



**TECHNIUM**  
**SOCIAL SCIENCES JOURNAL**

**Vol. 38, 2022**

**A new decade  
for social changes**

[www.techniumscience.com](http://www.techniumscience.com)

ISSN 2668-7798



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# Implementation of Bureaucratic Reform: A Case Study From The Indonesian Armed Forces And Its Challenges

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**Abstract.** The Indonesian National Armed Forces (TNI) is a state instrument whose primary duty is in the field of defense to safeguard Indonesian sovereignty. The history of the TNI's involvement in guarding the long journey of the Indonesian nation began even before Indonesia's independence when it was still carried out in the form of a people's resistance body and was regional. During the New Order era, the TNI, which had received special rights known as the Dual Function of ABRI, was finally abolished in 1998 along with the resignation of the late President Suharto after 32 years in power. After the reform, the TNI has consolidated and left behind the dual role of the past which for many people is more likely to be seen as a tool to maintain the centralized power of the country's leaders. After more than two decades of reforming the TNI, it has now made the TNI one of the largest military forces in the Asean region and even reckoned with by the world. Likewise, the return of public trust in the TNI can be seen through various studies conducted by survey institutions with the results that almost always place the TNI in the first place. However, in contradiction with all the results that have been achieved, the value of the implementation of bureaucratic reform in TNI institutions is only able to penetrate the category of good enough, so this article is made as an initiation with a focus on seeing implementation, challenges to what factors influence bureaucratic reform within the Indonesian National Armed Forces.

**Keywords.** Bureaucratic Reform, Indonesian National Armed Forces, Open Government

## **I. Introduction**

### **I.1. Definition & History of Bureaucratic Reform**

Bureaucratic reform begins with the bureaucracy itself which is translated as changes to the bureaucracy which is a government system and is carried out by government employees because it is guided by the chain of command or hierarchy and career path (KBBI, 2019). Along with the paradigm shift in public services that started from old public management, new public management, new public service to open governance which is now being implemented by many developed countries as an understanding that reflects a form of civil democratization, bureaucratic reform has aspirations to create a bureaucracy that is clean to provide excellent public services. The idea to make changes to the administration of the government system has

been carried out for a long time, one of which was initiated by Woodrow Wilson who also served as the 28th President of the United States, where his thoughts which are quite well-known are related to the political and administrative dichotomy, which says the need for separation between political affairs and administrative affairs (Woodrow Wilson, 1887). This was done because at that time in the United States there was ineffectiveness and inefficiency in the implementation of government affairs due to the practice of a spoil system which tended to make government tasks centralized and widened. The same understanding was born from other experts by said that part of the political field includes the legislature and judiciary that make laws and regulations, while the part of administration is the executive body related to the implementation of policies made by the legislature (Goodnow, 1900). This has a simplified meaning that politics is the set of policies, while the administration is the implementation of the policies.

The importance of bureaucratic reform stems from the polemic of various kinds of bureaucratic problems that occur especially in developing countries like Indonesia, such as problems of corruption, bureaucratic arrogance, ineffectiveness and inefficiency of public services, slow performance, feudal nature, incompetence, and other negative meanings. In line with this, other researchers say that the main problem with bureaucratic problems is the problem of organizational members who do not commit to both the leadership and member levels, quality and morals have become obstacles in democratic matters (Asropi, 2008). Even at the beginning of its discovery, bureaucracy was considered a solution for organizational management, where bureaucracy was defined as the division of labor, coordination, and hierarchical control through command control so that work became efficient and logical (Max Weber). One of the historical records that encouraged the implementation of bureaucratic reform at this time is the case of the Brunei Gate and Bulog Gate (Kompas, 2022). Even though to this day no evidence or figures have been found in connection with corruption cases, in the end, it is the people who suffer the most from their neglected rights. This incident also shows the reality that there is still potential and a tendency for government officials to gain advantages in the bureaucracy.

It is realized that it is not an easy task to improve the negative culture of bureaucrats, considering that the mentality of the royal and colonial bureaucracy had been formed for a long time, namely in the era of Indonesia which was not yet independent. So encouragement is needed, one of which is carried out through academic studies such as this article in addition to commitment and political encouragement from the government to the involvement of the wider community.

## **I.2. The Spirit of Bureaucratic Reform in Indonesia**

The spirit of bureaucratic reform in Indonesia has begun to see a bright spot since Indonesia went through a multidimensional and economic crisis in 1998, where quite a lot of demands for changes to the government system by reform activists previously carried out by the New Order government were centralized which were full of nuances of corruption, collusion, and nepotism. (KKN). The real manifestation of the legality of the concept of bureaucratic reform itself is firmly stipulated in Indonesian legal products through Presidential Regulation Number 80 of 2011 concerning the Grand Design of Indonesian Bureaucratic Reform 2010 – 2025 which will become a reference for realizing good governance for all Ministries/Institutions (K/L) which exists. It is also hoped that this guideline can gradually change the old paradigm related to the government to transform towards good and clean

governance so that people's welfare as the basic values mandated in the Preamble to the 1945 Constitution of the Republic of Indonesia can be realized.

In line with the development of bureaucratic reform being promoted by the Indonesian government, it has turned out to be a special concern for the OECD which also has a commitment and supports countries that are building transparent and accountable governments through the presence of community participation so that by creating a climate of mutual trust it can encourage growth national inclusion. To realize this support, there is open government governance which is considered a means to improve the quality of national democratic life to meet the needs of citizens (OECD, 2016). The description of the governance is grouped into three major parts of the policies that need to be implemented before making changes, including: (1) policy principles consisting of citizen involvement, transparency, accountability, and integrity; (2) policy catalysts consisting of change management, innovation, and Information & Communication Technology (ICT); and (3) policy outcomes consisting of quality of public services, quality of democracy, inclusive growth, trust in government and law and legislation. Furthermore, the OECD considers that since 2006 there have been many significant changes that have been made by Indonesia in making inclusive and transparent policies through active community involvement. Furthermore, even though bureaucratic reform and open government practices are different topics, they have the same goal of realizing transparency and accountability in government activities in public services.

The Indonesian National Armed Forces as a state tool that carries out functions in the defense sector carry out orders for bureaucratic reform as a form of loyalty and obedience to state policies, especially in the current era of civil democratization. After the 1998 reform, the TNI institution, which had become one of the actors in history and apart from the multiple perceptions given by the wider community at that time, today has been transformed into one of the most influential military forces in the region as well as a state institution that has the highest level of public trust compared to other institutions. However, with all the achievements that have been made by the TNI, there are still several challenges in implementing bureaucratic reform that requires several adjustments to produce concrete policy results that can be felt by all parties who receive the benefits of the policy.

## **II. Method**

The preparation of this article uses a qualitative research model which is packaged through a combination of open-source literature studies from various document sources as well as brief interviews with informants who work as government employees in work units in the field of bureaucratic reform in the TNI Institution. Furthermore, the writing of this article is descriptive and explanatory to obtain facts and describe rational analysis related to policy and its real application.

## **III. Theoretical Review**

### **III.1. Implementation of Bureaucratic Reform as Public Policy**

William N Dunn (2003) defines public policy as a complex pattern based on collective choices that have a bond of interdependence with one another. Previously, Dunn (1994) also explained that in the policy-making process there are a series of interrelated stages, namely: (1) agenda preparation; (2) policy formulation; (3) policy adoption; (4) policy implementation; and (5) policy assessment. So by referring to the expert opinion, it is appropriate for the government, especially the legislature as a regulator, together with other actors related to policies to carry

out evaluations to achieve the expected results by the real conditions of current bureaucratic reform in Ministries/Institutions that require revision and adjustments.

### **III.2. Flow of Policy Stages, Functional Activities, and Policy Outcomes**

In the article "The Process of Public Policy Making" Ripley Randall B (1985) stated that there are several levels of process in policy-making to produce a policy product which includes: (1) agenda setting, which includes problem perception, problem understanding to distribution support for put issues on the agenda; (2) formulation and legitimacy, which contains program objectives, information gathering, analysis and distribution of alternative development, advocacy and cooperation development, deliberations, negotiations, and decisions; (3) program implementation, which contains interpretation of resource acquisition, planning, organization, provision of benefits, forms of service and intervention (force); (4) evaluation of the implementation of policies related to their performance and impact; and (5) a new policy.

Based on the cycle of the flow of the policy stages, it is also necessary to evaluate the implementation of bureaucratic reform policies carried out in ministries/agencies, especially in TNI institutions, so that the enthusiasm and results of bureaucratic reform policies can be realized objectively by real conditions related to the dynamics of task demands and also organizational needs.

### **III.3 Organizational Theory**

An organization is defined as a unit consisting of several people who work together to achieve a common goal. Furthermore, according to (Lubis & Huseini, 1987) organizational theory is a science that talks about a mechanism of cooperation between two or more people that is used systematically to achieve predetermined common goals. Meanwhile, Stephen P. Robbins (1994) argues that organizational theory is a scientific discipline that studies organizational structure and design. The organizational theory draws on various descriptive aspects and disciplinary perspectives. The organizational theory itself has undergone various changes in its development from time to time which can be seen from the various variables that are the focus of attention and are classified into different groups, one of which is bureaucratic theory. The bureaucratic theory itself was first put forward by Max Weber in his book entitled *The Protestant Ethic and Spirit of Capitalism*. According to Max Weber, bureaucracy has six characteristics, including: (1) bureaucracy has a clear division of labor; (2) the bureaucracy has a well-defined hierarchy of authority; (3) the bureaucracy has a rational program to achieve organizational goals; (4) the bureaucracy has a system of procedures for handling work situations; (5) the bureaucracy has a system of rules covering various rights and obligations of positions for office holders within it; and (6) bureaucracy has interpersonal relationships that have an impersonal nature. So that a special Ministry/Institution in the discussion this time is that TNI institutions are expected to have these characteristics so that the journey of the TNI organization can achieve the expected organizational goals.

## **IV. Discussion**

### **IV.1. History of TNI Institutions**

The history of the struggle and the presence of TNI institutions in efforts to safeguard Indonesia's defense began when Indonesia was not yet independent, at that time the armed struggle which was the forerunner of the TNI organization was still carried out in the form of

people's struggle bodies which were carried out regionally and unofficially. This was intended so as not to create the impression that Indonesia was preparing itself to start a war against the colonial state. Until finally on October 5, 1945, the state consolidated all existing military units and armed forces into an official organization which is currently known as the Indonesian National Armed Forces later often shook the world through various achievements and specific capabilities that the other state did not have, others such as the release of hostages at Thailand's Don Muang Airport and the MV Sinar Kudus in Somali waters (Kumparan, 2017).

After Indonesia's independence, disturbances through armed threats continued, both coming from within the country through various kinds of regional rebellions against the legitimate Indonesian government, as well as those coming from outside through Dutch military aggression I and II. Facing a military threat like this, the TNI institution has once again played an important role as a form of the authority of the Indonesian government in the eyes of the international community, as well as demonstrating its existence as a deterrent effect for opposing forces seeking to disrupt territorial sovereignty and all of Indonesia's bloodshed.

Furthermore, with the defense and security conditions that were getting better during President Soeharto's leadership period, the TNI institution was better known as the ABRI (Armed Forces of the Republic of Indonesia) which is a nomenclature for the name of the combined organization of Army, Navy, Air Force and Indonesian National Police forces. At that time ABRI had the privilege of participating in politics through the concept of the Dual Function of ABRI in addition to carrying out its role as a tool for national defense and security. This special right was originally initiated by General TNI AH Nasution who considered ABRI to be important as a stabilizer and dynamist (Kompas, 2022). However, in practice, the implementation of the dual function of ABRI has left various polemics which tend to become a tool of power for the late President Soeharto to maintain his power. Another negative side is the lack of public participation in government since public office space is dominated by officials from ABRI.

After the fall of the late President Soeharto in 1998 which marked the saturation point of the implementation of the dual function of ABRI, by demands for civil democratization this special right was finally abolished as well as the Polri which decided to leave ABRI and focus on security and public order. Furthermore, since then the three branch of the TNI have started a new chapter and have focused on carrying out the function of national defense by the mandate contained in Law Number 34 of 2004 concerning the TNI. At the beginning of the consolidation period after the 1998 monetary crisis, the TNI faced quite tough challenges, especially related to the readiness of the main weapons system and equipment which received embargoes from producing countries. This certainly has a significant impact and decreases the combat readiness of the Indonesian military.

24 years later, after the TNI consolidated after the 1998 incident, today the TNI has physically transformed into a military force that is highly reckoned with in the world and also plays a central role in the Southeast Asian region. This can be seen from the ranking of the military strength index issued by the Global Fire Power Index which places the Indonesian military at number 15 out of 142 countries (GFI, 2022). This measurement is seen from indicators including (1) availability of human resources/manpower; (2) air force strength; (3) army strength; (4) naval strength; (5) natural resources; (6) logistical readiness; (7) financial readiness; and (8) geographical conditions.

**Table 1. Ranking of Indonesian Military Strength**

No	Country	Rating Index	Value
1.	United States of America	0.0453	1
2.	Russia	0.0501	2
3.	China	0.0511	3
4.	India	0.0979	4
5.	Japan	0.1195	5
6.	South Korea	0.1261	6
7.	France	0.1283	7
8.	United Kingdom	0.1382	8
9.	Pakistan	0.1572	9
10.	Brazil	0.1695	10
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15.	Indonesia	0.2251	15

Source: GFI in Antara, 2022

Furthermore, along with the improvement in the condition of the TNI's combat readiness, on the other hand, the TNI has also become the most trusted institution by the public in Indonesia. Various surveys conducted by national survey agencies, and non-governmental organizations (NGOs), to specific communities, especially in the current era of information disclosure, almost always place the TNI in the first place in gaining public trust. Several survey institutions that routinely carry out assessments related to the level of public trust in the TNI include:

**Table 2. Several surveys that evaluate the TNI about the level of public trust**

No	Survey Institute	Ranking	Percentage/Value	Year
1.	Lembaga Survei Indonesia	1	89%	2022
2.	Indikator Politik Indonesia	1	93%	2022
3.	Lingkaran Survei Indonesia (LSI)	1	90.9%	2022
4.	Indonesia Political Opinion (IPO)	1	96%	2022
5.	Indikator Politik Indonesia (IPI)	1	93.2%	2022
6.	Charta Politika Indonesia	1	85.2%	2022

Taken from various sources

In line with the results of a survey on the level of public trust in the TNI which is almost always ranked first, another assessment conducted by the Center for Strategic and International Studies on specific respondents from young people also placed the TNI as the most trusted institution with a score of 93.5% (CSIS, 2022).

Now it is realized that the Indonesian nation living in the era of the industrial revolution 4.0 is not only receiving positive benefits but also that there are potential threats through changes in the model of war that are developing according to the times. In the current IoT era, war tends to transform towards an asymmetrical, hybrid model, the use of cyber and proxy capabilities, thus demanding that the TNI institution must be able to maintain its capabilities synergistically in all fields. Likewise, the achievements and expectations from implementing

bureaucratic reform are clear evidence that TNI institutions are capable of adapting and implementing change management.

## **VI.2. Implementation of Bureaucratic Reform in TNI Institutions**

At the global level, bureaucratic reform has brought a world view of improving effective and efficient governance, several countries have carried out bureaucratic reform as a form of response to environmental changes. China restructured its government to run effectively and efficiently (UN, 1997), Hong Kong in responding to post-industrial economic challenges will prioritize bureaucratic reform on its main agenda, although several studies state that Hong Kong has not been efficient, official and comprehensive in implementing bureaucratic reform (Pollitt and Bouckaert, 2011). Furthermore, countries in the African Region have carried out bureaucratic reforms in government functions, public services, policies, fighting corruption, opening isolated areas, and staffing which have been quite successful in bringing countries in the African Region to develop more.

Furthermore, at the national level, in line with the spirit of implementing bureaucratic reform that was promoted by the Indonesian government after the New Order government came to power, the TNI institution further elaborated this through the establishment of an organization implementing TNI bureaucratic reform based on the Decree of the TNI Commander Number Kep/692/IX/2011. The organizational structure clearly states the division of tasks that are held starting from the central level (TNI Headquarters) to the derivative organizational structure at the level of each force (Army, Navy, and Air Force). Furthermore, the membership section, both at the TNI Headquarters level and each force, was compiled and referred to eight areas of change in bureaucratic reform, including: (1) in the area of change management, it is managed by a high-ranking officer who serves as the coordinator of the expert staff of the TNI leadership; (2) in the field of laws and regulations it is managed by a high-ranking officer in the field of law; (3) in the field of organizational strengthening managed by a high-ranking officer in the field of planning; (4) in the field of management managed by a high-ranking officer in the field of operations; (5) in the field of human resource management systems managed by a high-ranking officer in the field of personnel; (6) in the field of supervision managed by a high-ranking officer in the inspectorate; (7) in the area of performance accountability managed by a high ranking officer in the field of logistics; and (8) in the field of monitoring, evaluation and reports managed by a high-ranking officer in the field of data processing.

As a state tool in the defense sector, the TNI has proven responsive in making changes and adjustments to organizational governance to create an effective and efficient performance. The TNI Commander's decision to carry out bureaucratic reform was driven by the spirit of reform in 1998 which was contained in Law Number 22 of 1999 and which has been replaced by Law Number 23 of 2014. This regulation is intended to provide the best, high-quality service to the community (Haning, 2015). Caiden & Siedentopt in Haning (2015) explained that within the framework of organizational success to maintain the area of change through five strategies, namely: 1) organizational leaders must be able to understand their functions and duties well and understand the demands of uncertain environmental changes, always communicate with outsiders to be able to help and provide criticism and suggestions; 2) public officials who previously could only understand technical work must be able to provide an evaluation of a comprehensive policy to assist policymakers in taking steps and actions; 3) organizations such as TNI institutions must be able to maintain their existence in maintaining public trust, 4) TNI organizations must continue to strive to become a good tool of the state in the field of defence; and 5) the aspect of renewal that is carried out must be directed at achieving real and easily

achievable targets, classic problems in organizations that have not been changed, especially understanding the root of the problem through joint discussions.

Furthermore, referring to the Regulation of the Minister of Administrative Reform and Bureaucratic Reform of the Republic of Indonesia Number 26 of 2020 the mechanism for assessing bureaucratic reform is carried out through two stages, namely first, the Self-Assessment of the Implementation of Bureaucratic Reform which is carried out by the Internal Assessment Team and second, the evaluation is carried out by external evaluators to validate an internal assessment that has previously been carried out. The indicators used for the assessment are sourced from the lever component elements of 60% of the total value and the target of bureaucratic reform as a result which takes up a portion of 40% of the total assessment.

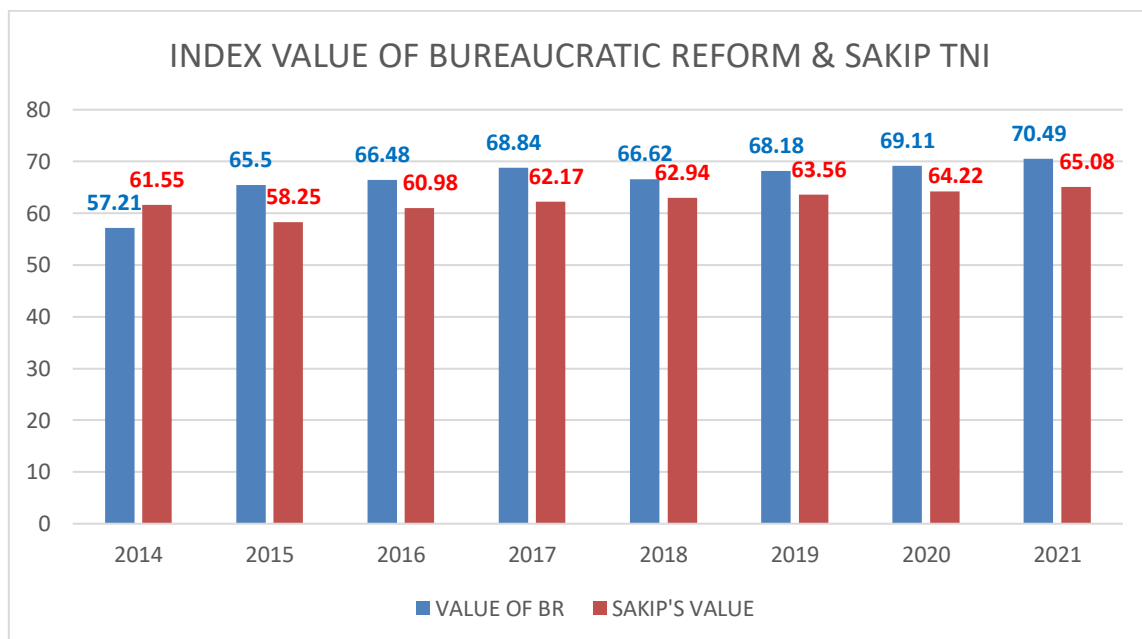
**Table 3. Self-Assessment Model for Implementing Bureaucratic Reform**

Component	Area of Change	Description/Sub-Area of Change
No. I Leverage 60% (Fulfillment 20%, Yield Between Change 10% & Reform 30%)	1. Human Resources	Professionalism Index of Human Resources
		Merit System Index
	2. Change management	Change Leadership Index
	3. Policy Deregulation	Legal Reform Index
		Policy Quality Index
	4. Organization	Institutional Index
	5. Governance	Electronic-Based Government System Index (SPBE)
		Archive Index
		Goods and Services Management Index (PBJ)
		Financial Management Index
		Asset Management Index
	6. Performance Accountability	Planning Index
	7. Supervision	Government Internal Control System Maturity (SPIP)
		The capability of the Government's Internal Supervisory Apparatus (APIP)
		National Integrity System Index (SIN)
Risk Index		
8. Public service	Public Service Compliance	
	Innovation Index	
	Public Service Index	
No. II Yield 40%	1. Performance & Financial Accountability	Value of Government Agency Performance Accountability System (SAKIP)
		Opinion of the Supreme Audit Agency (BPK)
	2. Public Service Quality	Public Service Satisfaction Perception Index (IPKP)

	3. Clean & Corruption Free Government	Anti-Corruption Perception Index (IPAK)
	4. Organizational Performance	Performance Achievement
		Organizational Internal Survey
		Other Performance

Source: KemenPANRB

Furthermore, the implementation of bureaucratic reform in TNI institutions is not too difficult because internal TNI institutions have unit development programs whose components correlate with the eight areas of change in bureaucratic reform. As an example of unit development carried out in the Indonesian Army, based on the 2016 Army Unit Development Technical Manual Book, there are eight components of unit development aspects, namely: (1) organizational development; (2) development of human resources; (3) development of materiel and defense equipment; (4) facility development; (5) software development; (6) coaching training; (7) education & training development; and (8) leadership development.



**Figure 1. Bureaucratic Reform Index Chart & SAKIP TNI**

Source: Indonesian National Armed Forces

However, based on the index chart of bureaucratic reform values and the value of the performance accountability system for government agencies, and TNI institutions from year to year since 2014, most of them have only managed to enter the fairly good category with a value range of > 60-70. As for the good predicate, this has only happened once, namely in 2021 with a bureaucratic reform score of 70.49. So the conclusion from the value of the results of the evaluation of bureaucratic reform, TNI institutions are generally classified as institutions that can only implement formal bureaucratic reform but in substance have not been able to encourage improvements in organizational performance. Furthermore, another impact resulting from the assessment of this bureaucratic reform internally in the organization is the influence

on the number of performance allowances received by employees in TNI institutions every month. This is based on Presidential Regulation Number 102 of 2018 concerning Performance Allowances within the TNI, which states that performance allowances are given after considering the value of the results of bureaucratic reform, and the achievement of organizational and individual performance.

### **IV.3. Factors Influencing the Bureaucratic Reform of TNI Institutions**

To get a comprehensive discussion related to the application and challenges of bureaucratic reform in TNI institutions, the author first needs to map out what factors influence TNI institutions in the implementation of bureaucratic reform both from the internal side which consists of elements of strengths and weaknesses as well as the external side of the organization which consists of elements of opportunities and threats. In the initial step of mapping, the author uses the theory of SWOT analysis which is defined as an evaluation of all strengths, weaknesses, opportunities, and obstacles in an individual or organization (Philip Kotler).

On the internal side, the authors map out the strengths and weaknesses that come from open-source literature reviews and also interviews with several informants who have been empirically involved in organizing bureaucratic reform activities in TNI institutions.

The elements of power that influence the implementation of bureaucratic reform in TNI institutions include: (1) the existence of strict regulations within TNI institutions related to the organization implementing TNI bureaucratic reform through Decree of the TNI Commander Number Kep/692/IX/2011; (2) there are guidelines related to unit development that have relevance to the eight areas of change in bureaucratic reform as in the 2016 Army Unit Development Technical Manual; and (3) the existence of a Bureaucratic Reform Center organization that was just formed by the TNI Commander in 2022.

The elements of weakness that affect the implementation of bureaucratic reform in TNI institutions include: (1) there is still a lack of understanding related to bureaucratic reform within the TNI; (2) bureaucratic reform is still regarded as a mere formality; (3) there are still many internal assessment teams that have not been able to formulate measuring instruments/indicators for evaluating bureaucratic reform from each work unit; (4) there is still ambiguity in understanding related to the form of public services provided by the TNI institution; (5) change agents do not yet have a real work plan; and (6) there is no work unit service innovation database yet.

Furthermore, on the external side, the authors mapped the elements of opportunities and obstacles originating from an open-source literature review related to the implementation of bureaucratic reform of the TNI institution.

Elements of opportunity that influence the implementation of bureaucratic reform in TNI institutions include: (1) the existence of the Ministry of Administrative and Bureaucratic Reform as an organization at the state level that provides guidelines and policymakers regarding the evaluation of the implementation of bureaucratic reform; (2) developments in the strategic environment, such as the Russian-Ukrainian war and China's military expansion in the North Natuna Sea, which encouraged TNI institutions to make dynamic changes in all fields, including the implementation of bureaucratic reforms; and (3) the existence of support from the community through a trust level survey which almost always places the TNI institution in the first rank.

The elements of obstacles that affect the implementation of bureaucratic reform in TNI institutions include: (1) the existence of nomenclature on KemenPANRB policies that need

adjustments to the work culture, mindset, and working methods of TNI institutions; and (2) there is limited budgetary support for the implementation of bureaucratic reform given to TNI institutions.

#### **IV.4. Critical Findings**

In the discussion in this critical findings section, the author will focus on the mapping that has been carried out regarding the elements of weaknesses and obstacles as a negative side that must be eliminated by the TNI Institution in carrying out bureaucratic reform.

To answer the findings in the areas of weakness, related to the lack of understanding and the perception that bureaucratic reform as a formality can be minimized through the role and encouragement of a strong commitment from organizational leadership by providing understanding and motivation of the importance of achieving the value of bureaucratic reform to all work units in under his control. Furthermore, related to the problem of formulating measuring instruments/indicators, change agent work plans, and the ambiguity of understanding and innovation of public services, the TNI institution through the Center for Bureaucratic Reform as the unit in charge of policy arrangements needs to be a pioneer in formulating standard guidelines as more detailed derivative policies. This was done to provide uniformity of mindset, culture, and work methods across all TNI organizational units in implementing bureaucratic reform.

As for answering the findings in the field of obstacles, related to the need for nomenclature adjustments and budget support, the TNI Institution needs to provide consistent understanding to the external evaluator (KemenPANRB) on an ongoing basis with the emphasis that the TNI apart from carrying out bureaucratic reforms the TNI is a state tool in the field of defense which is the umbrella for all the implementation of national activities in it including public services and also bureaucratic reform carried out by other Ministries/Agencies. Without a strong defense, of course, public services carried out by ministries/agencies cannot be carried out comfortably and safely, so the evaluation of bureaucratic reform for TNI institutions should use indicators that are different from other ministries/agencies, especially from the point of view of defense and state sovereignty.

#### **V. Conclusion**

Bureaucratic reform is realized as a noble policy from the state whose result is expected to aim at improving the quality of public services as well as internal improvements to achieve performance effectiveness and efficiency of organizational resources. But apart from this, the implementation of bureaucratic reform also produces a value scale, which has a reciprocal impact on the bureaucratic actors themselves, namely in the form of employee performance allowances, where performance allowances are the biggest motivation for employees in ministries/agencies to continue to carry out the spirit of bureaucracy. The implementation of bureaucratic reform carried out by the TNI Institution is a big leap in Indonesian history as well as a manifestation of the TNI's adaptive attitude which is subject to civil democratization after the new order came to power. Various positive changes have taken place step by step for more than two decades after the TNI Institution consolidated after the 1998 reform. Now, in the era of information disclosure, the TNI has become one of the most reckoned military forces in the region and even in the world. The various advances that are reflected in the physical capacity, capability, and bargaining power provided are a reflection of the TNI institution which is adaptive to the times. Domestically, the TNI is almost always ranked first as an institution that

has the public's trust. However, it is realized that the value obtained from the implementation of bureaucratic reform, in general, is still dominated by values in the fairly good category. So by looking at one reality and another which seems contradictory to each other, the recommendations given for the implementation of TNI bureaucratic reform are as follows:

The presence of the Center for Bureaucratic Reform which was recently inaugurated by the TNI Commander, General TNI Andika Perkasa, is a good first step to reinforce the commitment of institutional leaders regarding the sustainability of bureaucratic reform. So that the acceleration carried out by the new unit is needed to make various action plans to achieve more positive bureaucratic reform values such as:

(1) promote the dissemination of bureaucratic reform to all levels of TNI institutions at all levels;

(2) pioneering and providing guidelines for the implementation of bureaucratic reform as a pilot model for all levels of the TNI institution at all levels;

(3) Always be proactive in providing assistance or assistance to internal assessment teams spread throughout Indonesia so that they are expected to become a catalyst for accelerating the expected implementation of bureaucratic reforms;

(4) the need for the formulation of instruments along with indicators that have been adjusted to the work culture, mindset, and work methods of the military without reducing the essence of the eight areas of change in bureaucratic reform.

Furthermore, after the action plan is carried out, the TNI Institution through the TNI Bureaucratic Reform Center needs to promote external publications primarily to KemenPANRB to obtain budget support and adjustments to the nomenclature which have been considered necessary to be revised considering that the TNI Institution has special characteristics compared to the characteristics and performance employees who work at other ministries/institutions.

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