementation of quality standards.

According to Meliana (2014) in her research says that the reform of the bureaucracy is the arena and vehicle for optimizing

changes in the government administration which currently considered slow, convoluted, incompetent, and corrupt. Improving the governance through bureaucratic reform program has entered the second phase. One of the areas to the reforms which is important to be improved is the public services, especially in the era of the current era of regional autonomy that provides opportunities for regions to be innovative, creative, and to create the best model for achieving quality improvement for the community. The development of a strong bureaucracy is an important element to maintain the continuity of sustainable development. To that end, bureaucratic reform will be implemented throughout all ministries/institutions and then forwarded to local governments. Furthermore, in the preparation of planning and budgeting, a comprehensive performance-based budget system will be conducted. The reform is expected to bear positive results especially in the improvement of the quality of public services, the effectiveness and accountability of the activities of the ministries/institutions and corruption prevention.

Fundamentally, bureaucratic reform is expected to lead to changes in the body of the organization, and these changes must be able to be adapted by the entire apparatus. Moreover, the existence of the program quick wins that demands speed in influence, outcomes, and the impact of the bureaucratic reforms implemented. According to Rhenald Kasali (2007), there are 2 (two) types of changes in the organization, (1) operational changes, namely small changes that are par-

tial and generally do not give such a broad impact on other units in the organization, (2) strategic change, which has a broad impact and requires coordination and supports of related units, or even entire organizational components. Putra, Djumlani and Paselle (2014) in their research said that bureaucratic reform in the civil service are implemented through competency-based Human Resources Management Systems in the staffing system is a paradigm that gives direction for empowering Human Resources-Civil Servants in order to manifest the Civil Servants who are professional, responsible, fair and fair, as mandated in the Act – Chapter 12 number 43 year of 1999.

In general, the assessment of the progress of changes the bureaucratic settings has not shown a satisfactory achievement. Various assessments from the survey of independent institutions provide strong evidence of the low public perception of the performance of the bureaucracy after regional autonomy. Stereotypes about corruption, collusion, and nepotism remain congenital defects that overshadow all local government activities in managing the machinery of the government.

Bureaucratic reform in the Coordinating Ministry for Politics, Law and Security experienced obstacles and constraints in the implementation of the policy, namely the process of transition from a bureaucratic reform system towards a system of post bureaucratic reforms that has not been fully completely because not all components of bureaucratic reform can be carried out by *Kemenko Pol-*

hukam, due to the limited human resources that are owned by *Kemenko Polhukam* and still not optimal public service given by *Kemenko Polhukam*.

According to Santoso (2012), the history of bureaucracy in Indonesia has a bad report, especially during the new order, which made the bureaucracy a political machine. As a result, people have to pay expensive fees. The uncertainties of time, costs, and who is responsible for are some empirical facts about the destruction of bureaucratic services. Moreover, bureaucracy services have become one of the main causes of the rise of Corruption, Collusion and Nepotism (*KKN*). Political officials who fill the Government bureaucracy are very dominant. This condition for quite a while awakened forming attitudes, behaviours, and opinions that political officials and officials of the bureaucrats could not be distinguished.

Zuhro (2010), says that the model professional and neutral bureaucracy characterized by bureaucratic arrangement that supports the widespread creation of spaces for public participation empowerment and increased community creativity. In other words, the bureaucratic model is competitive within and between its parts. There is the institution of autonomous participant empowerment outsourcing competitor the democratization of public initiative and the making of early warning to the public of professional public service standards transparent in terms of cost and time public accountability system of appointment based on merit, the expertise of the collective objective of supervision com-

petition institutions in providing public services and politically neutral. Firman (2015) said that the poor quality of services and the freedom of information that had been held in the bureaucracy made some problems in achieving a good quality of service. Regulations concerning public services must be a reference that can be maximized by regulators when implemented. This makes the public service becomes a complicated, long and expensive. This also triggers abuse and corruption at various levels of government. Coupled with bureaucratic way of thinking which does not made public as the actor to be served.

Bureaucratic reform agenda also tends not to have a clear orientation in various bureaucratic problems especially in bureaucratic performance. Manting (2017) in his research found that bureaucratic reform is one of the right ways to build people's trust. Bureaucratic reform is an attempt the principal change in a system in which changes the structure, behaviour, and the existence or old habit. The scope of the bureaucratic reform is not only limited to the processes and procedures, but also related to changes in the level of structure and attitudes as well as behaviour.

The research approach used in this study was a qualitative approach, in which the research process is used based on theories that are relevant to the issues canvassed in order to find a solution in the problems. Research was conducted by qualitative analysis purely by studying and doing identify intrinsic against existing phenomena. Implementation

of comprehensive operational standards procedures in West Jakarta Prisons Hall (*Bapas*) is the implementation of the duties and functions that are passed down in writing and detail so that each employee in the performance of his obligations as a state civil servant can work optimally and make real contributions to the creation of employees who optimal in the framework of good governance.

Wardana and Meiwanda (2017) said that the changes in the pattern of governance in Indonesia along with bureaucratic reform are needed because of the government situation continues to shift; the old system is certainly no longer suitable if applied in the current era of Indonesian government. Public interests and values are the focus in this article, attempt a bureaucratic revamp of the government of Indonesia towards the better prioritizing the interests of the community, as parties served requires a long process, bureaucratic reform does not only focus on government movement, all components of the society can also support this bureaucratic reform so that effective governance will be quickly achieved. This is supported by research conducted by Tanti, S Zauhar, and Rochmah (2017) that the change the paradigm of the government from a centralized approach to decentralization which is characterized by autonomous region policies brings a new nuance in the implementation of regional government. The change in the paradigm altogether characterizes changes in the volume or task burden of the regional government in accommodating all matters submitted which later will be accommodated in the organizational structure of the regional apparatus. Bureaucratic re-

form at both the central government and regional governments is a necessity in effort to realize “good public governance.” Other government service bureaucratic reforms, public confidence towards the government has decreased while dealing with licensing documents that seem convoluted. With the existence of the problems, the Pasuruan City Investment and Integrated Licensing Service have made bureaucratic reform by issuing a One Stop Integrated Service system. Cepiku and Mititelu (2010) in their research said that the implementation of the administrative reform, particularly bureaucratic reform did not always run smoothly, full of challenges faced require a very ripe, agenda having previously not prioritized and not clearly defined in terms of the implementation of an effective, though referring to a strong desire. For this reason, it is necessary to select and develop proper strategies in an effort to succeed bureaucratic reform of the bureaucracy to realize effective governance in local government, as Nuril (2018) said in Hanh Been Lee that the strategy is a variable that is used to change the administrative reform that includes the type, scope and pace of reform. Prasajo and Kurniawan (2008), said the strategy was necessary, because of weak agents of change, the internal structure of the institution is not intended for big changes as well as the scope and pace of reform should be compromised. To step into the implementation of administrative reform, two strategies are offered, namely the Comprehensive Strategy and incremental strategy. Comprehensive Strategy is a method or pattern used by a central managerial in controlling several

areas of coverage such as personnel, budget and organization. In the implementation of these strategies, the necessary political support from regulators, while the legislature and political parties rarely provide adequate support. Ruler required political commitment, considering the entire planning administration reform will be carried out and must be made known to the rulers, so that the desired goals will be achieved. As a result of research in several areas, it was found that one of the factors supporting the success of the reform of the bureaucracy in the area is the commitment and political will the head area. Incremental strategy is an approach that viewed the Administration’s reforms gradually and as sequential chain, because reform is considered as a process. This approach gave priority to training that involves not only the staff of the Agency’s reform, but also people from other relevant agencies. Each strategy has advantages and limitations. The advantages of incremental strategy can build trust among agents of reform. While its limitations as his approach are way up (gradually), so it will need a much longer process. The advantages of comprehensive strategy, the changes will be thorough and takes a relatively shorter than incremental. The limitations require more attention from both the government and related agencies/institutions. Therefore, the time, the main issues of the strategy is influenced by the following conditions:

1. The draft administrative has reform scheme are obvious, including the alternative solutions.

2. Depending on the power of the Government, in seeking the political support, especially from the bureaucracy.

3. Implementation of the reform of the scheme should be communicated into or out of the organization. Requires that members and sub-groups of the Organization informed

4. Environmental change crucial reform can be effective.

5. The implementation of the scheme more moderate reforms.

Dror (2014) posited six cluster administration reform strategy more dip (concrete) on the question of the reform of the administration. Broadly speaking, donation is thought Dror in the strategy reform of Administration regarding the quality of Human Resources needs, the separation of the influence of political power against bureaucracy and a fundamental system change, namely by doing decentralized. Below are six thought reform strategies concerning Dror administration, namely: (1) Producing the efficiency of the Administration, can be measured from the value for money-saving aspect, for example through simplification of procedures, changes in procedures, reduction of the duplication process and the same approach in the Organization and methods; (2) Reducing practices that weaken the administrative reforms (such as: corruption, cronyism, favouritism and others); (3) changing the main component of the administrative system to generate ideal conditions, such as applying merit system employment, implement a program-based budget system,

build data banks and so on; (4) Adjusting the administrative system to anticipate the effects of social changes due to modernization or war; (5) Dividing clearly between employees on the system of the administration of development in the political system, for example, break down the powers of the Government officials or bureaucrats at the senior level, so the more wayward in the political process; (6) Changing the relationship between the administrative system with all or part of the components of the society, for example through a strategy of decentralization, democratization and participation. Hanafie (2014) said that the Administration's reform strategy options above require a system of policy making that is of high quality. On the perspective of service and performance improvement of government bureaucracy, Effendi (2009), revealed that the reform strategy is defined as efforts to improve the quality of public service, accelerating the eradication of corruption, increased the performance of Human Resources management, staffing agencies based performance, remuneration and meritocracy, competency-based training, settlement of the status of honorary officers, daily power off and officers are not fixed as well as deregulation and debureaucratization. It turns out that in GDRB (Grand Design the reform of Bureaucracy) in Indonesia, seems that the implementation of the reform of the bureaucracy that proclaimed is not comprehensive, but rather, because through incremental stages, which includes four stages, namely (1) implementation, (2), (3) implementing the program, and (4) the method of implemen-

tation. At this stage, implementation of the reforms carried through three levels of implementation other than bureaucratic reform strategies expressed in GDRB, the following methods of the implementation of the reform of the bureaucracy is done with four ways: (1) Premetive; predicting the possibility of a bureaucratic practice that is considered inefficient, ineffective, cause lengthy process, CCN and other opportunities and anticipative steps; (2) Persuasive, performing various bureaucratic reform efforts such as through socialization, public campaign, internalization to build the status and individual commitment; (3) Preventive; preventing the possibility of a bureaucratic practice that is considered inefficient, ineffective, raises the long process, *KKN* opportunities, and open up more. Through a change in mind set, culture sets; (4) action/sanction, sanction or punishment such as apply for those who don't perform in the implementation of the reform of the bureaucracy. Patrisia (2017) in her research revealed that in carrying out the reform of the bureaucracy was not easy, the various obstacles encountered, certainly from either internal or external environment. In other words, the bureaucratic reform failure hampered indirectly because of low morale and motivation of *SDM*. In fact the issue of human resources (*SDM*) is also related to: (1) recruitment system, (2) placement (the right man in the right place), (3) the system of incentives; and (4) salary. The recruitment system still nuanced *KKN* will not produce human resources in accordance with the competencies and professional. Collusion and Nepotism led to the policy

makers into a dilemma in deciding the ideal HR, because analysis of the position of the base will not be a consideration. The decisions taken, typically are political also the placement of someone in certain position. The basic consideration is taken not based on competence. The analysis of the position or performance, often are political to keep the interests of power management. Incentive systems and inadequate salaries contribute towards the course of the reform of the bureaucracy, because of incentives and salaries may motivate the bureaucracy in the exercise of his duties, so as to realize the performance well. With a high salary and incentives will give stimulus bureaucracy work well and expected corruption does not occur.

RESEARCH METHODS

The research method is qualitative. According to Creswell (2010), research is qualitative methods to explore and understand the meaning by a number of individuals or a group of people considered to be derived from social or humanitarian problems. The research was conducted in Ministry of Politics, Law and Security (*Kemenko Polhukam*). The data sources used in this research were primary data and secondary data. Primary data obtained from first through a structured interview to the respondents by using questionnaires. The respondent is an expert resource person selected based on considerations of expertise, practical experience, and stakeholders. The secondary data were obtained from various sources through the study of literature, institutional and other agencies, as well as references from the in-

ternet. This data is in the form of the results of the review of the literature, reports, documentation, archives, and others. Engineering data collection performed is observation, in-depth interviews, and conduct studies of the literature. The technique of determination of the respondent's done deliberately (purposive sampling) who are considered expert/experts. Expert interviewees in this study are: (1) the head of the Bureau of planning and organization; (2) the head of a law firm, Proceedings and Institutional Relations; (3) the General Bureau Chief; (4) Deputy Secretary 1; (5) the Deputy Secretary 2; (6) the Secretary Deputy 3; (7) the Secretary Deputy 4; (8) the Deputy Secretary 5; Deputy Secretary (9) 6; Deputy Secretary (10) 7; (11) the Inspectorate.

Processing techniques and data analysis conducted this research is using the CIPP model (context, input, process, product). This is beneficial for the CIPP model analyse issues strengths and weaknesses of a particular object that will be or is running so that gives you an idea to decision makers in planning a program to make it more directional, and reduce the potential for failure. The evaluation context is also expressed as the focus of the institutions identify opportunities and assess the needs formulated as a gap (discrepancy view) the condition of the real (realistic) and the expected condition (idealistic). Evaluation of input can be said to be an evaluation of the information provider to determine how the use of the resources available to achieve the objectives of the program. This evaluation consists of a personal analysis with regard to how the use

of existing resources, an alternative strategy in the framework of the achievement of the goal of a program that is identifying and assessing incur a capability system, alternative strategies the program, procedures for the design, financing and implementation of the strategy of scheduling. The evaluation process includes the identification of problems of procedure on implementing incident activity. Product evaluation aims to measure, interpret, and evaluate programs.

RESULTS AND DISCUSSION

Coordinating Ministry of politics, law and security or commonly abbreviated *Kemenko Polhukam* is one of the coordinators of the Ministry which has the task of organizing a coordination, synchronization, and control of the Affairs of the Ministry in implementing the Government in the fields of politics, law and security. Each Ministry/Agency roles and tasks and related functions coordinated by *Kemenko Polhukam*. The condition as a logical consequence because the political, legal, and security is a field that has sliced or overlapping in the achievement of goals and objectives implemented by ministries/agencies. In carrying out the tasks referred to in the regulations of the Coordinating Minister for Political, law and Security number: 367/COORDINATING/Polhukam/10/2010 article 3 mentions that the Ministry for Coordinating political, legal, and security organises functions as follows: (1) Synchronizing the planning, preparation, and implementation of policies in the fields of politics, law and security; (2) planning, preparation, Coordi-

nation and implementation of policies in the fields of politics, law and security; (3) control of the conduct of the Affairs of the Ministry; (4) the management of the country's wealth/belongings that are the responsibility of the Coordinating Ministry of politics, law, and Security; (5) oversight of the implementation of the tasks in the Environment Ministry Coordinating political, legal, and security; and (6) the implementation of the specific tasks given by the President.

Kemenko Polhukam as government organizations must have the ability to respond to dynamic environmental conditions intelligently that naturally grow and develop. There is the fact that the dynamics of world politics or changes that occur in the present era of globalization has been a competition between Nations. These conditions are likely to lead to a scramble for influence that is quite tight, both on a regional and global level. These developments are caused the occurrence of changes in national and world public order situation with the emergence of issues of dissemination of universal values and acceleration. As the Ministry coordinator, *Kemenko Polhukam* also has the duty of helping to coordinate and synchronise the President in the formulation, implementation and assignment policies in the fields of politics, law and security. *Kemenko Polhu-*

kam has the strength and ability to move the ministries/agencies in implement policies of political, legal and security both generated neither by *Kemenko Polhukam* nor in order execution policy-related issues of politics, laws and security. The existence of *Kemenko Polhukam* as the Coordinator for politics, law and security is becoming increasingly important and valued benefits, because it can be recognised, trusted and respected by all parties. *Kemenko Polhukam* is not just part of the Government, but also a part of the whole society and aspects of life.

Strategic goals achieved significantly by *Kemenko Polhukam* was to measure of the achievement to ensure the achievement of business goals which have been formulated and reflects the influence brought about by the presence of the results (outcomes) of all program of *Kemenko Polhukam*. In order to achieve the objectives of the strategy the *Polhukam Kemenko*, then the strategic goals was arranged and the indicators for the next five years are: (1) the achievement of the effectiveness of synchronization and coordination of the planning, preparation, and implementation the policy fields of political, legal and security; (2) increasing the institutional capacity of *Kemenko Polhukam* in order to the coordination and synchronization of policy areas of political, law and security.

Table 1. Objectives and indicators of *Polhukam Kemenko 2015-2019*

Target	Indicator
The better the bureaucratic reform and governance	1. The national Bureaucracy Reform Index 2. Score the integrity of the public service
National law enforcement	1. legal development index 2. Corruption Perceptions Index
Increasing the quality of democracy and diplomacy	1. Indonesia Democracy Index 2. The amount of the agreement and the agreed international cooperation in the field of <i>Polhukam</i>
The creation of security stability	1. The stage of the MEF 2. The percentage of the domestic defence industry contributions towards MEF 3. Domestic Security Index 4. Responsiveness Index of National Cyber systems
Implementation Coordination/consolidation of Mainstreaming the insights of nationalities and national character	The number of provinces and District/City that implement national insight and coordination of national character (based on RPJMN)
The number of provinces and Kabupaten/Kota that implement national insight and coordination of national character (based on RPJMN)	1. The index of Bureaucratic Reform <i>Kemenko Polhukam</i> 2. Reasonable Opinion Without Exception to financial statements <i>Kemenko Polhukam</i> 3. The index of service Coordination 4. Organizational Capacity Index

In carrying out the tasks and functions as well as realizing the vision and mission of supporting Kemenko Polhukam dimensions of national development and public service are: (1) the human development dimension; (2) the dimensions of the flagship sector, as well as (3) dimensional equalization between groups and between regions in a guided Kemenko Polhukam values as follows:

1. Simple. Standard service that is easy to understand, easy to follow, easy to implement, easy to be measured with a clear procedure and fees affordable to the community as well as the organizers.

2. Consistent. In the preparation and application of standard service should pay attention to the provision in adhering to the time, procedures, requirements, and costing an affordable service.

3. Participatory. In the preparation of the service standard, involves the communities and stakeholders to discuss together and get the harmony on the basis of the commitment or agreement.

4. Accountable. Things are arranged in the standard of service should be implemented and consistently accountable to stakeholders.

5. Continuous improvement. Standard service should be able to apply appropriate development policies and the need to improve the quality of service.

6. Transparency. It must be easily accessible and known by the entire community.

7. Justice. Standard service must ensure that the services provided can reach all of the communities of different economic status,

geographical location, distance and differences in the physical and mental capabilities.

The data were analysed using the CIPP method because this method can provide an overview of the evaluation model of the implementation of bureaucratic reforms policies that include an evaluation of the context evaluation, input evaluation, process evaluation, and product evaluation.

Table 2.

Evaluation of the Implementation of the Reform Policies of the Bureaucracy

No	The Components of The Evaluation	Positive findings	Negative findings
1	Context: a. Environment b. the need c. Objectives	a. do the work surroundings that have a good level of discipline because they are government employees surroundings b. in terms of needs no positive findings c. has a strategic plan, vision and mission which is quite fundamental in conducting the government	a. the bureaucratic system that is long enough and the lack of transparent and transparent accountability on complicated work b. Limited facilities and infrastructure to support the needs of the work c. the lack of coordination and understanding of the ministries under the coordination of <i>Kemenko Polhukam</i> to complete some of the specific issues that can impede the achievement of business objectives.
2	Input: a. resources b. Identification System c. Alternative strategies d. Design procedure e. fees and schedule	a. Some employees in the environment <i>Kemenko Polhukam</i> have competencies in accordance with their fields so that capable of completion of the work well. b. <i>Kemenko Polhukam</i> is Ministry Coordinator can coordinate with ministries/agencies under the coordination in resolving an issue c. has a variety of strategies to solve problems in the field of politics law and security d. design procedures are done already, where prior to the implementation of that procedure accompanied by so	a. the limited support facilities work so that will can affect the timeliness b. Still need for mutual collaboration of ministries/institutions c. still require strategies in resolving problems over the development of technology and information systems d. Needed more procedures design simple and easy in solving e. There are incidental to its activities outside of the planning

		cialization e. no financing and schedule in accordance with the proposals	is already planned
3	<p>Process:</p> <p>a. Monitor the activities</p> <p>b. the process of interaction</p> <p>c. Observation of activity and staff</p>	<p>a. There's been a presidential instruction No. 7 of the year 2017 which gives <i>Kemenko Polhukam</i> about authority to conduct monitoring against strategic policy towards the ministry / institution under the coordination</p> <p>b. some of the ministries/agencies under the coordination of <i>Kemenko Polhukam</i> has had its representation as a clerk in the environment <i>Kemenko Polhukam</i> so as to simplify the process of interaction and coordination</p> <p>c. almost every part in bureau has had analysts so that officials can assist in the decision making process</p>	<p>a. do not yet have an integrated system to be able to watch every ministries/agencies under the coordination of <i>Kemenko Polhukam</i></p> <p>b. sectoral ego still has a problem in completing of the ministries/agencies under the coordination of <i>Kemenko Polhukam</i></p> <p>c. the limited Training for employees of the surroundings <i>Kemenko Polhukam</i></p>
4	<p>Products:</p> <p>a. operational Design</p> <p>b. criteria for the measurement of</p> <p>c. the collection of values</p>	<p>a. <i>Kemenko Polhukam</i> has 7 Kedeputian that can perform the function of coordination, surveillance, control and synchronized against the Ministries/Agencies under the coordination of <i>Kemenko Polhukam</i> b. Coordination Function which is owned <i>Kemenko Polhukam</i> can run well because in presidential instruction No. 7 on the functions of coordination, synchronization, control and supervision</p> <p>c. <i>Kemenko Polhukam</i> is Government institutions where there is already a Ministry that assess the reform of the Bureaucracy in the environment <i>Kemenko Polhukam</i></p>	<p>a. There is overlapping of functions Still owned <i>Kemenko Polhukam</i> making Ministries/Agencies feel that their functions be exceeded</p> <p>b. There are some tasks from the direction in which when in view of its activities is the leading sector of the other Ministries</p> <p>c. reform of the Bureaucracy in the environment <i>Kemenko Polhukam</i> already running over this, but still need to be improved, because it has not been able to achieve a perfect score in accordance the criteria that has been set by the Ministry of <i>PAN & RB</i></p>

The Organization of the Government which is assessed is still sluggish and ineffective-efficient, making the base to tackle reform of the bureaucracy. The reform could be a radical change can be identified with the revolution or the change may be gradual. This depending on the object it will be reformed. If the damage and irregularities that happened has been very chronic reform should be done radically. But if irregularities occur is seen still then not needed radical reform. Development of reform practice and its renewal could create a bureaucratic reform was well underway. The reform of the bureaucracy that still can run if pioneered the organization doing some updates while implementing the existing regulations. Implementation of the reform of the bureaucracy on the environment *Kemenko Polhukam* post publication of presidential Regulation No. 81 year of 2010 about the Grand Design the reform derived from the data source to some of the interviews as an object of research and some documents related *Kemenko Polhukam*.

Furthermore, this bureaucratic reform leads to work more professional and accountable, especially in general bureau public which responsible for the public transparency. While based on the observation, data of public service that is transparent and effective. The public get excellent service in accordance with expectation i.e. quickly and easily. From observations in the field are still found, the ideal of service conditions are still difficult to be realized, because in reality there is still *Kemenko* on the *Polhukam* apparatus perform tasks/an

other job, moonlighting outside his duty to increase income in order to meet the needs of the living. From the description-the description above, namely regarding quality service of *Kemenko Polhukam* apparatus can be seen from the aspect of spontaneity in dealing with the problems and serve the community, grace period length of a settlement of the problem and civility in granting the waitress as well as politeness and hospitality in providing services can be said to have not been as expected by users of the service, or still less so need to get special attention from leaders who are in *Kemenko Polhukam*.

Bureaucratic reform was implemented in order to realize good governance (good governance). The reform here is a process of renewal is done gradually and sustainably, thus excluding attempts and/or action that is both radical and revolutionary. To provide excellent service (efficient) and carry out effective supervision of depend on legislation that became the basis of the duties and authority of a bureaucracy. Of the legislation set out the system and procedure (systems and procedures) and the Ministry of supervision. Further based on the desired systems and procedures created the organizational structure necessary to set the levels and types of Office, duties and authorities as well as the number and qualifications of human resources (HR) required by pay attention to workload. Not only the number of human resources needs to be defined but also the quality and expertise of anything from human resources required is a factor that must be considered.

Improvements to the current apparatus service system should be a priority, because the Ministry apparatus are always needed by the community. Therefore, in conducting the activity and daily necessities had to be through licensing and Government Regulation. The Organization of the Government reforms needed so that services provided to the community in accordance with the needs and the development of the times. *Kemenko Polhukam* managed to formulate policies and regulations in favour of the bureaucratic change poured in the strategy reform of bureaucracy. There are some strategies that had already been implemented, namely: (1) increasing the means of facilities in offices to support the activities according to the needs; (2) supporting the organization's needs in the field of Human Resources; (3) the summons and serving unit/other sections related to the layout of the manuscript correspondence in *Kemenko Polhukam*; (4) the public Ministry against accommodating; (5) organizing the working mechanism; (6) regulating administrative accountability; (7) compiling the organization to match the duties of *Kemenko Polhukam*; (8) conduct evaluation activities performed against each of the offices; (9) drawing up of internal security technical policies; (10) conducting internal auditing against financial and performance through audits, evaluations, review, monitoring and other surveillance activities; and (11) compiled a report on the results of the activity. There are eight (8) areas of change that became the focus of a bureaucratic Reform organization, governance, legislation, re

sources human apparatus, supervision, accountability, public services, work culture and mind-set of the apparatus. In response to the change implementation in area 8, *Kemenko Polhukam* had 8 of them perform changed management strategy, structuring Laws invitations, structuring the Organization and governance, structuring the system of human resource management, strengthening the supervision team, strengthening public accountability, improving the quality of public services, monitoring and evaluation in each of the units concerned. Various efforts have been undertaken for the sake of the progress of the implementation of the Environment Ministry's bureaucracy reform Coordinating political, legal and security, visible leadership and support of a high commitment to do various changes as well as the program to improve the existing conditions such as:

1. The implementation of the management reform of the bureaucracy has been supported by planning, implemented by the bureaucracy and reform the entire unit is assisted by the agents of change.
2. Harmonization of efforts has been made legislation through the identification, mapping and analysis
3. Improvement of HR management through assessment and competency development needs identification on some employees.

The strategy and the effort that has been implemented in the framework of structuring and strengthening government

organizations have been bearing fruit, where in *Kemenko Polhukam* was able to increase the value of Bureaucratic Reform originally 67.77% to 61.6%. The improvement of organizational performance through the stages of the implementation of the programme and activities of the Coordinating Ministry bureaucracy reforms *Polhukam* done in sustainable every stage provides changes or improvements of conditions of bureaucracy that is unfavourable to the State bureaucracy. *Kemenko Polhukam* will continue to monitor, maintain, and encourage the implementation of the goals of the bureaucracy reformation according RB nationwide. Coordinating Ministry of politics and Security Law also continues to strive to realize a good bureaucratic reform nationally. It can be seen from the efforts in improving product *Polhukam Kemenko* on Bureaucratic Reform change throughout.

CONCLUSION

The conclusions resulting from this research that:

1. Context: the employees of *Kemenko Polhukam* have good discipline so that the strategic plan, vision and mission can be done in the Organization of the Government, however, still needs to be improved bureaucratic system and coordination
2. Input: *Kemenko Polhukam* employees already have the competence and strategy but need to be improved cooperation and a more simple procedure design
3. Process: *Kemenko Polhukam* has representatives from each Ministry/agency as an employee, but in solving the need to have an integrated system 3.
4. Product: *Kemenko Polhukam* has 7 bureau that can coordinate, synchronize, control and supervise, but still need to be improved in the exercise of the tasks of the implementation of the reform of the bureaucracy in the environment *Kemenko Polhukam* there obstacles and constraints such as the strengthening of accountability has not been fullest because there are still a pretty long bureaucratic system, inadequate public services because of the limited support facilities work and human resource management systems are rudimentary because of limited education and training for employees in the environment *Kemenko Polhukam*. A priority in the reform agenda of the bureaucracy had indeed become an important thing and should be organized in a systematic, controlled, and directional, so that reform of the bureaucracy that do not place road, but can be moved towards the direction of a more good than ever before.

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Sintha Wahjusaputri -
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**BUREAUCRATIC REFORM POLICY STRATEGY USING THE CIPP MODEL
FOR THE IMPROVEMENT OF PUBLIC SERVICES IN KEMENKO-POLHUKAM**

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Abstract

This study aims to evaluate bureaucratic reform strategies in organizational units within the Coordinating Ministry of Politics, Law and Security (Kemenko Polhukam). Bureaucratic Reformation has the main objective of realizing world-class governance characterized by the implementation of effective, efficient, accountable, transparent governance, clean from collusion, corruption and nepotism practices or clean government, so that can ultimately improve employees' performances related to the tasks and functions of the Kemenko Polhukam which are synchronization and coordination of planning, drafting and implementing policies in the fields of politics, law and security. One area of reform that is quite important to improve is public services, especially in the current era of regional autonomy which provides opportunities for regions to innovate, creative, and create the best models for achieving quality improvement for the community. The research methodology used in this study was qualitative research that resulted descriptive data by using the CIPP (Contexts, Input, Process and Product) evaluation model. The results showed that bureaucratic reform in the Coordinating Ministry for Politics and Security was quite good, which increased from the previous year as much as 6.1%. Several bureaucratic strategies were implemented between changing the management, arranging the laws, arranging organization and governance, structuring the HR management system, strengthening supervision, strengthening public accountability teams, improving the quality of public services, monitoring and evaluating the related units.

Keywords: Bureaucratic Reform, Strategy, Obstacles, CIPP model.

1
Abstrak

Penelitian ini bertujuan untuk mengevaluasi strategi reformasi birokrasi di unit organisasi pada lingkungan Kementerian Koordinator bidang Politik Hukum dan Keamanan (Kemenko Polhukam). Reformasi Birokrasi mewujudkan tata kelola pemerintahan yang berkelas dunia dengan bercirikan terselenggaranya pemerintahan yang efektif, efisien, akuntabel, transparan, bersih dari praktik-praktik kolusi, korupsi dan nepotisme atau *clean government*, sehingga pada akhirnya mampu meningkatkan kinerja pegawai yang terkait dengan tugas dan fungsi dari Kemenko Polhukam yaitu sinkronisasi dan koordinasi perencanaan, penyusunan, dan pelaksanaan kebijakan bidang politik, hukum, dan keamanan. Salah satu area perubahan reformasi yang cukup penting untuk ditingkatkan adalah pelayanan publik, terutama di era otonomi daerah saat ini yang memberikan kesempatan kepada daerah untuk berinovasi, berkreasi, dan menciptakan model terbaik demi pencapaian peningkatan kualitas kepada masyarakat. Metodologi penelitian dengan pendekatan penelitian kualitatif yang menghasilkan data deskriptif, menggunakan model evaluasi CIPP (*Contexts, Input, Process and Product*). Hasil penelitian menunjukkan bahwa reformasi birokrasi di Kemenko Polhukam cukup baik, dimana meningkat dari tahun sebelum sebanyak 6,1%. Beberapa strategi birokrasi diterapkan antara manajemen perubahan, penataan Perundang-Undangan, penataan organisasi dan tata laksana, penataan sistem manajemen SDM, penguatan pengawasan, tim penguatan akuntabilitas publik, peningkatan kualitas pelayanan publik, monitoring dan evaluasi pada masing-masing unit yang terkait.

Kata Kunci: Reformasi Birokrasi, Strategi, Hambatan, model CIPP.

INTRODUCTION

The reform of the bureaucracy that rolled out into the National Agenda defined through regulation of the President of the Republic of Indonesia Number 81 year of 2010 about the Grand Design of the Bureaucratic Reform and the Regulation of the Minister of State for Administrative Reform and Bureaucratic Reform Number 20 year of 2010 concerning the year 2010-2015 Road Map about Bureaucratic Reform. Bureaucratic Reform has the main goal of realizing world-class governance characterized by effective, efficient, accountable, transparent governance, clean from the collusion, corruption and nepotism or clean government, so that the improvement of the performance of the Organization of the Government is achieved. The national agenda for the reform of the bureaucracy is to encourage all government organizations that still considered slow, wasteful, and ineffective, to be able to serve with the support of the Government apparatus which have adequate capability so that they are able to perform optimally, effectively and efficiently in the governance process. Efforts to change the paradigm are carried out, among others, through organizational restructuring, so that the size of the organization becomes the right size according to the needs of the implementation of organizational functions, changes and improvement of work mechanism procedures with the implementation of quality standards.

According to Meliana (2014) in her research says that the reform of the bureaucracy is the arena and vehicle for optimizing

changes in the government administration which currently considered slow, convoluted, incompetent, and corrupt. Improving the governance through bureaucratic reform program has entered the second phase. One of the areas to the reforms which is important to be improved is the public services, especially in the era of the current era of regional autonomy that provides opportunities for regions to be innovative, creative, and to create the best model for achieving quality improvement for the community. The development of a strong bureaucracy is an important element to maintain the continuity of sustainable development. To that end, bureaucratic reform will be implemented throughout all ministries/institutions and then forwarded to local governments. Furthermore, in the preparation of planning and budgeting, a comprehensive performance-based budget system will be conducted. The reform is expected to bear positive results especially in the improvement of the quality of public services, the effectiveness and accountability of the activities of the ministries/institutions and corruption prevention.

Fundamentally, bureaucratic reform is expected to lead to changes in the body of the organization, and these changes must be able to be adapted by the entire apparatus. Moreover, the existence of the program quick wins that demands speed in influence, outcomes, and the impact of the bureaucratic reforms implemented. According to Rhenald Kasali (2007), there are 2 (two) types of changes in the organization, (1) operational changes, namely small changes that are par-

tial and generally do not give such a broad impact on other units in the organization, (2) strategic change, which has a broad impact and requires coordination and supports of related units, or even entire organizational components. Putra, Djumlani and Pасelle (2014) in their research said that bureaucratic reform in the civil service are implemented through competency-based Human Resources Management Systems in the staffing system is a paradigm that gives direction for empowering Human Resources-Civil Servants in order to manifest the Civil Servants who are professional, responsible, fair and fair, as mandated in the Act – Chapter 12 number 43 year of 1999.

In general, the assessment of the progress of changes the bureaucratic settings has not shown a satisfactory achievement. Various assessments from the survey of independent institutions provide strong evidence of the low public perception of the performance of the bureaucracy after regional autonomy. Stereotypes about corruption, collusion, and nepotism remain congenital defects that overshadow all local government activities in managing the machinery of the government.

Bureaucratic reform in the Coordinating Ministry for Politics, Law and Security experienced obstacles and constraints in the implementation of the policy, namely the process of transition from a bureaucratic reform system towards a system of post bureaucratic reforms that has not been fully completely because not all components of bureaucratic reform can be carried out by *Kemenko Pol-*

hukam, due to the limited human resources that are owned by *Kemenko Polhukam* and still not optimal public service given by *Kemenko Polhukam*.

According to Santoso (2012), the history of bureaucracy in Indonesia has a bad report, especially during the new order, which made the bureaucracy a political machine. As a result, people have to pay expensive fees. The uncertainties of time, costs, and who is responsible for are some empirical facts about the destruction of bureaucratic services. Moreover, bureaucracy services have become one of the main causes of the rise of Corruption, Collusion and Nepotism (*KKN*). Political officials who fill the Government bureaucracy are very dominant. This condition for quite a while awakened forming attitudes, behaviours, and opinions that political officials and officials of the bureaucrats could not be distinguished.

Zuhro (2010), says that the model professional and neutral bureaucracy characterized by bureaucratic arrangement that supports the widespread creation of spaces for public participation empowerment and increased community creativity. In other words, the bureaucratic model is competitive within and between its parts. There is the institution of autonomous participant empowerment outsourcing competitor the democratization of public initiative and the making of early warning to the public of professional public service standards transparent in terms of cost and time public accountability system of appointment based on merit, the expertise of the collective objective of supervision com-

petition institutions in providing public services and politically neutral. Firman (2015) said that the poor quality of services and the freedom of information that had been held in the bureaucracy made some problems in achieving a good quality of service. Regulations concerning public services must be a reference that can be maximized by regulators when implemented. This makes the public service becomes a complicated, long and expensive. This also triggers abuse and corruption at various levels of government. Coupled with bureaucratic way of thinking which does not made public as the actor to be served.

Bureaucratic reform agenda also tends not to have a clear orientation in various bureaucratic problems especially in bureaucratic performance. Manting (2017) in his research found that bureaucratic reform is one of the right ways to build people's trust. Bureaucratic reform is an attempt the principal change in a system in which changes the structure, behaviour, and the existence of old habit. The scope of the bureaucratic reform is not only limited to the processes and procedures, but also related to changes in the level of structure and attitudes as well as behaviour.

The research approach used in this study was a qualitative approach, in which the research process is used based on theories that are relevant to the issues canvassed in order to find a solution in the problems. Research was conducted by qualitative analysis purely by studying and doing identify intrinsic against existing phenomena. Implementation

of comprehensive operational standards procedures in West Jakarta Prisons Hall (*Bapas*) is the implementation of the duties and functions that are passed down in writing and detail so that each employee in the performance of his obligations as a state civil servant can work optimally and make real contributions to the creation of employees who optimal in the framework of good governance.

Wardana and Meiwanda (2017) said that the changes in the pattern of governance in Indonesia along with bureaucratic reform are needed because of the government situation continues to shift; the old system is certainly no longer suitable if applied in the current era of Indonesian government. Public interests and values are the focus in this article, attempt a bureaucratic revamp of the government of Indonesia towards the better prioritizing the interests of the community, as parties served requires a long process, bureaucratic reform does not only focus on government movement, all components of the society can also support this bureaucratic reform so that effective governance will be quickly achieved. This is supported by research conducted by Tanti, S Zauhar, and Rochmah (2017) that the change the paradigm of the government from a centralized approach to decentralization which is characterized by autonomous region policies brings a new nuance in the implementation of regional government. The change in the paradigm altogether characterizes changes in the volume or task burden of the regional government in accommodating all matters submitted which later will be accommodated in the organizational structure of the regional apparatus. Bureaucratic re-

form at both the central government and regional governments is a necessity in effort to realize “good public governance.” Other government service bureaucratic reforms, public confidence towards the government has decreased while dealing with licensing documents that seem convoluted. With the existence of the problems, the Pasuruan City Investment and Integrated Licensing Service have made bureaucratic reform by issuing a One Stop Integrated Service system. Cepiku and Mititelu (2010) in their research said that the implementation of the administrative reform, particularly bureaucratic reform did not always run smoothly, full of challenges faced require a very ripe, agenda having previously not prioritized and not clearly defined in terms of the implementation of an effective, though referring to a strong desire. For this reason, it is necessary to select and develop proper strategies in an effort to succeed bureaucratic reform of the bureaucracy to realize effective governance in local government, as Nuril (2018) said in Hanh Been Lee that the strategy is a variable that is used to change the administrative reform that includes the type, scope and pace of reform. Prasajo and Kurniawan (2008), said the strategy was necessary, because of weak agents of change, the internal structure of the institution is not intended for big changes as well as the scope and pace of reform should be compromised. To step into the implementation of administrative reform, two strategies are offered, namely the Comprehensive Strategy and incremental strategy. Comprehensive Strategy is a method or pattern used by a central managerial in controlling several

areas of coverage such as personnel, budget and organization. In the implementation of these strategies, the necessary political support from regulators, while the legislature and political parties rarely provide adequate support. Ruler required political commitment, considering the entire planning administration reform will be carried out and must be made known to the rulers, so that the desired goals will be achieved. As a result of research in several areas, it was found that one of the factors supporting the success of the reform of the bureaucracy in the area is the commitment and political will the head area. Incremental strategy is an approach that viewed the Administration’s reforms gradually and as sequential chain, because reform is considered as a process. This approach gave priority to training that involves not only the staff of the Agency’s reform, but also people from other relevant agencies. Each strategy has advantages and limitations. The advantages of incremental strategy can build trust among agents of reform. While its limitations as his approach are way up (gradually), so it will need a much longer process. The advantages of comprehensive strategy, the changes will be thorough and takes a relatively shorter than incremental. The limitations require more attention from both the government and related agencies/institutions. Therefore, the time, the main issues of the strategy is influenced by the following conditions:

1. The draft administrative has reform scheme are obvious, including the alternative solutions.

2. Depending on the power of the Government, in seeking the political support, especially from the bureaucracy.

3. Implementation of the reform of the scheme should be communicated into or out of the organization. Requires that members and sub-groups of the Organization informed

4. Environmental change crucial reform can be effective.

5. The implementation of the scheme more moderate reforms.

Dror (2014) posited six cluster administration reform strategy more dip (concrete) on the question of the reform of the administration. Broadly speaking, donation is thought Dror in the strategy reform of Administration regarding the quality of Human Resources needs, the separation of the influence of political power against bureaucracy and a fundamental system change, namely by doing decentralized. Below are six thought reform strategies concerning Dror administration, namely: (1) Producing the efficiency of the Administration, can be measured from the value for money-saving aspect, for example through simplification of procedures, changes in procedures, reduction of the duplication process and the same approach in the Organization and methods; (2) Reducing practices that weaken the administrative reforms (such as: corruption, cronyism, favouritism and others); (3) changing the main component of the administrative system to generate ideal conditions, such as applying merit system employment, implement a program-based budget system,

build data banks and so on; (4) Adjusting the administrative system to anticipate the effects of social changes due to modernization or war; (5) Dividing clearly between employees on the system of the administration of development in the political system, for example, break down the powers of the Government officials or bureaucrats at the senior level, so the more wayward in the political process; (6) Changing the relationship between the administrative system with all or part of the components of the society, for example through a strategy of decentralization, democratization and participation. Hanafie (2014) said that the Administration's reform strategy options above require a system of policy making that is of high quality. On the perspective of service and performance improvement of government bureaucracy, Effendi (2009), revealed that the reform strategy is defined as efforts to improve the quality of public service, accelerating the eradication of corruption, increased the performance of Human Resources management, staffing agencies based performance, remuneration and meritocracy, competency-based training, settlement of the status of honorary officers, daily power off and officers are not fixed as well as deregulation and debureaucratization. It turns out that in GDRB (Grand Design the reform of Bureaucracy) in Indonesia, seems that the implementation of the reform of the bureaucracy that proclaimed is not comprehensive, but rather, because through incremental stages, which includes four stages, namely (1) implementation, (2), (3) implementing the program, and (4) the method of implemen-

tation. At this stage, implementation of the reforms carried through three levels of implementation other than bureaucratic reform strategies expressed in GDRB, the following methods of the implementation of the reform of the bureaucracy is done with four ways: (1) Premetive; predicting the possibility of a bureaucratic practice that is considered inefficient, ineffective, cause lengthy process, CCN and other opportunities and anticipative steps; (2) Persuasive, performing various bureaucratic reform efforts such as through socialization, public campaign, internalization to build the status and individual commitment; (3) Preventive; preventing the possibility of a bureaucratic practice that is considered inefficient, ineffective, raises the long process, *KKN* opportunities, and open up more. Through a change in mind set, culture sets; (4) action/sanction, sanction or punishment such as apply for those who don't perform in the implementation of the reform of the bureaucracy. Patrisia (2017) in her research revealed that in carrying out the reform of the bureaucracy was not easy, the various obstacles encountered, certainly from either internal or external environment. In other words, the bureaucratic reform failure hampered indirectly because of low morale and motivation of *SDM*. In fact the issue of human resources (*SDM*) is also related to: (1) recruitment system, (2) placement (the right man in the right place), (3) the system of incentives; and (4) salary. The recruitment system still nuanced *KKN* will not produce human resources in accordance with the competencies and professional. Collusion and Nepotism led to the policy

makers into a dilemma in deciding the ideal HR, because analysis of the position of the base will not be a consideration. The decisions taken, typically are political also the placement of someone in certain position. The basic consideration is taken not based on competence. The analysis of the position or performance, often are political to keep the interests of power management. Incentive systems and inadequate salaries contribute towards the course of the reform of the bureaucracy, because of incentives and salaries may motivate the bureaucracy in the exercise of his duties, so as to realize the performance well. With a high salary and incentives will give stimulus bureaucracy work well and expected corruption does not occur.

RESEARCH METHODS

The research method is qualitative. According to Creswell (2010), research is qualitative methods to explore and understand the meaning by a number of individuals or a group of people considered to be derived from social or humanitarian problems. The research was conducted in Ministry of Politics, Law and Security (*Kemako Polhukam*). The data sources used in this research were primary data and secondary data. Primary data obtained from first through a structured interview to the respondents by using questionnaires. The respondent is an expert resource person selected based on considerations of expertise, practical experience, and stakeholders. The secondary data were obtained from various sources through the study of literature, institutional and other agencies, as well as references from the in-

ternet. This data is in the form of the results of the review of the literature, reports, documentation, archives, and others. Engineering data collection performed is observation, in-depth interviews, and conduct studies of the literature. The technique of determination of the respondent's done deliberately (purposeful sampling) who are considered expert/experts. Expert interviewees in this study are: (1) the head of the Bureau of planning and organization; (2) the head of a law firm, Proceedings and Institutional Relations; (3) the General Bureau Chief; (4) Deputy Secretary 1; (5) the Deputy Secretary 2; (6) the Secretary Deputy 3; (7) the Secretary Deputy 4; (8) the Deputy Secretary 5; Deputy Secretary (9) 6; Deputy Secretary (10) 7; (11) the Inspectorate.

Processing techniques and data analysis conducted this research is using the CIPP model (context, input, process, product). This is beneficial for the CIPP model analyse issues strengths and weaknesses of a particular object that will be or is running so that gives you an idea to decision makers in planning a program to make it more directional, and reduce the potential for failure. The evaluation context is also expressed as the focus of the institutions identify opportunities and assess the needs formulated as a gap (discrepancy view) the condition of the real (realistic) and the expected condition (idealistic). Evaluation of input can be said to be an evaluation of the information provider to determine how the use of the resources available to achieve the objectives of the program. This evaluation consists of a personal analysis with regard to how the use

of existing resources, an alternative strategy in the framework of the achievement of the goal of a program that is identifying and assessing incur a capability system, alternative strategies the program, procedures for the design, financing and implementation of the strategy of scheduling. The evaluation process includes the identification of problems of procedure on implementing incident activity. Product evaluation aims to measure, interpret, and evaluate programs.

RESULTS AND DISCUSSION

Coordinating Ministry of politics, law and security or commonly abbreviated *Kemenko Polhukam* is one of the coordinators of the Ministry which has the task of organizing a coordination, synchronization, and control of the Affairs of the Ministry in implementing the Government in the fields of politics, law and security. Each Ministry/Agency roles and tasks and related functions coordinated by *Kemenko Polhukam*. The condition as a logical consequence because the political, legal, and security is a field that has sliced or overlapping in the achievement of goals and objectives implemented by ministries/agencies. In carrying out the tasks referred to in the regulations of the Coordinating Minister for Political, law and Security number: 367/COORDINATING/Polhukam/10/2010 article 3 mentions that the Ministry for Coordinating political, legal, and security organises functions as follows: (1) Synchronizing the planning, preparation, and implementation of policies in the fields of politics, law and security; (2) planning, preparation, Coordi-

nation and implementation of policies in the fields of politics, law and security; (3) control of the conduct of the Affairs of the Ministry; (4) the management of the country's wealth/belongings that are the responsibility of the Coordinating Ministry of politics, law, and Security; (5) oversight of the implementation of the tasks in the Environment Ministry Coordinating political, legal, and security; and (6) the implementation of the specific tasks given by the President.

Kemenko Polhukam as government organizations must have the ability to respond to dynamic environmental conditions intelligently that naturally grow and develop. There is the fact that the dynamics of world politics or changes that occur in the present era of globalization has been a competition between Nations. These conditions are likely to lead to a scramble for influence that is quite tight, both on a regional and global level. These developments are caused the occurrence of changes in national and world public order situation with the emergence of issues of dissemination of universal values and acceleration. As the Ministry coordinator, *Kemenko Polhukam* also has the duty of helping to coordinate and synchronise the President in the formulation, implementation and assignment policies in the fields of politics, law and security. *Kemenko Polhu-*

kam has the strength and ability to move the ministries/agencies in implement policies of political, legal and security both generated neither by *Kemenko Polhukam* nor in order execution policy-related issues of politics, laws and security. The existence of *Kemenko Polhukam* as the Coordinator for politics, law and security is becoming increasingly important and valued benefits, because it can be recognised, trusted and respected by all parties. *Kemenko Polhukam* is not just part of the Government, but also a part of the whole society and aspects of life.

Strategic goals achieved significantly by *Kemenko Polhukam* was to measure of the achievement to ensure the achievement of business goals which have been formulated and reflects the influence brought about by the presence of the results (outcomes) of all program of *Kemenko Polhukam*. In order to achieve the objectives of the strategy the *Polhukam Kemenko*, then the strategic goals was arranged and the indicators for the next five years are: (1) the achievement of the effectiveness of synchronization and coordination of the planning, preparation, and implementation the policy fields of political, legal and security; (2) increasing the institutional capacity of *Kemenko Polhukam* in order to the coordination and synchronization of policy areas of political, law and security.

Table 1. Objectives and indicators of *Polhukam Kemenko 2015-2019*

Target	Indicator
The better the bureaucratic reform and governance	1. The national Bureaucracy Reform Index 2. Score the integrity of the public service
National law enforcement	1. legal development index 2. Corruption Perceptions Index
Increasing the quality of democracy and diplomacy	1. Indonesia Democracy Index 2. The amount of the agreement and the agreed international cooperation in the field of <i>Polhukam</i>
The creation of security stability	1. The stage of the MEF 2. The percentage of the domestic defence industry contributions towards MEF 3. Domestic Security Index 4. Responsiveness Index of National Cyber systems
Implementation Coordination/consolidation of Mainstreaming the insights of nationalities and national character	The number of provinces and District/City that implement national insight and coordination of national character (based on RPJMN)
The number of provinces and Kabupaten/Kota that implement national insight and coordination of national character (based on RPJMN)	1. The index of Bureaucratic Reform <i>Kemenko Polhukam</i> 2. Reasonable Opinion Without Exception to financial statements <i>Kemenko Polhukam</i> 3. The index of service Coordination 4. Organizational Capacity Index

In carrying out the tasks and functions as well as realizing the vision and mission of supporting Kemenko Polhukam dimensions of national development and public service are: (1) the human development dimension; (2) the dimensions of the flagship sector, as well as (3) dimensional equalization between groups and between regions in a guided Kemenko Polhukam values as follows:

2
1. Simple. Standard service that is easy to understand, easy to follow, easy to implement, easy to be measured with a clear procedure and fees affordable to the community as well as the organizers.

2. Consistent. In the preparation and application of standard service should pay attention to the provision in adhering to the time, procedures, requirements, and costing an affordable service.

3. Participatory. In the preparation of the service standard, involves the communities and stakeholders to discuss together and get the harmony on the basis of the commitment or agreement.

4. Accountable. Things are arranged in the standard of service should be implemented and consistently accountable to stakeholders.

5. Continuous improvement. Standard service should be able to apply appropriate development policies and the need to improve the quality of service.

6. Transparency. It must be easily accessible and known by the entire community.

7. Justice. Standard service must ensure that the services provided can reach all of the communities of different economic status,

geographical location, distance and differences in the physical and mental capabilities.

The data were analysed using the CIPP method because this method can provide an overview of the evaluation model of the implementation of bureaucratic reforms policies that include an evaluation of the context evaluation, input evaluation, process evaluation, and product evaluation.

Table 2.

Evaluation of the Implementation of the Reform Policies of the Bureaucracy

No	The Components of The Evaluation	Positive findings	Negative findings
1	Context: a. Environment b. the need c. Objectives	a. do the work surroundings that have a good level of discipline because they are government employees surroundings b. in terms of needs no positive findings c. has a strategic plan, vision and mission which is quite fundamental in conducting the government	a. the bureaucratic system that is long enough and the lack of transparent and transparent accountability on complicated work b. Limited facilities and infrastructure to support the needs of the work c. the lack of coordination and understanding of the ministries under the coordination of <i>Kemenko Polhukam</i> to complete some of the specific issues that can impede the achievement of business objectives.
2	Input: a. resources b. Identification System c. Alternative strategies d. Design procedure e. fees and schedule	a. Some employees in the environment <i>Kemenko Polhukam</i> have competencies in accordance with their fields so that capable of completion of the work well. b. <i>Kemenko Polhukam</i> is Ministry Coordinator can coordinate with ministries/agencies under the coordination in resolving an issue c. has a variety of strategies to solve problems in the field of politics law and security d. design procedures are done already, where prior to the implementation of that procedure accompanied by so	a. the limited support facilities work so that will can affect the timeliness b. Still need for mutual collaboration of ministries/institutions c. still require strategies in resolving problems over the development of technology and information systems d. Needed more procedures design simple and easy in solving e. There are incidental to its activities outside of the planning

		cialization e. no financing and schedule in accordance with the proposals	is already planned
3	<p>Process:</p> <p>a. Monitor the activities</p> <p>b. the process of interaction</p> <p>c. Observation of activity and staff</p>	<p>a. There's been a presidential instruction No. 7 of the year 2017 which gives <i>Kemenko Polhukam</i> about authority to conduct monitoring against strategic policy towards the ministry / institution under the coordination</p> <p>b. some of the ministries/agencies under the coordination of <i>Kemenko Polhukam</i> has had its representation as a clerk in the environment <i>Kemenko Polhukam</i> so as to simplify the process of interaction and coordination</p> <p>c. almost every part in bureau has had analysts so that officials can assist in the decision making process</p>	<p>a. do not yet have an integrated system to be able to watch every ministries/agencies under the coordination of <i>Kemenko Polhukam</i></p> <p>b. sectoral ego still has a problem in completing of the ministries/agencies under the coordination of <i>Kemenko Polhukam</i></p> <p>c. the limited Training for employees of the surroundings <i>Kemenko Polhukam</i></p>
4	<p>Products:</p> <p>a. operational Design</p> <p>b. criteria for the measurement of</p> <p>c. the collection of values</p>	<p>a. <i>Kemenko Polhukam</i> has 7 Kedepatian that can perform the function of coordination, surveillance, control and synchronized against the Ministries/Agencies under the coordination of <i>Kemenko Polhukam</i> b. Coordination Function which is owned <i>Kemenko Polhukam</i> can run well because in presidential instruction No. 7 on the functions of coordination, synchronization, control and supervision</p> <p>c. <i>Kemenko Polhukam</i> is Government institutions where there is already a Ministry that assess the reform of the Bureaucracy in the environment <i>Kemenko Polhukam</i></p>	<p>a. There is overlapping of functions Still owned <i>Kemenko Polhukam</i> making Ministries/ Agencies feel that their functions be exceeded</p> <p>b. There are some tasks from the direction in which when in view of its activities is the leading sector of the other Ministries</p> <p>c. reform of the Bureaucracy in the environment <i>Kemenko Polhukam</i> already running over this, but still need to be improved, because it has not been able to achieve a perfect score in accordance the criteria that has been set by the Ministry of <i>PAN & RB</i></p>

The Organization of the Government which is assessed is still sluggish and ineffective-efficient, making the base to tackle reform of the bureaucracy. The reform could be a radical change can be identified with the revolution or the change may be gradual. This depending on the object it will be reformed. If the damage and irregularities that happened has been very chronic reform should be done radically. But if irregularities occur is seen still then not needed radical reform. Development of reform practice and its renewal could create a bureaucratic reform was well underway. The reform of the bureaucracy that still can run if pioneered the organization doing some updates while implementing the existing regulations. Implementation of the reform of the bureaucracy on the environment *Kemenko Polhukam* post publication of presidential Regulation No. 81 year of 2010 about the Grand Design the reform derived from the data source to some of the interviews as an object of research and some documents related *Kemenko Polhukam*.

Furthermore, this bureaucratic reform leads to work more professional and accountable, especially in general bureau public which responsible for the public transparency. While based on the observation, data of public service that is transparent and effective. The public get excellent service in accordance with expectation i.e. quickly and easily. From observations in the field are still found, the ideal of service conditions are still difficult to be realized, because in reality there is still *Kemenko* on the *Polhukam* apparatus perform tasks/an

other job, moonlighting outside his duty to increase income in order to meet the needs of the living. From the description-the description above, namely regarding quality service of *Kemenko Polhukam* apparatus can be seen from the aspect of spontaneity in dealing with the problems and serve the community, grace period length of a settlement of the problem and civility in granting the waitress as well as politeness and hospitality in providing services can be said to have not been as expected by users of the service, or still less so need to get special attention from leaders who are in *Kemenko Polhukam*.

Bureaucratic reform was implemented in order to realize good governance (good governance). The reform here is a process of renewal is done gradually and sustainably, thus excluding attempts and/or action that is both radical and revolutionary. To provide excellent service (efficient) and carry out effective supervision of depend on legislation that became the basis of the duties and authority of a bureaucracy. Of the legislation set out the system and procedure (systems and procedures) and the Ministry of supervision. Further based on the desired systems and procedures created the organizational structure necessary to set the levels and types of Office, duties and authorities as well as the number and qualifications of human resources (HR) required by pay attention to workload. Not only the number of human resources needs to be defined but also the quality and expertise of anything from human resources required is a factor that must be considered.

Improvements to the current apparatus service system should be a priority, because the Ministry apparatus are always needed by the community. Therefore, in conducting the activity and daily necessities had to be through licensing and Government Regulation. The Organization of the Government reforms needed so that services provided to the community in accordance with the needs and the development of the times. *Kemenko Polhukam* managed to formulate policies and regulations in favour of the bureaucratic change poured in the strategy reform of bureaucracy. There are some strategies that had already been implemented, namely: (1) increasing the means of facilities in offices to support the activities according to the needs; (2) supporting the organization's needs in the field of Human Resources; (3) the summons and serving unit/other sections related to the layout of the manuscript correspondence in *Kemenko Polhukam*; (4) the public Ministry against accommodating; (5) organizing the working mechanism; (6) regulating administrative accountability; (7) compiling the organization to match the duties of *Kemenko Polhukam*; (8) conduct evaluation activities performed against each of the offices; (9) drawing up of internal security technical policies; (10) conducting internal auditing against financial and performance through audits, evaluations, review, monitoring and other surveillance activities; and (11) compiled a report on the results of the activity. There are eight (8) areas of change that became the focus of a bureaucratic Reform organization, governance, legislation, re

sources human apparatus, supervision, accountability, public services, work culture and mind-set of the apparatus. In response to the change implementation in area 8, *Kemenko Polhukam* had 8 of them perform changed management strategy, structuring Laws invitations, structuring the Organization and governance, structuring the system of human resource management, strengthening the supervision team, strengthening public accountability, improving the quality of public services, monitoring and evaluation in each of the units concerned. Various efforts have been undertaken for the sake of the progress of the implementation of the Environment Ministry's bureaucracy reform Coordinating political, legal and security, visible leadership and support of a high commitment to do various changes as well as the program to improve the existing conditions such as:

1. The implementation of the management reform of the bureaucracy has been supported by planning, implemented by the bureaucracy and reform the entire unit is assisted by the agents of change.
2. Harmonization of efforts has been made legislation through the identification, mapping and analysis
3. Improvement of HR management through assessment and competency development needs identification on some employees.

The strategy and the effort that has been implemented in the framework of structuring and strengthening government

organizations have been bearing fruit, where in *Kemenko Polhukam* was able to increase the value of Bureaucratic Reform originally 67.77% to 61.6%. The improvement of organizational performance through the stages of the implementation of the programme and activities of the Coordinating Ministry bureaucracy reforms *Polhukam* done in sustainable every stage provides changes or improvements of conditions of bureaucracy that is unfavourable to the State bureaucracy. *Kemenko Polhukam* will continue to monitor, maintain, and encourage the implementation of the goals of the bureaucracy reformation according RB nationwide. Coordinating Ministry of politics and Security Law also continues to strive to realize a good bureaucratic reform nationally. It can be seen from the efforts in improving product *Polhukam Kemenko* on Bureaucratic Reform change throughout.

CONCLUSION

The conclusions resulting from this research that:

1. Context: the employees of *Kemenko Polhukam* have good discipline so that the strategic plan, vision and mission can be done in the Organization of the Government, however, still needs to be improved bureaucratic system and coordination
2. Input: *Kemenko Polhukam* employees already have the competence and strategy but need to be improved cooperation and a more simple procedure design

3. Process: *Kemenko Polhukam* has representatives from each Ministry/agency as an employee, but in solving the need to have an integrated system 3.
4. Product: *Kemenko Polhukam* has 7 bureau that can coordinate, synchronize, control and supervise, but still need to be improved in the exercise of the tasks of the implementation of the reform of the bureaucracy in the environment *Kemenko Polhukam* there obstacles and constraints such as the strengthening of accountability has not been fullest because there are still a pretty long bureaucratic system, inadequate public services because of the limited support facilities work and human resource management systems are rudimentary because of limited education and training for employees in the environment *Kemenko Polhukam*. A priority in the reform agenda of the bureaucracy had indeed become an important thing and should be organized in a systematic, controlled, and directional, so that reform of the bureaucracy that do not place road, but can be moved towards the direction of a more good than ever before.

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