

IMPROVING THE QUALITY OF PUBLIC SERVICES THROUGH BUREAUCRATIC REFORMATION: HUMAN RIGHT PERSPECTIVES

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ABSTRACT

This article discusses Bureaucratic Reform from the Perspective of Human Rights in improving the quality of public services. Bureaucratic Reform is a process of change that is carried out in stages, systematically, and continuously. It aims to create clean governance, improving public services, capacity, and accountability of bureaucratic performance and professionalism of Human Resource Apparatus. This process can be seen as a change from the current condition to the targeted condition within the scope of Bureaucratic Reform. There are several problems faced in improving maximum public services, including 1) transactions leadership, 2) adaptive organizational structure, 3) weak policy implementation, 4) inefficient organizational structure and management, 5) unclear service systems and strategies, 6) corrupt organizational behavior; 7) lack of transparency. In order to solve problems in the government bureaucracy, it is necessary to reform its structure and work culture. If bureaucratic reform in services is successfully implemented, public service bureaucratic reformation will achieve the expected goals, including: an increase in public respect for government performance as a service provider, a decrease or even elimination of public authority abuse by officials in the agencies concerned; realization of a country that has the most-improved bureaucracy and improves the quality of each service sector to the public.

Keywords: bureaucracy; reformation; human rights; public services.

INTRODUCTION

To establish excellent governance, bureaucratic reform must begin at the outset. Bureaucratic reform must be viewed as one of the expected reform aims. Bureaucratic reform is one of the reform agendas that must be implemented in order to achieve a democratic government and preserve human rights. The term “reform” began to become a topic of discourse and conversation in 1997. It is because of the demands of various components in Indonesia to overthrow the incumbent when there was an economic crisis and even a multi-dimensional crisis that caused Indonesia to experience a slump in all life sectors, whether political, legal, economic, social, cultural, as well as defense and security.

From the perspective of human rights, reform must be seen within the framework of general state administration, which is not only able to guarantee

respect, protection, and fulfillment of civil and political rights but also guarantees the fulfillment of economic, social, and cultural rights in parallel and in the same position. The government of the Reformation Era, on the one hand, must be able to guarantee that everyone has the same position and can enjoy the freedom and obtain protection from the arbitrariness of the authorities. On the other hand, the government must also be able to guarantee the realization of better welfare that can be enjoyed by all Indonesian people. In other words, within the framework of administering the State of Indonesia, the government in the Reformation Era must be able to guarantee the realization of the National Goals as affirmed in the Preamble to the 1945 Constitution of the Republic of Indonesia, namely to protect all Indonesian people, promote public welfare, educate the nation's life, and participate in carrying out world order.

The mandate implies that the state is obliged to meet the needs of every citizen through a government system that supports the creation of excellent public services in order to fulfill the basic needs and civil rights of every citizen for public goods, public services, and administrative services. Public service has become a strategic policy issue because the implementation of public services so far has not had a broad impact on changes in aspects of people's lives and because, before the Reformation Era, the government bureaucracy dominated the administration of government and public services.¹ The government is more dominant in acting as an actor in the implementation of public services, so the involvement of citizens in the government is very limited.

To carry out the role of public services, the government has a tool called bureaucracy. Bureaucracy is an organizational structure, chart, division of labor, and hierarchy contained in an institution that is important to carry out tasks in an organized manner. So, to get good governance, bureaucratic reform is something that must be done from the start. Bureaucracy as a component of government must refer back to the functions, duties, and principles of public service to synergize and interact with people-oriented service, which is essentially the interest of service for the community.² In other words, "people-oriented" is an ability related to the desire to help or serve the community to meet their needs, meaning that the government is trying to find out and meet the needs of the community.

Bureaucratic reform in public service is very influential for the community in carrying out their activities because it cannot be separated from the bureaucratic activities of public service reform. This must get great attention because public service reform is very important to support the activities of the community. The government is not held to

serve itself, but to serve the community and to create conditions that allow every member of the community to develop the ability and creativity to achieve common goals.³ To improve public service that characterizes the practice of good governance, many aspects need to be addressed in the bureaucracy of the public. The definition of good governance according to Mardiasmo is a concept-oriented approach to the development of the public sector through good governance. The various conditions resulting in inadequate services to the public meant that the public often complained about the discipline and work ethic of the state apparatus being low. The problem of bureaucracy lies in the main organ, and the main organ of bureaucracy is the civil servant (PNS). The most basic thing is the lack of understanding that civil servants are public servants and the community is a "customer" who must be served optimally.⁴

But in reality, the local government bureaucracy still shows a negative impression because the bureaucracy so far has not responded to the wishes of the community. The bureaucracy that has been working slowly is very careful and the way it works is difficult to be accepted by the people who need fast, efficient, timely, and simple services. There are several bureaucratic weaknesses in local governments, namely: 1) The organizational structure and work procedures established by each local government only accommodate personnel in a structural position; 2) community participation is still low; 3) transparency has not been implemented; 4) overlapping work mechanisms and division of tasks which make it difficult for internal and community circles to deal with local governments; 5) the politicization of civil servants is still symptomatic; 6) unhealthy career system which creates unhealthy competition;⁷⁷⁾ the bureaucratic apparatus is not ready to face the

1 Sabaruddin, A, *Manajemen Kolaborasi dalam Pelayanan Publik*. (Yogyakarta: Graha Ilmu,2005),
2 Yuwono dkk, (*Perilaku Organisasi (Edisi Kesepuluh) (Alih Bahasa)*).(Yogyakarta: Penerbit ANDI,2006),14

3 Sirajuddin, dkk, *Hukum Pelayanan Publik Berbasis Partisipasi & Keterbukaan Informasi*.(Malang: Setara Press, 2012), 2
4 Mardiasmo, *Akuntansi Sektor Publik*, (Yogyakarta: Penerbit Andi, 2002), 18

demands of change.⁵ From some of the weaknesses of the bureaucracy in local governments, we can conclude that in the future it must be developed into a bureaucracy that truly believes in one and only God, has a fair and civilized humanity, is united, is populist in itself, has a populist attitude in serving the public interest, is continuously oriented to social justice by closing the welfare gap between the lowest employees and the highest officials from time to time, as well as carrying out service tasks to the community which also encourages the development of a just social structure.

To improve, in order to overcome various problems and improve public services, bureaucratic reform is needed so that it can produce a professional and lean bureaucracy that is free of obstacles. This is a prerequisite for the implementation of good local governance by applying the principles of accountability, transparency, and openness; efficiency and effectiveness; as well as participation, which is carried out democratically as a unified whole. Thus, the bureaucracy plays a strategic role in fostering the spirit of increasing community empowerment because this empowerment will actually reduce the burden on local governments when the availability of public resources is increasingly scarce. This has a positive impact on the implementation of public services organized by local governments to be more effective because the community has greater control and understands the problem better. Thus, the effort to provide services from the community is expected to be cheaper than other professional businesses.

So that all Indonesians as holders of sovereignty can enjoy civil and political rights as well as economic, social, and cultural rights as guaranteed by the 1945 Constitution of the Republic of Indonesia, state administrators, especially the government, are responsible for making various attempts to ensure and guarantee respect for protection and fulfillment of rights.

This means that bureaucratic reform is also an important thing that must be done, because, after all, one of the causes of chaotic conditions in Indonesia is an unprofessional bureaucracy. As it is known, to ensure that the reform agenda is realized in accordance with the will of all components in Indonesia, strengthening the capacity of the government is very important to bring attention. The executive or the government institutions, in this case, the President and all ranks of the bureaucracy, both at the center and in the regions, have the responsibility and obligation to run the government in accordance with the ideals of Indonesia. Therefore, evaluation and restructuring of government bureaucracy at the central and regional levels must be carried out so that it can run effectively, efficiently, and transparently. In other words, the quality of the bureaucracy greatly determines the quality of respect, protection, and fulfillment of human rights.

In several articles that discuss public services, researchers find several notable discussions. In the first article entitled Human Rights-Based Immigration Public Services as the Embodiment of the Ministry of Law and Human Rights “Definite” Values,⁶ it is stated that the quality of public services within the Republic of Indonesia’s Ministry of Law and Human Rights, a Regulation of the Minister of Law and Human Rights Number 27 of 2018 concerning Human Rights-Based Public Service Awards was issued. This is done so that all forms of service delivery are oriented toward human rights. In contrast to the discussion in the second article entitled Public Service in the Study of State Administrative Law and Human Rights which explains about public service,⁷ a form of implementation of state administration in providing services to the community based on the existence of a policy was issued by the government in the duties of state administrators including in

5 Sarundajang, *Birokrasi Dalam Otonomi Daerah, Upaya Mengatasi Kegagalan*. (Kata Hasta Pustaka: Jakarta, 2005).

6 Yunidar Pramella, *Pelayanan Publik Keimigrasian Berbasis HAM sebagai Perwujudan Tata Nilai Pasti Kemenkumham*, (Journal HAM, 2019)

7 Zuliah Azmiati, *Pelayanan Publik dalam Kajian Hukum Administrasi Negara dan Hak Asasi Mnausia (Jurnal Ilmiah Penelitian, 2020)*

the field of people's welfare, for example in the fields of education, health, and maintenance of the poor and so on. Then in the third article entitled Public Service Bureaucratic Reform; viewed from several perspectives, ⁸he explained that public service bureaucratic reform is an endeavor that requires a long process and a commitment to change. If properly implemented, reform of the public service bureaucracy will achieve the expected goals, including increase in public respect for the government's performance as a service provider, reduction or even elimination of public authority abuse by officials in the agencies concerned; realization of a country that has the most-improved bureaucracy; improvement in the quality of each service sector to the public; improvement in the quality of the formulation and implementation of agency policies/programs; improvement in efficiency (cost and time) in the implementation of all aspects of organizational tasks; establishment of Indonesian bureaucracy which is anticipatory, proactive, and effective in dealing with globalization and the dynamics of changes in the strategic environment.

Based on the descriptions above, reform from a human rights perspective must be interpreted as a fundamental change in the framework of state administration that upholds human rights values, including the strengthening of civil society, the rule of law, economic development strategies, and political development and public services that are interrelated and influence each other. In some of these articles, we can also conclude that attempts to improve public services were issued by Human Rights Number 27 of 2018 concerning the form of providing human rights-oriented services, then public services whose form of implementation is based on the government policy in the field of people's welfare, and one of the goals of public service bureaucracy reform which is discussed in various perspectives is that it can increase public respect for the government as a service provider. In contrast to the discussion of some of

the articles above, here the author wants to discuss about improving the Quality of Public Services through Bureaucratic Reformation: Human Right Perspectives.

METHOD

This research is descriptive research with a qualitative approach. The qualitative method is a particular tradition in the social sciences that fundamentally depends on human observations in both their field and terminology. ⁹This research intends to understand the phenomenon of what is experienced by research subjects such as behaviors, perceptions, motivations, actions and so on holistically and by means of descriptions in the form of words and languages, in a special natural context and by utilizing various scientific methods. ¹⁰Data collection techniques are based on secondary data. The secondary data obtained is from primary study materials that are focused on literature studies, namely scientific articles, papers, reference books related to research objects. After the secondary data is found, similarities and differences are sought, then conclusions are drawn. Data analysis was carried out by researchers using qualitative analysis method with descriptive analysis. Descriptive qualitative analysis uses a reflective approach namely Improving Public Services through Bureaucratic Reform in the Human Rights Perspective. This paper is organized with the following systematics. First, the researcher analyzed the data by collecting several journals that she had read and understood then took three journals and made similarities; and then from the differences between each article, the researcher made an initial explanation about bureaucracy and public services. Second, the researcher also discusses human rights. Third, the researcher also make an explanation of human rights and their relevance to good governance and bureaucratic reform. The fourth is explanation about public service reform. The fifth is explanation regarding

8 Hermawan, Reformasi Birokrasi Pelayanan Ditinjau dari Berbagai Perspektif, (2018)

9 Lexy J Moleong, Metodologi Penelitian Kualitatif (Bandung: PT Remaja Rosdakarya, 2012).

10 Noeng Muhadjir, Metodologi Penelitian Kualitatif, ed. M.S Nasir, Edisi IV.(Yogyakarta: Rake Sarasin, 2000).

attempts to improve public services. Lastly, the researcher summarizes what has been discussed previously.

FINDINGS AND DISCUSSION

A. Bureaucracy and Public Service

According to the Presidential Regulation of the Republic of Indonesia Number 81 of 2010, in order to accelerate the achievement of good governance, it is deemed necessary to reform the bureaucracy in all ministries, institutions, and local governments.¹¹ Bureaucracy reform can create a professional government bureaucracy that has characteristics, integrated, high performance, free and clean of KKN (corruption, collusion, and nepotism), able to serve the public, neutral, prosperous, dedicated, and upholding the basic values and code of ethics of the state apparatus.

Citing Blau and Meyer, Dwijowijoto explained that the bureaucracy is an institution that very powerful with the ability to upgrade potential capacities for good and bad in its existence as an administrative instrument neutral rationale on a large scale. Furthermore, it was argued that in modern society, there are so many constant and steady affairs only bureaucratic organizations can answer. Bureaucracy in practice is defined as civil servants.¹² Then, according to Mouzelis and Ismani in Muhammad, it is argued that in bureaucracy there are rules, rational organizational structures, and processes based on technical knowledge and with the highest efficiency. From such a view, there is not the slightest reason to think that bureaucracy is ugly and inefficient.¹³

Based on the descriptions above, it can be formulated that bureaucracy is an effective and efficient procedure, which rely on theory and applicable rules, and has specialization according to agreed objectives in a company, government organizations, or agencies.

The concept of bureaucracy that is commonly

used in the management of public administration in various developed and developing countries is Weber's theory of bureaucracy, which is known as the ideal type of rational bureaucracy. Weber's ideal bureaucratic model has several main components, namely:¹⁴

1. Clear and formal division of duties and responsibilities so that the boundaries of authority or role of each organizational unit can be clearly identified.

The regular activities required to achieve organizational goals are divided in certain ways as job duties. With the principle of a clear division of labor, the implementation of work is carried out by specialized personnel in each position, so that the work can be carried out with full and effective responsibility.

2. There is a hierarchy of responsibilities and authorities, where subordinate units are controlled by superior units. The chain of command is formally and procedurally clear and firm.

The organization of positions follows a hierarchical principle, i.e. lower positions are under the supervision or leadership of higher positions. Officials who are lower in position must be accountable for each of their decisions to their superior officials.

3. The management of activities and interactions between organizational units is carried out based on official documents so that the nature of the relationship in the bureaucracy is formal and impersonal.

4. The division of duties and filling of official positions are carried out based on considerations of technical competence to avoid cronyism or paternalistic considerations.

With a clear division of tasks, the public service itself can be improved.

5. Individuals in the bureaucracy are required to work full-time and generally for long periods of time.

11 *Op-Cit*, Sugiyono, 329

12 Nyoman Kutha Ratna, *Op-Cit*, 336

13 Peraturan Presiden Republik Indonesia Nomor 81 Tahun 2010, *Tentang Grand Design Reformasi Birokrasi*

14 Dwijowijoto, R. N. *Kebijakan Publik: Formulasi, Implementasi, dan Evaluasi*. (Elex Media Komputindo, Jakarta, 2004).

Here individuals are required to work full-time to be more focused.

6. Bureaucrats act is based on certain rules.

Implementation of activities is based on a consistent regulatory system. The standard system is intended to ensure the diversity of the implementation of each task and activity regardless of the number of people involved in it.

7. Bureaucracy is impartial or politically neutral.

The ideal official in a bureaucracy carries out obligations in the spirit of formalistic impersonality (non-personal formal), meaning without sympathetic or unsympathetic feeling. In this principle, an official can carry out his duties regardless of personal considerations. By eliminating personal considerations in the affairs of office, a precondition for impartiality as well as for efficiency can occur.

Furthermore, according to the two scholars, Weber's bureaucratic model has positive aspects, including that it is prepared to serve the activities of modern and democratic society, which has a metropolitan, multiracial nature, is full of various formal regulations, and has an increasingly complex structure. The ideal type of bureaucracy is expected to have a high degree of stability because bureaucrats are decided by various objective considerations and their authority is protected by law. However, according to Agus Dwiyanto, in the implementation of Weber's bureaucratic concept in Indonesia, there are three factors that influence the performance of the bureaucracy, namely the bureaucratic structure, the environment, and the culture and values.¹⁵

Due to the influence of these three factors, the concept of bureaucracy initiated by Weber has not been implemented as expected in Indonesia and has even caused bureaucratic pathology or disease, namely: is paternalistic, there is budget swelling, excessive procedures, bureaucratic swelling, and bureaucratic fragmentation. These

conditions greatly affect the performance of the bureaucracy in Indonesia to work optimally in providing services to the community.

B. Public service

According to Law Number 25 of 2009, public services are activities or series of activities in the context of fulfilling service needs in accordance with laws and regulations for every citizen and resident of goods, services, and/or administrative services provided by public service providers.¹⁶

The concept of service in the Great Indonesian Dictionary is defined as an effort to help prepare what other people need. According to the Oxford Advanced Learner's Dictionary, service is defined as "a system that provides something that the public needs, organized by a government or private company". It is a system that provides what the community needs, organized by the government or private companies. So "service" in English has a clearer meaning than "service" in Indonesian. "Service" means services provided by the government or private companies to meet public needs or interests.

While the term "public" can be interpreted in several ways, including general, society, and state, the notion of the public contained in the term "public service" is closer to the meaning of "general public". So, public service can be understood as an effort to help prepare and manage the needs and interests of the community carried out by the government or private institutions. Meanwhile, according to Harbani Pasolong, public service is every activity carried out by the government against a number of people which is profitable in a group or unit and offers satisfaction even though the results are not tied to a physical product.¹⁷ The main task of the government bureaucracy is to provide public services. The task of the government is essentially that of a

15 Mouzelis & Ismani, *Kajian Konsep, Teori Menuju Good Governance*. (PT Unimall Press: Jakarta, 2001)

16 Prijono Tjiptoheryanto & Mandala Manurung. *Paradigma Administrasi Publik dan Perkembangannya*, (UI-Press: Jakarta, 2010).

17 Agus Dwiyanto. *Mengembalikan Kepercayaan Publik melalui Reformasi Birokrasi*. (PT Gramedia Pustaka Utama: Jakarta, 2010)

public servant, not self-serving. The concept of rational bureaucracy as proposed by Max Weber is intended for the bureaucracy to work objectively. With the existence of a rational bureaucracy, it is hoped that the bureaucratic apparatus can work professionally in accordance with the targets to be achieved. But in practice, the rational bureaucracy conceptualized by Max Weber does not escape some of its strengths and weaknesses. According to Agus Dwiyanto, in the bureaucratic model, there are several strengths as well as weaknesses, namely:¹⁸

1. Formalization of Rules and Procedures.

The formalization of rules and procedures is needed as a basis for decision-making by a bureaucratic official in providing services so that the services provided are faster and fairer. Clear procedures and regulations are very useful for the service user community so that it is easy for them to know their rights and obligations to obtain services. However, the formalization of these rules and procedures, when applied rigidly, will create obstacles to change and innovation in the life of the public bureaucracy.

2. Long Hierarchy.

The principle of hierarchy in an organization is very important for the leadership of the bureaucracy to carry out supervision and control over its members. Hierarchy also requires bureaucratic officials to coordinate so that organizational activities can run synergistically. But this principle results in subordinate officials being very dependent on his superiors at work. In a hierarchical bureaucracy, a bureaucratic official has only one superior, so the performance appraisal of subordinates is highly dependent on his superiors. This condition causes a subordinate to do anything to please his superior so that his well-being and career will be better. Hierarchy can also cause the decision-making process to occur in a fragmented bureaucracy because the flow of information and orders only occurs vertically, so hierarchy can also cause communication distortions.

3. *Work Specialization.*

Specialization is very important to increasing organizational efficiency because it can simplify administrative processes. With specialization, the expertise of bureaucratic officials can also be developed as a basis for developing their professionalism. However, the principle of specialization can give rise to various bureaucratic units that are numerous and fragmented, resulting in a long and convoluted process of administration and public services. Simple, quick, and inexpensive services like these are difficult to come by. Specialization can also lead to individualism because a bureaucratic apparatus only focuses on its own duties and responsibilities and does not care about the duties of other colleagues. As a result, the interests and goals of the organization can be neglected.

4. Impersonality.

The impersonal principle can encourage bureaucratic officials to act fairly and be objective and neutral in providing public services. But the application of the impersonal principle rigidly causes the bureaucratic apparatus to become robots that do not have a sense of human beings. The bureaucracy will also lose the opportunity to become an instrument in the favor of marginal groups. Thus, these groups have the opportunity to obtain a decent and dignified life.

Then Max Weber expressed the opinion that there are several weaknesses of the bureaucracy, namely:¹⁹

1. The formal hierarchy of authority tends to be rigid.

Because of the company's hierarchical system, subordinates will be reluctant to greet their superiors if they don't really need to. This creates a formal atmosphere that tends to be rigid in the organization.

2. Too detailed rules and controls can cause impersonality or forgetting human elements.

18 Undang Undang Nomor 25 Tahun 2009 Tentang Pelayanan Publik.

19 Max Weber, *Jurnal Eksistensi Konsep Birokrasi Max Weber Dalam Reformasi Birokrasi Di Indonesia*, (Desemember 2011)

There is no enthusiasm or joy in the organization because everything is arranged in such a way. Humans are likened to machines that have no heart and only work for the company.

In addition, the application of impersonal principles can also cause a loss of human values, which are very important in managing bureaucratic activities. The government bureaucracy must not ignore the fact that every citizen has different access to the bureaucracy and public services. Some have easy access to the bureaucracy and some have limited access.

Based on this description, it can be concluded that the Weberian bureaucracy concept contains positive and negative aspects. However, so far, there is no other theory or model of bureaucracy that can replace Weber's theory or model of bureaucracy. The theories and models developed by experts after that were basically improvements and refinements of Weber's thinking. In other words, the application of Weber's bureaucratic model cannot be avoided in the environment of central and regional government organizations.

C. Human rights

Human rights are rights that are fundamental. Human rights are fundamental and inherent in universal human identity. Therefore, studying human rights, according to Todung Mulya Lubis, is actually examining the totality of life, and to what extent our lives give humanity a natural place.²⁰ According to Law Number 39 of 1999, human rights are a set of rights that are inherent in the nature and existence of humans as creatures of God Almighty and are His gifts that must be respected, upheld, and protected by the state, law, government, and everyone for the honor and protection of human dignity.²¹ Human rights embody a value system that is founded on all existing religions and cultures, rather than

just Western products. Indonesia, as a country that recognizes religion and maintains cultural diversity in daily life, raises human rights values according to religious and cultural developments, so that discourse on human rights is very easy to understand but does not always match reality.

In Indonesia, the discourse on human rights is easily accepted, understood, and actualized within the framework of developing policies and socio-political developments. In the context of reform, the human rights discourse was formed as a stronger guarantee and was gaining momentum. The amendment to the 1945 Constitution is a historical fact that is believed to be an important point for strengthening democracy in Indonesia based on the protection of human rights.²²

The role of human rights in the current government greatly affects the activities carried out by all government officials of a country in an effort to achieve the goals of that country. Public service is a form of implementation of state administration in providing services to the community based on a policy that has been issued by the government on the duties of state administrators, including in the field of people's welfare, for example in the fields of education, health, and maintenance of the poor and so on. Human rights as moral principles or norms that must be protected by the state describe certain standards of human behavior because they are inherently entitled, because they are human beings who are inherent to human rights and do not distinguish between religion, ethnic origin, or another status.

In terms of public services in Indonesia, the main problem of public services is basically related to improving the quality of the service itself. Quality services are highly dependent on various aspects, including the pattern of implementation, support from human resources, institutions and the existence of a clear concept. Public services are still considered by the community to be very complicated and long-winded, because in providing public services, the bureaucracy

20 Undang Undang Nomor 39 Tahun 1999 Tentang *Hak Asasi Manusia*.

21 Agus Dwiyanto. *Mengembalikan Kepercayaan Publik melalui Reformasi Birokrasi*. (PT Gramedia Pustaka Utama: Jakarta, 2010)

22 Majda El Muhtaj, *Hak Asasi dalam Konstitusi Indonesia*, (Jakarta: Prenada Media, 2005),47.

in Indonesia is made more difficult. While in developed countries, for example Japan, the public feels that public services are at a satisfactory stage. The existing public services, both in the field of direct service to the community or in the role of the bureaucracy in the administration of government, have been running effectively and efficiently. The excellent quality of public services in Japan is influenced by quality human resources, where the state apparatus as the executor of public services in Japan is located as a state apparatus with good capability and quality. The selection process to become a state apparatus is carried out through a selection that has standards and an evaluation system. In addition, the profession of government officials in the view of Japanese society has high prestige, so that many graduates from well-known universities in Japan, especially the University of Tokyo and Kyoto University choose to take part in the selection to become government officials. In addition, some Japanese people have fully realized their role as state servants to provide the best quality in their services to the community. There is an honor if they can provide excellent service to the community. This condition has happened for a long time and is entrenched in Japanese society.

D. Human Rights and Their Relevance to Good Governance and Bureaucratic Reform

Conceptually, human rights and bureaucratic reform are actually related to one another. On the one hand, the human rights movement is a people's resistance to arbitrary actions by the authorities that can cause people to suffer. The human rights movement opposes absolute power and guarantees the recognition of individual freedom. The concept of human rights is a normative concept that involves ideas and values about how the state guarantees individual rights. The concept of human rights is essentially intended to show the relationship between humans and the state, namely the concept of human rights or human groups dealing with the state's obligation to respect, protect, and fulfill these rights. Human rights are a way to achieve the goal of human

dignity. On the other hand, bureaucratic reform is one of the attempts to realize good governance, which is implemented as an integral part of the implementation of development. The right to development is a human right, as well as good governance in the context of the Reformation in Indonesia, which is nothing but the realization of a government order that upholds democracy and human rights.

Observing the concept of good governance, including bureaucratic reform in various documents as stated by the World Bank and UNDP, does not show a clear correlation between good governance and human rights explicitly. Good governance is a managerial concept that aims to promote sustainable development. In development practice, human rights are not considered as an integral part of good governance. However, from the description above, which explains the concept of good governance as a democratic, transparent, and accountable government, we can see that good governance is closely related to human rights principles, namely freedom and equality. In order for transparency to be carried out properly, all citizens must be guaranteed their freedom of opinion, association, and assembly, as well as the freedom to obtain information. Likewise, in an effort to implement accountability, standards that require equality to access all public services, an independent and impartial judiciary, a fair trial, and impartial law enforcement are a must. In order to achieve accountability, civil society and those who are concerned must complete and open information about the activities carried out by the state and the resources allocated for these activities. Transparency is necessary first and foremost in the interests of its own citizens. Transparency is needed to improve and ensure the creation of internal transparency, and it is also necessary for the international community in its relationship with international human rights bodies that monitor state compliance with the implementation of obligations under international human rights treaties.

From the perspective of human rights, good governance must be tested, especially with regard to its ability to ensure that all human rights can be enjoyed by all people who are within the jurisdiction of the state. The state has an obligation to implement human rights. This means that governance must be constructed to achieve the optimal realization of human rights for everyone. In terms of human rights standards, financial accountability and transparency are also requirements for institutional formation. It is stipulated in Article 2 of the International Covenant on Economic, Social, and Cultural Rights (ICESCR) that the state is obliged to take steps as far as it can by using available resources to implement the economic, social, and cultural rights stipulated in the Covenant (progressive realization). Financial transparency is needed to know the proper use of available resources. Corruption is a concrete example of actions that will reduce available resources. Therefore, corruption committed by state administrators, governments, or bureaucrats is Conceptually, human rights and bureaucratic reform are actually related to one another. On the one hand, the human rights movement is a people's resistance to arbitrary actions by the authorities that can cause people to suffer. The human rights movement opposes absolute power and guarantees the recognition of individual freedom. The concept of human rights is a normative concept that involves ideas and values about how the state guarantees individual rights. The concept of human rights is essentially intended to show the relationship between humans and the state, namely the concept of human rights or human groups dealing with the state's obligation to respect, protect, and fulfill these rights. Human rights are a way to achieve the goal of human dignity. On the other hand, bureaucratic reform is one of the attempts to realize good governance, which is implemented as an integral part of the implementation of development. The right to development is a human right, as well as good governance in the context of the Reformation in Indonesia, which is nothing but the realization of

a government order that upholds democracy and human rights.

E. Public Service Reform

Public service is important to knowing the government's performance. Public services can be used as benchmarks to evaluate government performance in real terms. The public can directly assess the government's performance in accordance with the services it receives. Therefore, the quality of public services in all ministries and agencies is a fundamental thing that must be improved immediately. In Law Number 25 of 2009, it is stated that excellent service is a service that is fast, easy, sure, cheap, and accountable. To improve public services, various efforts need to be made, including involving the community in policy formulation, setting service standards, conducting public service satisfaction surveys, as well as submitting complaints, complaints, and appreciations. This community involvement and participation will support the improvement of the service standards that have been set. The policy of providing public services is based on the theory of democracy, which teaches the existence of egalitarian and equal rights among citizens. The theoretical basis of an ideal public service policy according to the New Public Service paradigm suggests a responsive nature to various interests and values that exist in society. In this context, the government bureaucracy is tasked with negotiating and elaborating the various interests of citizens and community groups. This implies that the character and values contained in public service policies must reflect the preferences of values that exist in society. Because society is dynamic, the character of public services must also change according to community developments.

Apart from that, public services in the new public service concept must be non-discriminatory as the theoretical basis used, namely the theory of democracy, which guarantees equality among citizens without discriminating against the origin of citizens, ethnicity, race, religion, and party background. This means that every citizen is treated equally when dealing with the public

bureaucracy to receive services as long as the required conditions are met. The relationship that exists between public bureaucrats and citizens is an impersonal relationship so that it avoids the nature of nepotism and primordialism.

F. Attempts to Improve Public Services

According to Widodo, there are several efforts that can be made to improve the quality of public services, including: 1) revitalization, restructuring, and deregulation in the field of public services; 2) increasing the professionalism of public service officials; 3) corporatization of public service units; 4) development and utilization of e-government (e-government) for public service agencies; 5) increasing community participation in public services; and 6) giving awards and sanctions to community service units. The first step in efforts to improve the quality of public services is through revitalization, restructuring, and deregulation in the field of public services. This is done by changing the position and role (revitalization) of the bureaucracy in providing services to the public. From those who like to organize and command, change to those who like to serve; from those who like to use a power approach; change to be helpful towards collaborative flexibility; and from sloganize ways to realistic ways of working.²³

Another important aspect of improving the quality of public services, according to Rauf, is to carry out institutional restructuring by forming the appropriate organization. The right organizational form can be interpreted as an effort to simplify the government bureaucracy, which is directed to developing a more proportional, flat, transparent, and hierarchical organization. In a nutshell, and with decentralized authority.²⁴ The posture of public service organizations will be more proportional, effective, and efficient and supported by quality human resources. This can

happen if public officials are committed to the four principles of service quality, namely reliability, surprise, recovery, and fairness.

Based on the opinions of the experts above, it can be concluded that efforts to improve public services are by changing the position and role of the regulation of the public service itself as well as by conducting institutional restructuring by creating an organization as an effort to simplify the government bureaucracy.

CONCLUSION

Based on the description above it can be concluded that first, in the perspective of human rights, good governance must be tested, especially with regard to its ability to guarantee that all human rights can be enjoyed by everyone within the jurisdiction of the state. The state has an obligation to implement human rights. This means that governance must be constructed to achieve the optimal realization of human rights for all people. Second, attempts to improve public services include changing the position and role (revitalization) of the bureaucracy in providing services to the public. Those who like to organize and rule change to the ones who like to serve, those who like to use the power approach change to the ones who like helping through flexible collaboration, and sloganizing ways change to realistic ways of working. Lastly, bureaucratic reform is one of the attempts to realize good governance which is carried out as an integral part of the implementation of development. The right to development is a human right, as well as good governance in the context of the Reformation in Indonesia, which aims to create a government system that upholds democracy and human rights.

There are several research implications of this paper. First, In the perspective of human rights, good governance must be tested, especially with regard to its ability to guarantee that all human rights can be enjoyed by everyone within the jurisdiction of the state. The state has an obligation to implement human rights. This means that governance must be constructed to

23 Widodo, Joko. *Good Governance: Akuntabilitas dan Kontrol Birokrasi pada Era Desentralisasi dan Otonomi Daerah*. (Surabaya: UNTAG, 2001)

24 Rauf, Maswardi. *Bahan Propenas Bidang Aparatur Negara Tahun 2005-2009*. (Jakarta: Kementerian Pendayagunaan Aparatur Negara, 2003).

achieve the optimal realization of human rights for all people. This has implications so that in the future the government must further optimize good governance so that all people under the jurisdiction of the State can enjoy human rights. Second, Efforts to improve public services include changing the position and role (revitalization) of the bureaucracy in providing services to the public. This implies that in the future the government must reform the bureaucracy so that violations and inconveniences do not occur again in public services

Practically, the results of this study can be used as input for various government agencies that have not yet achieved good governance and possess a lack of service to the community. It is necessary to improve them with bureaucratic reform in improving public services from a human rights perspective.

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