Bureaucratic Reform in The Village Government

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Abstract

The state of Indonesia has a grand design and a national time reform roadmap related to good governance 2010-2025. The grand design of Indonesian reform is regulated by presidential regulation no 81 of 2010 and the employee roadmap is regulated by the ministerial regulation of State Apparatus Empowerment and Bureaucratic Reform, overseeing the task of managing the village, namely the village ministry. The purpose of this study was to determine Bureaucratic reform needs to reorganize the bureaucratic process from the highest to the lowest level and make new breakthroughs (innovation breakthrough) with gradual, concrete, realistic, earnest steps, think outside the existing habits/routines (out of the box thinking), a paradigm shift (a new paradigm shift), and with extraordinary efforts (business not as usual. The method used in data collection is to analyze the data qualitatively by describing the data. The analysis stage starts by collecting data from primary legal materials (Laws and Regulations) by selecting, and classifying systematically to find out the general picture of the research. The data that has been collected is analyzed...
A. Introduction

Bureaucracy is an institution that has great ability to move the organization. Bureaucratic problems in Indonesia can be categorized in two ways, first, the problem of the lack of human resources, long-winded services, and moral issues. Second, public distrust of the bureaucracy. Bureaucracy is an important instrument for every country, especially for modern society, the existence of bureaucracy is something that cannot be avoided because where there is a state there must be a bureaucracy as a logical consequence of the main task of the state or government to provide services that can satisfy the community.

The big challenge faced by the bureaucracy is how they are able to carry out their activities efficiently and effectively. Therefore, so far, bureaucracy has been identified with convoluted performance, a structure that is too large, full of collusion, corruption and nepotism, and there are no definite standards. A number of bureaucratic problems become a very significant obstacle in the context of realizing bureaucratic reform. It is on this basis that the Indonesian bureaucracy is very far from what is called good governance.

Bureaucratic reform is an important issue to be studied separately, and realized consistently. Moreover, because the Indonesian government bureaucracy has made a very large contribution to the downturn of the Indonesian nation in a prolonged crisis. The bureaucracy that has been built by the government before the reform era has built a bureaucratic culture that is thick with Corruption, Collusion and Nepotism (KKN).

The big challenge faced by the bureaucracy is how they are able to carry out their activities efficiently and effectively. Therefore, so far, bureaucracy has been identified with convoluted performance, a structure that is too large, full of collusion, corruption and nepotism, and there are no definite standards. A number of bureaucratic problems become a very significant obstacle in the context of realizing bureaucratic reform. It is on this basis that the Indonesian bureaucracy is very far from what is called good governance. Bureaucratic reform is carried out in order to realize good governance. In other words, bureaucratic reform is a strategic step to build the state apparatus to be more efficient and effective in carrying out the general tasks of government and national development.

In this research, the author explains constructively regarding bureaucratic reform in Indonesia, which already has a grand design and roadmap for bureaucratic reform at the national level. From this grand design, it can be seen related to the implementation of policies that have been carried out by the central government at the local government level, especially at the

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4 Atep Suhendar, Reformasi Birokrasi Pemerintahan Desa (Studi Komparasi Pelaksanaan Reformasi Birokrasi Dan Pelayanan Publik Di Kelurahan Melong Dan Kelurahan Cibeureum Kecamatan Cimahi Selatan Kota Cimahi Provinsi Jawa Barat).
6 Yusriadi dan Misnawati, Reformasi Birokrasi dalam Pelayanan Publik (Studi Pelayanan Terpadu Satu Pintu), Jurnal Ilmiah Ilmu Administrasi Publik Volume 7 Nomor 2 Juli – Desember 2017, hlm 100.
7 Edi Kusmayadi & Taufiq Nurohman, Reformasi Birokrasi di Tingkat Desa (Studi Komparasi Pelaksanaan Reformasi Birokrasi dan Pelayanan Publik di Desa Sukakerta dan Desa Setiawangi Kecamatan Jatiwaras Kabupaten Tasikmalaya), Aliansi Vol. 3 No. 2, Juli 201, hlm 441.
village government level. The novelty of this research will make a significant contribution in making new breakthroughs in reform policies for villages, so that the government will socialize the direction of reform to villages more. Because the approach used to determine the parliamentary threshold's function, purpose, and magnitude is more political.

This paper used a normative juridical method by using a qualitative approach. The data were gathered from some articles from various pieces of literature or references and journals, papers related to the topic discussed. After that, the data then analyzed qualitatively by using the concept approach, constitutional, and historical approach.

Bureaucratic reform needs to reorganize the bureaucratic process from the highest to the lowest level and make new breakthroughs (innovation breakthrough) with gradual, concrete, realistic, earnest steps, think outside the existing habits/routines (out of the box thinking), a paradigm shift (a new paradigm shift), and with extraordinary efforts (business not as usual). Therefore, reform of the national bureaucracy needs to revise and develop various regulations, modernize various policies and management practices of the central and local governments, and adjust the functions of government agencies to new paradigms and roles. This effort requires a grand design and a road map for bureaucratic reform that follows the dynamics of changing government administration so that it becomes a living document.8

B. Discussion

The dynamics of the Indonesian people in realizing the modernization of the management system or governance is a necessity, the boundaries of the territory of the state's sovereignty seem powerless to stem the strong flow of modernization thinking that occurs in developed countries, especially modernization in government management.9 This global reform movement eventually gave rise to a new paradigm in governance, namely the publication of the book Reinventing Government written by Osborn and Gaebler in 1992, which offered a new concept of government management known as "New Public Management". Where the main idea in this paradigm according to Denhard (2007) is the use of a market mechanism approach or the private sector (business) for the purpose of realizing a more effective government with the main slogan "Steering rather than rowing".10 Bureaucratic reform is an important step in achieving the progress of a country to realize a modern bureaucracy according to the concept of reinventing government according to Osborn (1993), namely entrepreneurial government.11

The grand design of bureaucratic reform in Presidential Regulation No. 81 of 2010 aims to provide direction for implementation policies regarding national bureaucratic reform.12 The objectives of bureaucratic reform include: 1) reducing and finally eliminating any abuse of public authority by officials in the relevant agencies; 2) make a country that has the most-improved bureaucracy; 3) improve the quality of service to the community; 4) improve the quality of formulation and implementation of agency policies/programs; 5) increase efficiency (cost and time) in the implementation of all aspects of the organization's tasks; 6) make the Indonesian bureaucracy anticipatory, proactive, and effective in facing globalization and the dynamics of changing strategic environments.13 Bureaucratic reform means a major change in

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12 Peraturan Presiden No 81 Tahun 2010 tentang Grand Design Reformasi Birokrasi 2010-2025
the paradigm and governance of Indonesia. In addition, bureaucratic reform is also meaningful as a big gamble for the Indonesian people in facing the challenges of the 21st century. This objective was implemented in 2 major waves, technically in the first wave the main program carried out by the government was to build the state apparatus through the implementation of bureaucratic reform. The second wave of reform aims to free Indonesia from the effects and tails of the crisis that occurred ten years ago. Bureaucratic reform means a major change in the paradigm and governance of Indonesia.  

In his report, the Minister of State Apparatus Empowerment and Bureaucratic Reform in 2018 achieved bureaucratic reform at the ministry/institution (K/L) and local government levels. At the K/L level it increased from 65.78 in 2015 to 71.91 in 2017. In the provincial government, it increased from 41.61 in 2015 to 60.47 in 2017. Meanwhile, the district/city level increased from 42, 96 in 2015 to 64.61 in 2017. This achievement has boosted various Indonesian nationality indices in the eyes of the world, such as the World Economic Forum which noted that the national competitiveness index rose 5 places from ranking 41 (2016) to ranking 36 (2017). Meanwhile, the World Bank noted that the ease of doing business index rose 19 places from ranking 91 (2016) to ranking 72 (2017). The World Bank also noted that the 2016 government effectiveness index rose 17 places compared to 2015. Meanwhile, Transparency International noted that the corruption perception index remained stable at a score of 37.

Nationally, bureaucratic reform is entering the third period or the final stage of the grand design of national bureaucratic reform. There are five quick wins for the acceleration of bureaucratic reform in 2020-2024, namely: 1) simplification of the bureaucracy, 2) performance management, improving the quality of human resources, 3) fast flexible governance through the implementation of an electronic-based government system (SPBE), and 4) public services. In general, the 2020-2024 national bureaucratic reform roadmap focuses on creating effective, efficient, and agile digital-based governance and a bureaucratic culture of character with professional assistants. While the thematic 2020-2024 national bureaucratic reform roadmap focuses on accelerating poverty alleviation and encouraging Indonesia's competitiveness by solving governance problems in various poverty alleviation programs and increasing Indonesia's competitiveness. The Ministry of Villages, Development of Disadvantaged Regions, and Transmigration classifies 8 areas of change in bureaucratic reform, The 8 areas are set out in the picture below.

15 Kementerian Pendayagunaan Aparatur Negara dan Reformasi Birokrasi - Sejumlah Capaian Reformasi Birokrasi 2014-2018 (menpan.go.id)  
16 www.menpan.go.id  
17 Kementerian Pendayagunaan Aparatur Negara dan Reformasi Birokrasi - Kementerian PANRB Siapkan Strategi Percepatan Reformasi Birokrasi Daerah (menpan.go.id) diakses pada 10 Juni 2022
In the strategic plan of the Ministry of Villages, Disadvantaged Regions and Transmigration for 2020-2024, several targets and indicators can be seen.

**Table 1. Strategic targets and indicators for accelerating poverty alleviation, governance and bureaucratic reform at the Ministry of Villages, Underdeveloped Regions and Transmigration**

<table>
<thead>
<tr>
<th>Vision</th>
<th>Mission</th>
<th>Destination</th>
<th>Strategic Target</th>
<th>Strategic Target Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>Realization of Rural Areas that have collaborative and competitive advantages in a sustainable manner in supporting an advanced Indonesia that is sovereign, independent, and personable, Based on Mutual Cooperation</td>
<td>Accelerating sustainable rural and rural development</td>
<td>Encouraging the realization of Developing and Independent Villages, as well as rural and urban collaboration through sustainable development of Rural Areas</td>
<td>Reducing poverty in rural areas</td>
<td>Percentage of poverty in rural areas</td>
</tr>
<tr>
<td></td>
<td>Harmonizing policies and programs to accelerate development in underdeveloped areas</td>
<td>Reducing the number of disadvantaged areas</td>
<td>Decreasing poor people in disadvantaged areas</td>
<td>Percentage of decline in poor people in underdeveloped areas</td>
</tr>
</tbody>
</table>
| | Improve good governance. | The realization of agile, effective, efficient and reliable governance. | Increasing the quality of bureaucratic reform and organizational capacity | • The Value of Bureaucratic Reform  
• Organizational health value Percentage of implementation of e-government (SPBE) Electronic-Based Government System |
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<table>
<thead>
<tr>
<th>Merit System Application Index</th>
<th>Value of BPK's Opinion on Financial Statements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Increased supervision, control and accountability of good apparatus as well as effective regulations</td>
<td>Value of integrity</td>
</tr>
<tr>
<td></td>
<td>SAKIP score</td>
</tr>
<tr>
<td></td>
<td>SPIP (Government Internal Control System) maturity level</td>
</tr>
</tbody>
</table>

Source: Strategic Plan of the Ministry of Villages, Development of Disadvantaged Regions and Transmigration, 2020-2024.

Reviewing from the whole that there is a desire for the government's mindset towards the village that a modern village is a bureaucratic village according to Law No. 6 of 2014 and Presidential Regulation No. 81 of 2010 and Permenpan RB No. 25 of 2010 with Permendesa no. 16 years 2017.

Normatively, Law no. 6 of 2014 concerning Villages has provided ample opportunity for the presence of community participation in village development. In the planning and budgeting process (participatory village budgeting), for example, the opportunity for community involvement does not merely open up space and present residents in village forums. More than that, participation is a space for residents to voice their interests and aspirations, so that development that takes place at the village level is a manifestation of aspirations that have been voiced by residents (voice, access, control).

In view of the state policy on villages in Law No. 22/1999 on regional government, in Articles 93 to 111 of Law no. 22 of 1999 regulates village autonomy. With village autonomy promising to villagers, a more democratic power relationship will be formed between the forces within the community as well as with the supra-village, as seen in: first, the reduced dominance of the village government bureaucracy and the strengthening of the role of local institutions. Second, the spirit of democratization is quite large, marked by the great authority possessed by the BPD. Third, the spirit of community participation is more emphasized, where the decision-making process and administration of government is based on the aspirations and participation of the village community. Furthermore, the ability of the village government bureaucracy to carry out village autonomy is very important.

In Sumedang Regency, from 2019 the village Government Agency Performance Accounting System (SAKIP) was implemented, namely disruptive village development. The system, which is carried out electronically, in its implementation spurs performance-based and results-oriented village budget management. It can be seen on the Sakip Desa dashboard that you can see features about the target of poor families, the average target for IKM, poor households, community satisfaction index, stunting activity targets, average IDM targets, stunting prevention, village development index as well as the achievements and progress of each indicators in each sub-district and villages in Sumedang Regency. This will be measured accurately and will make it easier for local governments to make policies at the district level.

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19 R Widodo Triputro, Politisasi Birokrasi Pemerintahan Desa pada Era Reformasi, Jurnal Kebijakan dan Administrasi Publik, Volume 9, Nomor 1 (Mei 2005), hlm 70.
and make it easier for villages to implement programs. We look more deeply at Ganjarresik Village in Wado District, we can see the trend in the 2019-2021 sakip in Ganjarresik Village\textsuperscript{20}

\textbf{Table 2. The Trend In The 2019-2021 Sakip In Ganjarresik Village}

<table>
<thead>
<tr>
<th>No</th>
<th>Programs and Interventions</th>
<th>2019</th>
<th>2020</th>
<th>2021</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Lowering the Poor household</td>
<td>39.22%</td>
<td>90.2%</td>
<td>100%</td>
</tr>
<tr>
<td>2</td>
<td>Prevention of stunting</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
</tr>
<tr>
<td>3</td>
<td>Community satisfaction index</td>
<td>107%</td>
<td>100%</td>
<td>100%</td>
</tr>
<tr>
<td>4</td>
<td>Village index build</td>
<td>90%</td>
<td>142%</td>
<td>142%</td>
</tr>
</tbody>
</table>

Source: Village Government Agency Performance Accounting System (SAKIP)

Tulusrejo Village, Pekalongan District, East Lampung Regency, presents the widest possible information to be accessed by the people of Tulusrejo Village. The transparency of the use of village funds in Tulusrejo Village can be seen and observed through the village website, the allocation of village funds can also be accessed easily by the community. Easy and integrated online services also make it easier for the public to access the services they need. Utilization of technology in providing services with the Smart Village program is carried out in Tulusrejo village. \textsuperscript{21}Smart Village is implemented to realize \textit{Good Governance} in village governance, village resources, and empowerment of rural communities in an effective,\textsuperscript{22} efficient and sustainable manner that supports the vision of the Lampung people to be victorious in the mission of realizing \textit{Good Governance} to improve the quality and equity of public services, as stated in the Plan Regional Medium-Term Development (RPJMD) for Lampung Province 2019 – 2024. In an effort to realize \textit{Good Governance} in the smart village program, the use of technology is used as a tool to monitor and determine the achievement of the level of village progress and can also support various program activities such as village and sub-district competitions as the steps of the Lampung Provincial government in supervising, formulating, and evaluating various activities with the aim of increasing independence, welfare and improving the quality of life of the people in the village.\textsuperscript{23}

Bureaucratic reform has a significant role and function in the administration of government. Therefore, this change must always be felt by the village community. Although its existence is only at the village government level, the bureaucracy is also required to work optimally and efficiently, especially in terms of services that are directly felt by the community.

The role of the community in realizing the bureaucracy in the village government is very necessary. The community can help by supervising how the implementation of the bureaucracy in the village government is carried out, namely by the existence of community awareness of the rights they must get. With these rights, the public will unconsciously participate in building and overseeing the running of the bureaucracy by making it a demand to get better, faster and cheaper public services.

\textsuperscript{20} Desa Ganjarresik - SAKIP Desa (sumedangkab.go.id)
\textsuperscript{21} Sistem Informasi Desa Tulusrejo Kecamatan Pekalongan Kabupaten Lampung Timur
\textsuperscript{23} Program Smart Village Provinsi Lampung; Petunjuk Pelaksanaan Operasional, Dinas Pemberdayaan Masyarakat Desa dan Transmigrasi, 2021, hlm 1.
C. Conclusion

At the ministerial level regulation that there is a mismatch of authority by the village minister as a village-related policy maker that is ineffective so that it has the potential to overlap (overlapping). The reform policy in the last stage of the roadmap still has to be empowered to both developed and underdeveloped villages. The central government must be more active in disseminating the direction of reform to villages. Therefore, making a modern village if a village where the bureaucracy is in accordance with Law No. 6 of 2014 and presidential regulation no. 81 of 2010 and Permenpan RB No. 25 of 2010 with Permendesa no.16 of 2017.

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