

A Structural and Mindset Bureaucratic Reform Agenda for Jokowi's Second Term

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Abstract. This article analyzes bureaucratic reforms for the second period of Jokowi's leadership—the last stage of the grand design for bureaucratic reform. This moment is the last chance for Jokowi to show his commitment to good governance. However, there are things that cannot be denied, the experience of the last five years (2014-2019) of Jokowi's leadership still leaves a lot of homework that needs to be addressed. The bureaucracy performance is still low. The research design in this article uses descriptive research methods supported by a literature study approach that traces the actual secondary data as a study material. The results of this study predict the two aspects mentioned by Jokowi in the "Vision of Indonesia" speech, namely structural reform and mindset reform. Structural improvement is used to create a fast and agile bureaucracy in providing public services. And reforming the mindset can be done by adapting the mindset capacity in dynamic governance, which is to encourage bureaucrats to think ahead, think again, and think across to open opportunities to create productive, innovative and competitive bureaucracies.

Keywords: Bureaucracy, Dynamic Governance, Indonesia, Structural Reform, Mindset

Abstrak. Artikel ini menganalisis reformasi birokrasi pada periode kedua kepemimpinan Jokowi — tahap terakhir dari grand design reformasi birokrasi. Momen ini merupakan kesempatan terakhir bagi Jokowi untuk menunjukkan komitmennya atas tata kelola pemerintahan yang baik. Namun, ada hal yang tidak bisa dinafikan, pengalaman lima tahun terakhir (2014-2019) kepemimpinan Jokowi masih meninggalkan banyak pekerjaan rumah yang perlu dibenahi. Kinerja birokrasi Indonesia masih sangat rendah. Desain penelitian dalam artikel ini menggunakan metode penelitian deskriptif dengan didukung pendekatan studi pustaka yang menelusuri data-data sekunder yang aktual sebagai bahan kajian. Hasil studi ini mengkaji dua aspek yang disinggung oleh Jokowi dalam pidato "Visi Indonesia", yakni reformasi struktural dan reformasi pola pikir. Pembentukan struktural digunakan untuk menciptakan birokrasi yang cepat dan gesit dalam memberikan pelayanan publik. Serta reformasi pola pikir bisa dilakukan dengan mengadaptasi kapasitas pola pikir dalam dynamic governance, yakni mendorong birokrat agar berpikir visioner (thinking ahead), thinking again, dan thinking across untuk membuka peluang melahirkan birokrasi yang produktif, inovatif dan juga kompetitif.

Kata kunci: Birokrasi, Dynamic Governance, Indonesia, Reformasi Struktural, Pola Pikir

INTRODUCTION

The elected president Jokowi's speech, "Vision of Indonesia", on July 14, 2019, pinned one of the important agenda on Bureaucratic Reformation. Jokowi highlighted the importance of fast and uncomplicated public service delivery especially in licensing. In fact, Jokowi will firmly "beat up" extortion that inhibits licensing. He also spoke of the urgency on changing the way of thinking of bureaucratic apparatus so as not to be monotonous and get stuck in their comfort zones. In the future, Indonesian bureaucracy must have adaptive capacity in facing all changes and also be productive, innovative and competitive. These are at least the important points about bureaucratic reform that can be taken from the "Vision of Indonesia".

Basically, Indonesia has already had a grand design of bureaucratic reform that become a foundation and roadmap to achieve the world class bureaucracy vision. This vision is the cornerstone in achieving world-class government with professional and high

integrity government that is able to provide excellent service to the community, and democratic government management that is able to face 21st century challenges through good governance in 2025. Yet the reality is not as glorious as expected because of the low quality of bureaucratic performance. The Ministry of Administrative and Bureaucratic Reform (Kemenpan-RB), at the end of 2018, revealed the fact that 30% or around 1.35 million civil servants (PNS) had poor performance (Okezone, 2018). Previously, a data released by The Worldwide Governance Indicators Reports showed the average value of the Indonesian government effectiveness index in 2014 was in the low category with an index value of -0.01, ranked 85th despite placing Indonesia in the middle group. Compared between ASEAN countries, Indonesia is still far behind neighboring countries Singapore which ranked first with a score of +2.19 and Malaysia which scored +1.14 and ranked 34th. Indonesia was also defeated by Thailand which ranked 62nd with a score of +0.34 and the Philippines which

ranked 72nd with a score of +0.19 (Menpan.go.id, 2016). This surely needs to be a special focus in the midst of optimism that is trying to be built through the rhetoric of Jokowi's speech. In order to build a superior bureaucracy we can not only hope in an idealistic tone. A material foundation is needed and the changes must be based on objective conditions.

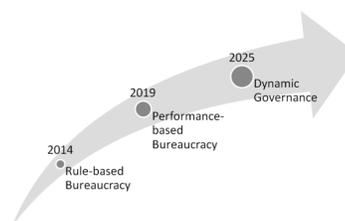
The five years (2014 to 2019) leadership of Jokowi in carrying out the bureaucratic reform agenda should be a reflection. At his cabinet level, on many occasions, Jokowi expressed dissatisfaction of his ministers' performances but he did not dare to reshuffle those underperformance ministers. What is unique is Kemenpan-RB, the vanguard in implementing bureaucratic reform, experienced three ministerial changes during the first period of Jokowi's administration. Riant Nugroho, as a bureaucratic reform expert, in one of his interviews in national media stated that it was a manifestation of Kemenpan-RB's inability and failure in implementing bureaucratic reform (BeritaSatu, 2019). The latent problem of corruption still also undermines the bureaucratic body. A data reported by the Commission of Corruption Eradication (KPK) in 2018 showed that of 2,357 civil servants who had been convicted of corruption only 891 were dishonorably discharged which means that 62 percent of civil servants involved in corruption cases have not been fired and are still getting salaries from the state budget which certainly have an impact on state losses. At the street level on the other hand, during the 2019 election process our bureaucracy was exposed to post-truth. The bureaucracy's integrity was badly hit by the fact that there were elements of the state civil apparatus (ASN) who actively participated in spreading hoaxes and hate speeches (Faedlulloh & Duadji, 2019). These series of facts should be responded immediately by the government.

With his re-election as the country's leader, Jokowi gets a second chance to rehabilitate the bureaucracy. This second period is the last chance to prove Jokowi's commitment in carrying out good governance. If he cannot do much for the next five years, the public can take notes in their memories: Jokowi did not complete his promises. With homework piling up, five years is not a long time. Thus, the government needs to implement various strategies quickly and precisely to be able to immediately fix the bureaucracy.

In accordance with the road map of the Bureaucracy Reform grand design, the purpose of bureaucratic reform until 2019 leads to the performance-based bureaucracy and by 2025 (Figure 1) the government is expected to have moved on to the dynamic governance. At this point, it is then considered appropriate and relevant to use theoretical and dynamic governance framework as a contextualization strategy framework for bureaucratic reform in Indonesia while New Public Services) NPS is used as an analysis framework so that all steps taken by the government in carrying out bureaucratic reform remain reliant on the public spirit. In practical and theoretical terms, the relevant NPS is the basis for implementing the sustainability

of the bureaucratic reform agenda. Recent studies by Denhardt & Denhardt (2015b), Helgøy & Homme (2017), Rauh (2018) show the urgency of citizen involvement in the public service process. Serving is more important and meaningful than steering. So that the values of public interest, ethics and collaborative leadership can be expressed in practice. In this context, a study by Perry & Vandenabeele (2015) also shows that proximity to the public can make an administrator more appreciative of public service. Bold speeches of Jokowi that will "beat up" those who hinder licensing have implications on the Human Rights issue (HAM) in which to increase investments, all investment taps are willing to be opened without paying attention to the community and ecological rights. Improving public services is a long-term policy in order to realize a bureaucratic concept that the public really wants as the holder of the main rights over public services themselves. Therefore, although not all expressions of the public interest that emerge from political process and dialogue are "equally morally compelling" (Moore, 2014), the foundation of public values remains and is always used in bureaucratic reform practices. Do not let the smoothness of service by the bureaucracy only be felt by those who want to make investments only. The implication of "serve citizens, not customers" becomes very serious in the message conveyed in Jokowi's speech. Those who want to invest need to be seen in the landscape of citizens' needs, not customers. In this regard, Denhardt & Denhardt (2015b) asserts that it is not a matter of

Figure 1. Direction of Indonesia's Bureaucratic Reform Policy



one model being right and the other wrong. There are times when a market model may be appropriate. Rather, it is a question of the extent to which certain values, such as efficiency, are balanced or pursued relative to other values, such as democracy and the collective common good. Therefore, the investment services that the government continues to emphasize must be seen by its socio-economic impact on the public.

Changes that occur in the public organizations need to be responded proactively by creating various innovations to solve problems and dynamic public interests. Thus, dynamic governance needs to be

used to continually adjust policies, institutions, and structures that adapt to various changes and uncertain situations yet still remain relevant so that long-term interests can be achieved in accordance with public demands and needs.

Dynamic capabilities and bureaucratic culture which are the foundation of government are needed so that public organizations are not faltering in facing changes. Bureaucratic culture referred to by Neo and Chen (2007) are integrity, incorruptibility, meritocracy, market, pragmatism, multi-racialism, including state activism, long term, relevance, growth, stability, prudence and self-reliance. The organizational culture portrayed by Neo and Chen is an experience from Singapore, so the implication is that organizational culture cannot be generalized into Indonesian context. Therefore it is necessary to re-contextualize the culture of the organization and interpret it more critically, for example by examining the organizational culture that is pro market based on Neo and Chen as a reflection of Jokowi's expectation to an investment-friendly bureaucracy. In addition, it can also promote local values and culture in the process of changing public organizations (Yulianto et al., 2018). A cultural approach by understanding and utilizing traditional values and local wisdom can support the success of local government bureaucratic reform (Kadir, 2014).

Furthermore, dynamic capabilities include the process of thinking ahead, thinking again, and thinking across. This element of dynamic governance and organizational culture must be supported by capable people and agile processes as it is influenced by future uncertainties and external practices. Our bureaucracy often falters in facing rapid changes and the response of government in dealing with new phenomena is often late. In this digital era, in which disrupted many lines of people's lives, the government is slow in responding. For instance with the presence of online-based transportation services the government failed to predict what could happen in the future.

In brief, thinking ahead is the thinking capacity possessed by public officials and administrators in formulating future conditions that might affect an institution. Meanwhile, thinking again is the ability to open oneself to see comprehensively the on-going policies to be evaluated and redesigned to achieve quality and policies improvement and to maximize the achievement of objectives. Thinking again is intended to rethink better and superior policies that remain relevant to rapid global change (Aminullah, 2015; Kusuma, 2015). Moreover, the last but not least concept of dynamic governance is thinking across. This ability is used to absorb insights and learn experiences of ideas and concepts from other actors. In order to improve the policy, open and out of the box thinking, a willingness to learn to adopt thoughts, opinions, and ideas from across organizational boundaries are very much needed.

Based on the afore-mentioned explanation, it is interesting to take a depth analysis on the future of

Indonesia's bureaucratic reform. The speech "Vision of Indonesia" is the beginning and could be a reference for projecting the steps that the government will take over the next five years. Hence, the researchers will conduct an analysis of bureaucratic reform implementation in the second period of Jokowi's administration in terms of structural reforms and mindset reforms as conveyed in the speech.

RESEARCH METHOD

In the process of writing the article, the researchers use desk study method. The study is conducted by collecting data and information based on examining and analyzing secondary data and information. The method is used because the study is only conducted with literature review without field studies. The researchers analyze the relationship between research problems, relevant research, and contextual theories. In doing the literature review, the researchers collected data by conducting a study of books, literature, notes, and reports relating to the problem to be solved (Nazir, 2009). Basically, the research library conducted by the researcher is a separate stage, therefore this study is a preliminary research to understand more deeply the new phenomena that are developing in the context of bureaucratic reform in Indonesia. The results of this study can be further developed in other in-depth studies.

To assist this study, the authors use a conceptual framework that helps explain the interrelationships between the concepts that are relevant in this study. This framework is based on certain concepts that are used as research foundations obtained from literature reviews that are related to the theme to be studied. The main concept is Bureaucratic Reform. In discussing this, the author uses an official document from the 2010-2025 Bureaucratic Reform Grand Design (Kemenpan-RB, 2010), to see the policy direction of bureaucratic reform in Indonesia. To deepen the theoretical study of bureaucratic reform, the authors use an analysis from Neo and Chen (2007) about Dynamic Governance. The reason for using dynamic governance is because the idea of dynamic capability recommended by Neo and Chen is very relevant and is needed by the apparatus in accelerating the agenda of bureaucratic reform in Indonesia. Bureaucratic reform is a complex problem and a never ending process, therefore dynamic governance can be one alternative that encourages improving the quality of public service. In the context of Indonesia, the journey of dynamic governance has been comprehensively discussed by Kasim, Huseini, Anwar, & Neo (2015) in the book "Merekonstruksi Indonesia". On the other hand, in accordance with the grand design, dynamic governance is the goal of the bureaucratic reform agenda in Indonesia, so that theoretically this concept can be the basis for dissecting the steps that need to be taken by the government until 2024.

In addition to dynamic governance, bureaucratic reform analysis in this study will also use the new

public service (NPS) (Denhardt & Denhardt, 2015a) as a basis for maintaining public spirit in implementing bureaucratic reform in Indonesia. In a review through "The New Public Service Revisited", Denhardt dan Denhardt (2015b) explained that despite encountering various obstacles and potential problems, NPS has been proven empirically to maintain ideal ideals in public administration practices. NPS inherently hooks itself to the theory of democratic citizenship. In consequence, the theory encourages bureaucratic apparatus to guarantee virtue in providing public service activities. The citizens is the sovereign owner of every public service and facility provided by the state. The government has an obligation to guarantee the rights of its citizens through various procedures. Citizens are involved democratically in determining public policies and public services (Faedlulloh, 2015).

In addition, the authors also use some contemporary references in several previous studies in the form of journals, including the results of the study of Aminullah (2014) which reinforces the idea of dynamic governance in practice, Bysted and Jespersen, (2014) which explains interesting findings about comparison innovation in two private organizations and public organizations. This research does not use primary data, therefore information and data used in this study are sourced from online media that are spread on the internet as secondary data. However, researchers still maintain the validity of the data by cross-checking the data and sourced from credible references.

RESULT AND DISCUSSION

There are two important things that we can capture from the "Indonesian Vision" in questioning bureaucratic reform. First is structural reform, and second is the case of bureaucratic mindset. Basically, there have been many studies and studies both popular and scientific about bureaucratic reform in Indonesia in terms of many perspectives. But in this study, the author deliberately discussed specifically the two things that have been alluded to by President Jokowi to see the potential behind these two concepts in the agenda of bureaucratic reform in Indonesia. The author will discuss these two concepts based on the experiences and practices of ongoing bureaucratic reform which will then be discussed on how to develop them and the potential for sustainability of these practices.

Structural Change: Simplifying Services

In the new public service discourse, the state has the duty to provide excellent service to citizens, not customers (Denhardt & Denhardt, 2015). The implication is that the bureaucracy must focus on serving and empowering its citizens. Therefore, the bureaucracy has a responsibility to ease access of public services for its citizens. In consequence, structural changes need to be encouraged in the body of Indonesian bureaucracy. The process of bureaucracy must be simplified, convenient, agile, and quick not

redundant and arduous. However, the principle of structural change must solely be in the public interest.

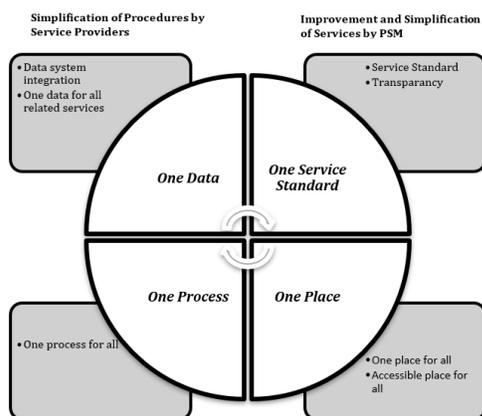
Some of developing issues and agendas in relation to bureaucratic reform are 1) modernization of personnel management, 2) restructuring, downsizing and rightsizing, management and organizational change, 3) establishing government administration processes, 4) performance-based budgeting and participatory planning processes, and 5) fostering new relations between government and society in government development (Prasojo & Kurniawan, 2008). What was stated by Jokowi in "Vision of Indonesia" is relevant to the issues of restructuring, downsizing and rightsizing, management and organizational change. Thus, what the government in the next five years wants to be mainstreamed is appropriate.

One important innovation in improving public services that is worth to be highlighted is the establishment of Public Service Malls (PSM). Starting in 2017, Surabaya, Banyuwangi, and Jakarta have been the pioneers of the establishment of PSM as an important breakthrough of public services in Indonesia. PSM development is a concrete example of structural reform in the bureaucratic body. Raison d'être of PSM is providing the best service to the public by integrating services across agencies. Kemenpan-RB fully encourages the innovation to be adapted in many places. Until now there are 14 officially established PSMs in Indonesia. In March 2019, Kemenpan-RB cooperated with 27 regional leaders signed a commitment to implement the PSM which include Manado City, Palopo City, Bekasi City, Bengkulu City, Bitung City, Bogor City, Bukit Tinggi City, Cimahi City, Mojokerto City, Payakumbuh City, Solok City, Probolinggo City, Aceh Besar Regency, Aceh Tengah Regency, Bantaeng Regency, Barru Regency, Halmahera Utara Regency, Muara Enim Regency, Sleman Regency, Tulang Bawang Regency, Batang Regency, Kendal Regency, Probolinggo Regency, Bone Bolango Regency, Kebumen Regency, Kotawaringin Timur Regency, and Sumedang Regency. The initiative should be appreciated in the midst of weak record of Indonesia's bureaucratic performance quality. It is even very important now more than ever to multiply the initiative in order to encourage the public interest. Bearing in mind that some regions were not supported by good regional planning that the location of each agencies to another related service links can be very far away. The establishment of PSM could be the solution for the public to get alternative services that are integrated, compact, easy, fast, and affordable. Reform practices through PSM illustrate the paradigm change in organizational structure, management, policy, mindset, and work culture of Human Resources directed to improve the quality of public services and encourage more effective and efficient government mechanisms (Pollit & Bouckaert, 2000; Hughes, 2003; Denhardt & Denhardt, 2015).

The PSM format is an improving procedures and services formula added to the concept of deregulation aiming to simplify public services. PSM were

built not solely as a gathering place for public service stands but as an important efforts to achieve bureaucratic reform. Therefore, PSM is expected to fulfill the simplification aspects of one service standard and one place services which are synergized with the simplification of procedures performed by service provider agencies through one data and one process (See Figure 2). There must be an effort to simplify the procedures of the service provider agencies in order to match the simplification process that can be done in the PSM.

Figure 2. Repairing and Simplifying Service Functions through Public Service Malls



In its implementation, the presence of PSM has shown the effectiveness of services and provides community satisfaction. One example, the recent research results from Suryana (2019) at PSM in Batam City shows that service users from each dimension or element include: requirements, systems, time, costs, specifications for service types, executive competence, implementer behavior, handling complaints and facilities and infrastructure expressed satisfaction with the services provided by PSM Batam City. PSM's proven experience in cutting bureaucratic alurs with everything in one place services. On the other hand, in the context of behavioral aspects, the presence of PSM also influences the behavioral and attitude aspects of bureaucrats that lead to NPS with a commitment to provide quality services to the public (Puryatama & Haryani, 2020).

PSM innovation is one of the important steps in the administrative reform agenda, but certainly not single. There are many other ways and other innovations that can be done by the government. The authors explain the PSM as a concrete example of the manifestation of the public spirit that the government is trying to present. The government must be as close as possible to the people.

The development of PSM in the future requires special attention in order to further sharpen the focus of its implementation to be more effective in

delivering public services to the community, including regulatory support that specifically regulates the regulation package simplifying licensing; clarity of patterns and standards for the construction of public service malls, including those related to the authority of the PSM coordinator and the provision of human resources; and information technology support (Umam & Adianto, 2020).

The spirit of change in the implementation of PSM needs to be multiplied in other fields of reforms, specifically related to community services. However, in the context of investment licensing as emphasized in the "Vision of Indonesia", structural reform needs to be carefully interpreted. To examine the context, the researchers quoted Jokowi's statements delivered in his speech at the Sentul International Convention Center, on July 14, 2019 about the investment licensing:

"Don't be allergic to investments. What impedes investment must all be eradicated. Be careful! In the future I will make sure to chase and beat up (those who impedes)! There are no more investment barriers because this is the key to opening up employment opportunities"

Poachers in the form of extortion and bureaucratic envelopes can indeed be a parasite of development. However, it does not necessarily mean that deregulation effort is a red carpet event for the smooth circulation of capital. This is where it needs a deeper criticism.

In this case, Robison & Hadiz (2004) once empirically reminded Indonesian political economy so far based on the neoliberal school which continues to experience reorganizing in the transformation of oligarchic forces. Likewise in the regime of President Jokowi's administration did not change significantly (Ekayanta, 2019; Umam, 2019), therefore the idea "there is no one allergic to investment" could slip on the neoliberal agenda. In other words, excellent service is only given to investment interests.

Indeed the concept of deregulation is very closely linked to the Washington Consensus agenda which has been widely responded by critics as a systematic effort to abandon, even eliminate the role and responsibility of the state. If this happens, the Washington Consensus-style reforms will instead push Indonesia towards a neoliberal platform which is not applicable to the constitution article 33 of the 1945 Constitution and Pancasila. Deregulation becomes an arbiter that can be interpreted and realized depending on the power and actors. The Washington Consensus emphasizes prudent financial and macroeconomic policy-making, competitive currency exchange rates, liberalization of the financial and trade sectors, privatization and deregulation. These policies implicitly urge the government not to directly interfere in economic activities. The Washington Consensus policy package shows that the dominant color of the economy is directed at the minimalism of the role of the

state to be replaced by the market. In fact, Stiglitz (2002) and Carroll (2010) has long shown that the Washington Consensus has failed to provide the right framework for understanding the success of the East Asian economies or the difficulties they are currently facing (including Indonesia). The deregulation policy, for example, was aimed at providing space for economic activity more freely by eliminating many regulations that were suspected as disincentives for investment growth. This deregulation policy was strengthened by liberalization policies, both in the financial and trade sectors.

Therefore, deregulation in the context of Indonesia's bureaucratic reform in the future must be designed to ease access of excellent public services by providing the best service to citizens not customers. In NPS, the role of the state is to serve not to steer. Thus, the principle of publicity needs to be maintained as the substance of the NPS is rooted in civil society that is built in an accommodative manner to the role and interests of the public to build democratic governance (Faedlulloh, 2016). Gaining an investment by sacrificing people or allowing ecological disruption should not be justified. In other words, the ease of investment licensing cannot be equalized. For example, the issuance of agrarian-related concessions, such as plantations, forestry or even mining, is often born from maladministration, corrupt, and manipulative processes, causing many agrarian conflicts (Munauwarah, 2016; Sitorus, 2016; Ferdian & Soerjatisnanta, 2017; Utami, 2018).

Mindset Reform: Encouraging Dynamic Capabilities

The key to maintaining the quality of public organization services is adaptation to change. Yet in the field, the bureaucracy performance is often faced with a fundamental problem of not having a self adjusting mechanism to overcome problems and challenges on the situational development in the community and bureaucratic system. (Firman, Rahmawati, & Trijayanto, 2017; Faedlulloh & Wiyani, 2019). On the other hand, in the grand design, bureaucratic reform is currently heading towards the third five-year target (2020-2025) with a continuous step to increase bureaucratic capacity to become a world-class government. In the context of capacity building, it is important to reconsider dynamic capabilities as an important aspect of dynamic governance.

The long-term goal of the bureaucratic reform agenda is to achieve dynamic governance in the 2025. The formulated road map consists of an effort to create a reliable human resources apparatus (able people) and responsive governance (agile processes). Thus, understanding in depth dynamic governance becomes an important behavior in order to improve bureaucratic system in Indonesia. However, in the midst of public organizations condition which are considered to be large, rigid, complicated, and inefficient, the ideas and practices of dynamic governance face enormous challenges because it needs to be supported

by a large political commitment and a strong cultural atmosphere of change. Indonesian bureaucrats must be able to get out of their comfort zone instead of being trapped in the intrusive system.

Studies conducted by Bysted dan Jespersen (2014) shows that employees who work in public organizations consider innovative activities as extra role-behavior, while employees in private organizations consider innovation work as necessary behavior that will sustain their careers. It is no different in Indonesia in which innovation has not really been internalized in the bureaucratic mindset. Therefore, this mindset reform agenda needs to be fought for. Bureaucrats must have a visionary mindset (thinking ahead) and must be responsive to the contingent situation so that the existence of the bureaucracy remains relevant to all changes.

Thinking ahead is the thinking capacity possessed by public officials and public administrators in formulating future conditions that might affect the institution. Having this capability, the government is encouraged to constantly review the on-going policies and strategies, update targets and goals, and develop new steps to prepare for the future.

Rapid changes in the digital era must also be well responded by the bureaucracy. We cannot afford to be left behind so our bureaucracy must be adaptive to the 4.0 industrial revolution which is currently running globally. In this era, private organizations have flocked to disrupt many of their services so as to be able to provide more effective services for their customers. Public organizations should also be required to do so. E-Government has actually long been a discourse in Indonesia, but there are still many obstacles to put it into practice. Services then are sometimes done manually even though it is so called "electronic". In fact, the fundamental problem of e-government implementation is the lack of understanding of the "current conditions" with "what can be achieved with e-government projects" by the implementers which then create disconnections (Ordiyasa, 2015; Silalahi, Napitupulu, & Patria, 2015).

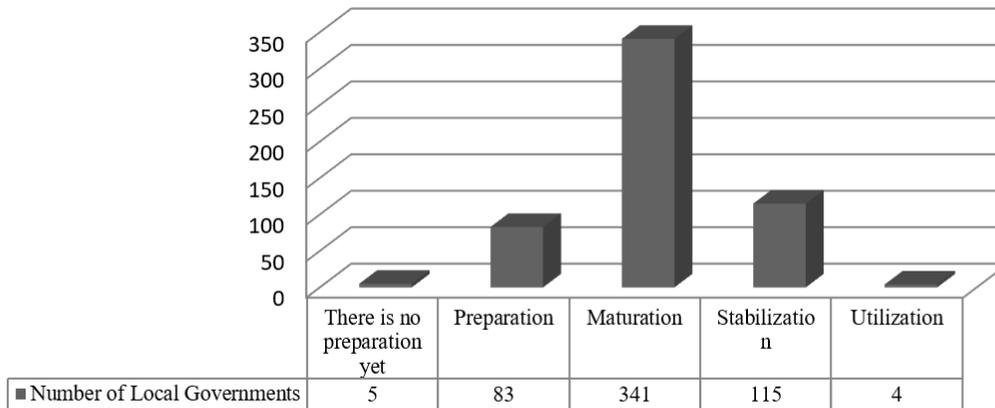
E-government, according to Pors's (2015) research shows that it can ideally change the mode of professionalism in public services from service to support. Pors argues that the work of "becoming digital" in service to the public requires two interconnected changes in street-level bureaucrat practices, namely de-specialization of tasks and intensifying informal relations with citizens. This is what also needs to be done by bureaucrats in Indonesia. The implication is that bureaucrats are encouraged to work as exploratory generalists in providing services to the public. An important note from Pors's research is that specialization is, in some respects, irrelevant in contemporary conditions. The apparatus need to have generalist capacity in carrying out their role as public servants. On the other hand, in practice e-government in Indonesia is still not optimal. There are various fundamental barriers to e-government development in Indonesia such as poor ICT infrastructure, inadequate

human resources, lack of readiness among citizens to use e-government services, and an unfavorable environment (Sabani, Deng, & Thai, 2019; Pratama & Imawan, 2019). Whereas ICT is not only a tool to achieve managerial goals or improve organizational

functions, but can also be used to understand the dynamics of power, conflict or collaboration, both inside and outside public sector organizations (Criado & Gil-Garcia, 2019).

In the context of the development of e-government

Figure 3. Graph of E-Government Development in Local Government in Indonesia



in general in the regions, Indonesia is still running slowly. The results of a study from Yunita & Aprianto (2018:334-335) shows that most local governments in Indonesia are still in the maturation stage.

Furthermore, the results of the latest e-Government Development Index (EGDI) survey conducted by the

United Nations show that Indonesia is ranked 88th out of 193 countries in 2020. Indonesia's position in 2019 has indeed increased 19 places to 88 compared to 2018 which was ranked 107. However, Indonesia's EGDI average score is still quite far from that of the Association of Southeast Asian Nations (ASEAN)

Tabel 1. E-Government Development Index (EGDI) in ASEAN

Country	EDGI Level	Rating Class	Rank	EGDI	Online Service Index	Telecommunications Infrastructure Index	Human Capital Index
Singapore	Very High EGDI	VH	11	0.915	0.9647	0.8899	0.8904
Malaysia	Very High EGDI	V1	47	0.7892	0.8529	0.7634	0.7513
Thailand	Very High EGDI	V1	57	0.7565	0.7941	0.7004	0.7751
Brunei Darussalam	High EGDI	HV	60	0.7389	0.6353	0.8209	0.7605
Philippines	High EGDI	H3	77	0.6892	0.7294	0.5838	0.7544
Viet Nam	High EGDI	H3	86	0.6667	0.6529	0.6694	0.6779
Indonesia	High EGDI	H3	88	0.6612	0.6824	0.5669	0.7342
Cambodia	High EGDI	H1	124	0.5113	0.4529	0.5466	0.5344
Myanmar	Middle EGDI	M3	146	0.4316	0.2588	0.5234	0.5125
Lao People's Democratic Republic	Middle EGDI	M2	167	0.3288	0.1941	0.2383	0.5539

countries such as Brunei Darussalam, Thailand, Malaysia, especially Singapore.

The data above shows that the development of Indonesian e-government is increasing but Indonesia should not be complacent. Compared to ASEAN countries, Indonesia is still not optimal. Only superior to Cambodia, Myanmar and Lao People's Democratic Republic. This means that the quality of e-government development in Indonesia still needs to be improved. Even though as part of the government system, e-government has long been implemented in Indonesia. In fact, as a governance discourse, e-government was present in the late 90s. This certainly makes it a challenge for the Indonesian government to be able to further improve competence in the field of Information and Communication Technology (ICT) and ICT infrastructure, especially when we talk in the context of the industrial revolution where the technology applied is much more sophisticated, such as the Internet of Thing (IoT), artificial intelligence, genetic engineering, robots, smart machines and big data. The existence of various digital technologies can actually encourage innovation in the public sector (Clarke, 2019).

By thinking ahead, Jokowi's speech about beating up extortion because of investment as the key to employment opportunities need to be highlighted as an answer to the demographic bonus phenomenon that Indonesia will face. We cannot let the demographic bonus to become a demographic disaster in which productive age people will become unemployed and be a burden to the country's economy. Therefore, the work of the bureaucracy is to ensure that there are no complicated processes, cutting off extortion, and no envelope bureaucracy in investment licensing services. Regulations must be made clear and firm to ensure investment security. Bearing in mind that domestic investment, foreign investment, and the combination of the two investments should not harm the public.

Collaborative governance could finally find relevance through thinking ahead. The government and stakeholders need to sit together and think strategically so that they are able to see more rational development agendas, not merely "jargonistic" expectations. The current government can no longer be the sole player in development as collaboration is the key. All parties collaboratively position to train themselves painstakingly to explore the signals that will come so that we are more sensitive to threats and obstacles that will be faced in the future. In the case of online transportation services initiated by start-up businesses that have now spreading in many regions, the government is considered to have faltered in responding to this phenomenon, thus creating horizontal conflicts between conventional taxi drivers and online transportation drivers (Wijayanto et al., 2018). This should be a reflection for all.

Furthermore, the mindset of thinking again is the ability to open oneself to see the on-going policies comprehensively to be evaluated and redesigned in

order to improve quality, policies, and maximize the achievement of objectives. This is in line with the importance of evaluation and monitoring activities in bureaucracy as conveyed in the "Vision of Indonesia".

Thinking again is carried out by comparing the on-going policies and programs performance with the desired initial objectives. Through this thought process, bureaucrats are encouraged to conduct a rigorous analysis based on objective conditions with actual data, reliable information, measurements and feedback, and identify problems which then used to formulate specific policies or programs to answer public demand. Nevertheless, patience and perseverance in the practice of continuous analyses and policies redesigning become the key characters in the process of thinking again. In other words, the learning bureaucracy is a character that must be possessed by public organizations in Indonesia. In this case, the practice of open data in DKI Jakarta can be an example. Research conducted by Wiyani et al (2019) shows that the Provincial Government of DKI Jakarta, although included as a pioneer in implementing open data in Indonesia, the DKI Jakarta government is not complacent. Although it still has some notes that still need to be improved, The DKI Jakarta Government continues its efforts to improve public services through provision of data and information. Process of improvement this service to evaluate the implementation of the Jakarta Data Portal to find out what targets you have achieved and what obstacles have been encountered to speed up activities for the next period.

Lastly is the mindset of thinking across. In order to create innovation for improving governance, the bureaucratic apparatus needs fresh ideas. These ideas can be obtained from experience, thinking across sectors, and best practices. The substance of thinking across is present-outside, future-inside which can be interpreted to "currently brilliant thinking, superior policies, strategies, and excellent programs still belong to the state or other organizations but in the future it will be ours".

At present disruption is getting stronger in the era of the industrial revolution 4.0. The external environment of the bureaucracy has changed a lot, but the bureaucracy actually stutters against these changes. Even though the presence of various technologies and artificial intelligence forces citizens to operate and apply in various fields including bureaucracy. If the manual and conventional methods are maintained it will only hamper public services. Therefore, in various information and government statements circulating in news portals, there is a need for bureaucratic digitalization efforts. So that the bureaucracy is not left behind, the bureaucracy can take steps to collaborate and with organizations outside government to learn to adapt to changing times.

Learning from others is not merely operational technical, but more important than that is to understand why other parties can solve the same problem in different ways, how to design a policy or program

in accordance with the characteristics of local community progress, and other innovative and creative approaches (Rahadian, 2013). Sectoral and regional ego are no longer relevant in the context of dynamic governance. Public organizations need not be ashamed to learn from anyone as long as it is aimed at improving the quality of government performance. An example of the afore-mentioned PSM implementation is the best practice in implementing thinking across. The PSM concept was inspired by the Public Service Hall (PSH) in Georgia, which is an integrated service center, both between ministries and the local government. In 2017, this idea was first adapted by the City of Surabaya, followed by Banyuwangi Regency a year later. PSM Banyuwangi Regency is a pilot PSM for other districts in Indonesia. Banyuwangi then become the learning center destination for other regional heads who want to establish PSM. It should be noted that thinking across is not a copy-paste system. The benchmarking process still needs to be adapted to the local conditions and needs and must continue to consider unique things and conditions that may be acceptable to local communities.

CONCLUSION

A good bureaucracy is actually a not bureaucratic bureaucracy. In order to achieve a world class bureaucracy which is in line with the grand design goals of bureaucratic reform, apparently there are still many obstacles that need to be faced. Jokowi's leadership in the second period of administration is his last chance to shows his commitment on good and clean governance. There are two endeavors that can be done to improve the bureaucracyw performance in Indonesia: structural reform and mindset reform.

Structural improvement is implemented to create a simple, fast and agile bureaucracy in providing public services. Bureaucracy must immediately create an antithesis of itself in the past. However, all means implemented to simplify public services are still associated with the public interest so that the role of state and the principle of publicity could be maintained and not subordinated by the interests of the elites, both individuals and corporations. In addition, the mindset reform encourages bureaucrats to be visionary, thinking ahead, thinking again, and thinking across, in order to open up opportunities in establishing more productive, innovative, and competitive bureaucracies. If the structural and mindset reforms are able to go hand in hand and synergistically in the process then it is very likely to achieve the world class bureaucracy.

As a preliminary research, this study is still very limited and has shortcomings in reviewing the real practice of the two concepts in the field so that explanations are still potential therefore further and in-depth research is needed in the future.

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