

**BIROGOG : THE CRITICS OF GENERAL INTEREST AGENT
IN INDONESIA**

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Abstract

Seventy-three years Indonesia had been free from the shackles of colonialism after the second world war, but until now the goal of Indonesian people to advance general welfare hasn't been able to be carried out fairly by governance bureaucrats. Distortions of universal interest or general interest through the public services which should be the main orientation of the state often occur due to the behavior of bureaucrats in Indonesia who tend to act cooperatively only on particular interests like Marx's criticism of Hegel regarding the role of bureaucrats. In fact, universal interest is the main instrument to create the general welfare. The rampant of discriminatory treatment towards certain class communities just aggravate the pathology of bureaucracy in Indonesia. As a result, the bureaucrats as agent of universal interest now they can't afford to be fair and do their job as well as agent of general interest. It's causing that bureaucrats are more suitable to be called "*Birogog*" which means bad office leaders.

Keyword : Birogog, Interest, Agent

I. INTRODUCTION

Commonly, the agent of public interest is called as bureaucracy which means as an institution or organization which run government functions and responsibilities of state. The public interest agent is a link to connect relation between society and government. It is a government instrument which must require to independence within its implementation of governance (Hegel, mentioned in Martini, 2012:10). In the other word, the public interest agent refers to an engine room of state (Wright, ed., 1992). After the explanation of public agent interest has been discussed above, it concludes that the agent of public interest must be able to provide the excellent service to the society. Since, it would be able to run well the governance activities of Indonesia in easier and smoother way. For instance, if the public interest agent is able to serve the society in sector of health, then, it would increase the society trust to the services provided by the government. In return, it would increase the participation of society to the governance programs relating to health. Further, the society would focus on the track record of service process provided by the general interest agent.

The public interest service refers to a service delivery of society's interest which is associated to an organization, based on the basic principles and procedures that have been established before (Widodo Joko, 2001). The public service refers to a systematic process in certain hierarchy executed by individual or group which has authority from organization or institution. The excellent and democratic public service is a main key to build public trust on the government. The excellent service means an excellent delivery of service with customer satisfaction-oriented, in this context is society, based on the applicable values and norms, and is able to deliver the good service effectiveness in both time and material. According to Karmani (2011), the other skills which should be within an agent of public interest is sensitivity, responsiveness, and accountability. Basically, the sensitivity and responsiveness is a form of public responsibility and public service.

However, the expectation is not always smoothly realized and agreed with the fact; *das-sollen* is not always matched to *das-sein*. In fact, we can find a lot of abuses of authority which is executed by the agents of public interest in Indonesia. Therefore, the public interest is less maximal. There are cases like corruption, illegal extortion, and even high grading of public service on the process of governance implementation which often happen in Indonesia. A lot of authority abuses by many agents of public interest indirectly aim the public opinion to the certain classification regarding to the public interest agent. We can take an example from the classification of Birogog, which means a criticism that appears from the researcher's thought about the bad public interest which is provided by certain agents of public interest in Indonesia. As it is appropriated to the Marx's criticism to Hegel about a state, he stated that a state is a weapon which owned by men in power to facilitate them in the process of interest conflict and state that there was a mistake regarding to Hegel's assumption about an ideal state which is able to present universal interest, but evidently, only the particular interest which is accommodated by the state.

The researcher's criticism on the performance and behavior of public interest agents in Indonesia is also based on empirical findings on the practices which do not successfully achieve to the ideal expectation of public interest agent performance. This criticism is named as Birogog, it expects to be able to open up the reader's mind to how the public service

should be well-implemented by the agents, how the public service should be accepted by the society, and how the system which regulate the agents of public service influence to the performance of public service agent hierarchy. By this mind-openness, it would raise new innovations that could fix the capacity and quality of public interest in Indonesia. In this research process, the researchers do many documentation studies by studying to a number of literacy in order to collect supporting evidences which are beneficial to the entire discussion process of research. Besides the researchers exert method of study documentation, they exert empirical experiences of each researcher as the basis of research analysis.

The increase of human population in Indonesia automatically increases to the high demand of public service. It covers to the public service of health, education, transportation, and administration which is vitally related to the state existence. The government through this public interest agent is more demanded to be able to provide prosperity guarantee to the society through public service which is credited to the agents of public interest. The increase of society's demand to the role of state in every aspect of life aims to the new expectation of state as the governance authority, comprising to, the state as a provider, regulator, entrepreneur, or functions as umpire (Freidman, 1971:5).

Table 1. Projection of Population Growth of Indonesia

No	Year	Total Population
1.	2010	238.5 Million People
2.	2011	242 Million People
3.	2012	245.4 Million People
4.	2013	248.8 Million People
5.	2014	252.2 Million People
6.	2015	255.5 Million People
7.	2016	258.7 Million People
8.	2017	261.9 Million People
9.	2018	265 Million People
10.	2019	266.9 Million People

Source : databoks.katadata.co.id

Nevertheless, several authority abuses by some agents of public interest in Indonesia exactly points to the fact that the government of Indonesia do not able yet to pursue the new expectations of society. The authority abuses executed by some agents of public interest, like extortion and corruption are often happen in the process of Indonesia governance. For example, the corruption case of e-KTP, this case was deceived to the chairman of Indonesian Legislative Assembly (DPR-RI), Setya Novanto which impacts to the slow process of service in the sector of human population administration in Indonesia. Moreover, this case is regarded as a systematic danger to the public trust of society to the government of Indonesia. It is not only able to decreases the public trust to the government, but also to impact difficulties to the society to run activities which are attached to the requirement of identity card (KTP) as a requirement of certain file submissions. This case indicates that there is no doubt to the researchers to call Setya Novanto as Birogog. This term means to a bureaucrats

who are busy to enrich themselves and forget to the responsibilities as the agents of public interest.

It is not only about the case of Setya Novanto, there are still many cases related to the authority abuses by the agents of public interest which we can find in Indonesia. These cases hopefully could be a record for the public interest in Indonesia. Therefore, it is not peculiar that within the process of public interest in Indonesia, we can find many criticisms like Birogog addressing to the individuals in public interest who misapplied the authorities. On this discussion session, the researchers would try to present a description related to the criticisms by addressing the call of Birogog as a classification to the individuals of public interest agent who misapply the authorities, how this Birogog could initially exist, and how the existence of Birogog in the process of Indonesian governance.

II. BUREAUCRACY IN INDONESIA

The history of Indonesian bureaucracy has been existed since the royal period of Indonesia, which initially began with Kutai Kingdom in about the century of 400 M. In this system of empire government is led by a king or queen, which aims to smooth and regulate the administration interest of government. This task could not be settled by the king or queen by themselves, they needed to the role of bureaucrats as a provider of governmental administration which was required in order to support the empire government.

On the period of colonialism, Indonesia had been colonized by a number of countries which then affected to the rise of new governmental system which was adjusted to the colonial state, it developed the bureaucracy structuralism and raised to the new organizations as bureaucracy medium to execute the tasks in each sector of government. Even, after Indonesia had stated independence proclamation on August, 17, 1945, up to this time, the role of bureaucracy as an agent of public interest cannot be separated from the government structure in Indonesia. Generally, the developing country like Indonesia has an enough total of bureaucrats, but it has less optimal output. The total of State Civil Apparatus (Aparatur Sipil Negara/ASN) in the sector of public administration in Indonesia in 2018 was recorded approximately about 1.643.535 people (Berita Satu, October, 29, 2018). Therefore, the assessment on the criticism of bureaucrat performance as the agent of public interest cannot run ideally according to existing system, it is called as the term of "Birogog".

The culture of bureaucrat performance which raises and grows in Indonesia is able to influence the process of public interest service implementation. This culture growth cannot be separated from the character building of bureaucrat as the agent of public interest in order to run the principal tasks and functions. In the context of politics in Indonesia, it shows some distortion on the bureaucrat performance which actually should serve the best to the society, since the role of bureaucrat is as the agent of public interest in Indonesia. But, in fact, the culture of bureaucrat performance is often misapplied by certain personal or group interests in the form of corruption. The problematic issues in the bureaucrat organization not only relates to the corruption case. If it is seen from the behavior of Indonesian bureaucrats since a long time ago, the case of corruption by certain dishonest

bureaucrats is the most influential matter to the aspects of other bureaucrat agent performance, like the optimality of service which is provided to the society. If it is seen examined from the aspect of bureaucracy development history in Indonesia, the culture of bureaucracy in Indonesia is related to the initial paternalism culture. The culture of paternalism developed in the bureaucrat organization is divided into two important points: external relation among bureaucrats as the agents of public interest to the society and internal relation between positions of chairman and subordinates in an organization. The existence of paternalism culture in the bureaucracy in Indonesia affects to the rise of problematic issues which is influential to the bureaucrat performance, it is familiarly named as the term of Up to Your Pleasure (Asal Bapak Senang/ABS) which means to the condition where the subordinates run the tasks based on the accord and demand of leader without considering the impact of their obedience and applicable norms within the organization.

Currently, the culture of corruption in the bureaucracy structure of Indonesia still happens many times. Many years ago, exactly in 2017, Indonesia is astonished by the arrest of the chairman of Indonesian Legislative Assembly (DPR-RI), Setya Novanto. Setya Novanto is determined as the suspect of corruption case in the e-KTP project. e-KTP is an identity card of society which is loaded in a card which contains personal data like residence number, name, place/date of birth, gender, domicile address, religion, marriage status, occupation, citizenship, photo, and signature which is completed by the special security system. The existence of e-KTP aims to minimize the identity reduplication which tends to be misused to some criminalities. The total budget of this e-KTP project is 5,9 trillion rupiah. But, Setya Novanto and certain individuals cooperated to compose a scenario of budget abuse from the e-KTP project, with the detail of fund 2,662 trillion rupiah, which was directed to the certain group interest. In the facts of trial, it was discovered some evidences from 81 witnesses, 9 defendant experts and evidences, the prosecutor judged that Setya Novanto had misused the authority and position as the chairman of DPR in the matters of product and service supply (BBC, March, 29, 2018). Setya Novanto was an actor in the e-KTP project fund abuse. He became the main spotlight, since Setya Novanto was mandated a huge trusteeship from society as the chairman of DPR-RI which must be a representation to voice up aspiration and fight for the society's right, but, unhelpfully, he disappointed all society by misusing the project of public interest for his personal enrichment.

The corruption case of e-KTP project which was executed by irresponsible individuals could affect to the systematic of public administration service in Indonesia. This case also impacts to the public service obstruction precisely in the sector of population administration for the society who attempts to arrange the identity administration. Moreover, the corruption of e-KTP project affects to the blank scarcity in all Civil Population and Registry Office (Dinas Kependudukan dan Pencatatan Sipil/Disdukcapil) in Indonesia. The policy of e-KTP program has currently run along these six years, but it is unfortunately that within the process must be obstructed by the case of corruption from the irresponsible individuals. Commonly, all policies could be evaluated, if it has passed the process of policy implementation for 10 years. Then, it is said that the corruption case

by Setya Novanto becomes as a red record for the evaluation of e-KTP policy. This red record is based on the bureaucrat behavior and attitude in serving the e-KTP supply of society.

On a few of regions, it is found some cases of indolent and deceitful bureaucrats within the implementation of public interest service. Regarding to the blank scarcity of e-KTP, it impacts to the opportunity for certain bureaucrats to execute extortion to the society. The total blank is now limited in each office in Indonesia. The use of blank is specifically addressed to the beginners who want to register e-KTP and individuals who lose e-KTP. This opportunity is then benefitted by certain bureaucrats to appeal the society who want to settle e-KTP in hurry and fast without waiting for the months or even years due to the crisis of e-KTP blank. Some individuals then have to spend specific fund for this purpose. In the other word, it represents the extortion to pursue interest of both parties.

III. **BIROGOG**

a. What is *Birogog*?

It is a unique term which is emerged in the researchers' mind when they directly face a reality which figures how certain individuals from the agent of public interest started misuse the public service for the sake of personal and group interest. this unique term is emerged from the reality where there are so many reports about the bad public service in Indonesia. The term of "Birogog" is a term rises in the researchers' mind which figures the criticism on the performance of public interest agent (in this context, it directs to the governmental bureaucrats). This term also refers to an idiom from the word "bureaucrat" and is then altered into "birogog", if it is related to the bureaucrats with certain categories.

Secara Etymologically, the term "Birogog" is a compound from two syllables "bureau" (in Indonesia, it is known as biro) which means a desk or office and "agogos" which is from Greek and means a leader in bad connotation. Then, the term "Birogog" etymologically means as a chairman who has bad behavior. Terminologically, the term of "Birogog" means as an individual from certain public interest who has bad performance in the process of public service to the society. According to the researchers' experience about the public service, an agent of public service have to be able to run all tasks as a public server and it is his/her main responsibility to provide excellent service to all users of public interest. If the users are not served well, it impacts to the decrease of society trust as the users of service agent. It then obstructs the government to run functions of governance; it is in Dutch, called as the term of "bestuur" (Van HolenHoven dalam Saebani dan Haqiq, 2016 : 210).

b. Who is *Birogog*?

Public interest agents who have a low level of discipline, minimum capacity in the area that should be taken care of, selective logging services, illegal levies, corruption, and arrogant attitudes towards the community as indicated by less friendly services to government service users. The types of agents mentioned above are bureaucrats, who know that public interest agents deserve the title of Birogog. With such culture and capabilities, the impacts that occur will directly harm the people who are users of services provided by the government. In fact, excellent service must be able to be given by an agent of public

interest because it is their obligation that must be fulfilled and this is also because excellent service and not selective logging is a right that must be accepted by the community considering the government is a manifestation of universal interests (Hegel). But the author believes that actually behind the shortcomings that is owned by agents of public interest in Indonesia, it is not entirely an error that must be accounted by each individual agent of public interest. Accountability for the poor ability of public services in Indonesia has systematically happen from the recruitment process to service. So, naming Birogog is actually appropriate to be used on the bureaucratic system in Indonesia. The mention of Birogog for writers in addition to being a new term as a critique of the performance of agents of public interest, but also indicative with expressions of criticism of the performance of someone that is found a lot in Indonesia, such as fool (bobrok), dumb (donggo), etc.

Talking about the criticisms of the writer above is not only limited to a beautiful but empty argument for data, but a criticism based on empirical experiences that have been experienced directly by the author, as well as the study of documents carried out by the author. For example, in the administrative service to manage e-KTP experienced by the author, the manufacturing process takes months to produce a residence card after undergoing the registration process in the district where the author resides. The incident was difficult for the writer, because the author needed the e-KTP for the educational administration needs. Maybe in this case the reader thinks that the incident is a natural thing because it is difficult for the government to provide e-KTP stamps quickly and thoroughly throughout Indonesia. But there are events that may also have to be known by the reader, that when it already takes too long for the e-KTP to be issued the author tries to come directly to the Population and Civil Registration Office (Disdukcapil) of Tanggamus Regency, the author is offered to pay an additional amount of money so that the e-KTP printing process can immediately done. After made a transaction, a long process that takes months can be completed in just a few minutes. Even though the Minister of Home Affairs (Menteri Dalam Negeri) during the SBY administration, Gumawan Fauzi said that starting from January 1, 2014, the making of e-KTP, Family Card (Kartu Keluarga), birth certificate, and death certificate were free of charge. But the reality is different, to get e-KTP quickly you must have money! Aside from the experience that directly felt by the author, another fact says that it turns out that poor public services in Indonesia have also been recorded in the International Institute for Management Development (IMD) of the World Competitiveness Yearbook 2018, Indonesia is only able to be in the 43rd rank of 63 countries.

IV. BIROGOG IN PUBLIC SERVICE VIEWPOINT IN INDONESIA

The process of analyzing case studies in Indonesia related to the term *Birogog* as a new term introduced by the author, should be based on individual bureaucrats who have a bad quality and a bad track record while serving as agents of public interest in serving the public. Concern about the quality of bureaucrats in carrying out e-KTP services in Indonesia is rampant even until this day. For example, in 2018, there were disclosures of

cases of illegal levies in the process of making e-KTPs in South Sumatra by certain individuals at the local *Disdukcapil*. The process of illegal levies by individuals who can be said as *Birogog* is done outside the office. This aims to be unknown by the other employees. The *birogog* will personally deliver the e-KTP of the residents to the residents' houses. The scarcity of blanks due to corruption cases conducted by Setya Novanto, (Chairperson of the House of Representatives of the Republic of Indonesia) resulted in the emergence of mischievous ideas to do extortion to citizens who wanted a quick process of making e-KTP. On the other hand, e-KTP is the main instrument in the process of making complete other public administration documents. This is what encourages some citizens to cooperate with *Birogog*. Residents were forced to pay as much as Rp. 300,000 to get a fast e-KTP using blanks, which are limited to each *Disdukcapil* in Indonesia.

In 2017, e-KTP services in Pelampang Sub-District, Mampang Prapatan Subdistrict, South Jakarta were criticized by the local community. This is because in the process of making e-KTP, agents who are in charge of serving the community are considered acting too arrogant and seem unfriendly. Many employees find that they do not use polite language speech and tend to be indifferent when dealing with people who want to make e-KTP. The language and body gestures shown by employees change their moods. Cynical gazes and sullen expressions became daily food for people who wanted to administer public administration at the place. The attitude of employees in doing service to the community should be professional. Even though the employee is having a personal problem, the employee should still maintain a polite style and gesture.

In the process of recruiting the State Civil Apparatus (Aparatur Sipil Negara) there is one set of processes, that is interview. The interview process was conducted to determine the integrity and morality of the ASN candidates. However, the reality speaks that in the case study of the Pelampang Village e-KTP service, there was a moral difference, causing people who felt the service of making e-KTP in that area felt dissatisfied and disappointed. Therefore, the *Disdukcapil* employee recruitment process should be tightened so that there is no moral difference during the selection process with the reality when the employee has been accepted. Serious steps also need to be carried out by the authorities to reprove the morale of their employees. Good management in controlling the behavior patterns of employees by the Head of *Disdukcapil* is also very necessary so that the process of making e-KTP services does not disappoint the community. Therefore, it is necessary to anticipate and take action against *Birogog* as a public interest agent who has bad behavior in the process of serving the community. Management in these institutions also needs to be corrected and reviewed so that the same mistakes are not repeated again.

As a result of the behavior of *Birogog* that often carry out illegal levies, corruption and lack of integrity and morality, some Indonesians become lazy to administer public administration in the form of e-KTP. Starting from the limited cost of obtaining an e-KTP with a fast process, the process of making e-KTP that takes too long which almost takes one year, and the behavior of officers who do not behave is a separate reason for some people to prefer passive participation in e -KTP. This behavior is very unfortunate because the making of e-KTP should be a mandatory requirement for Indonesian citizens (WNI) as proof of their population in Indonesia. All matters relating to population administration in

the form of e-KTP are stipulated in the Republic of Indonesia State Law No. 24 of 2013. Starting from an explanation of what an e-KTP is, who has the obligation to make e-KTP, and other rules related to the technical and implementation of e-KTP in Indonesia.

The minimum socialization from the government of Papua and West Papua relating to the importance of having e-KTP, the difficult geographical constraint which has to be reached from one region to the other one, and the recorder of e-KTP which is often broken all become the reasons why most society in this province do not participate in the making and registration of e-KTP, which aims to complete the population data. It is significant to know that the achievement of e-KTP growth up to March, 31, 2019, the project of e-KTP is recorded 98,22%, which means that it remains 1,78% or approximately 3,4 million people who have not registered to the process of e-KTP record (Indopos, 2019). From 3.423.616 people in Indonesia who have not registered to the process of e-KTP record, 1.997.319 people are the citizens who live in Papua and West Papua. Regarding to the general election in April, 17, 2019, Department of Internal Affairs (Kemendagri) which is located in district/city of Papua and West Papua innovates to provide door-to-door service. This service aims to facilitate society with certain restrictiveness in the access of e-KTP service to be able to have this e-KTP on the behalf to complete the population data. This action from Kemendagri is one of examples of bureaucrat role to prioritize the public service to the society regarding to their duty as the agents of public interest service. It is not to be assigned as Birogog who are busy to enrich their selves by benefitting certain problematic situation or to put aside kindness in the process of public service, so the integrity and morality value of bureaucrat is really less optimal. It needs to innovation and good management from Kemendagri to cooperate with Disdukcapil to serve the making of e-KTP in Papua and West Papua to be a good representation for the other regions. Due to the many regions in Indonesia who still have the similar problematic issue relating to bureaucrat service.

V. CONCLUSION

The agent of public interest refers to a connector between society and government. Ideally, the public interest agent should have several requirements, covering to independence to settle down the governance and sensitivity as well as responsiveness which are basically the form of public responsibility and public service. In Indonesia, that ideal perception is reversed to the reality of certain practice of dishonest individuals in public interest agent. The public interest agent must provide excellent service to the society, as the service users provided by the government. For instance, since the case of corruption on the huge project of e-KTP which was executed by Setya Novanto (a chairman of DPR-RI), the corruption case became the icon to the criticism of public interest agent performance. by this authority abuse from certain individuals of public interest agent, it raises a unique term from the researchers' mind, Birogog. The term of Birogog is directed to the agents of public interest who have low level of discipline, minimum capability in the determined sector, high grading service, practice of extortion, corruption, and rise of arrogance to the society which is indicated from the less hospitable service to the users of government service.

In the perception of governance in Indonesia, a Birogog is indicated from many cases which show that the service provided by the agents of public interest in Indonesia do not be able to run the duties well. In this matter, the government must quickly fix the problems, regarding to the increase of population in Indonesia as well as high demand of society to the government. By the improvement of service capacity and quality from the agents of public interest, it is able to affect to better process and implementation of governance. This assignation of Birogog is a form of criticism, the researchers hope that the government is able to settle and fix the system and personal from each agent of public interest in Indonesia.

The researchers not only declare criticism to Birogog, but they also provide solutions in order to settle down problems related to Birogog as bureaucrat individuals who are not able to run well the duties. Therefore, the researchers offer solution of "Bureaucracy Reformation". This bureaucracy reformation is considered as very significant thing if it is seen to this current reality, where there are so many cases that indicated the bad behavior of Indonesian bureaucrats. Due to the less competent quality of human resource in Indonesia, this bureaucracy reformation can be applied since the first recruitment of State Civil Apparatus, that must consider and value more to hire competent candidates, who have high integrity, morality, and competence based on the selected sectors. If the state civil apparatus have been selected and appropriated to the criteria mentioned above, it is hugely expected that they could run all duties of bureaucracy in Indonesia under an organization to satisfy and fulfill the society's need through public interest service.

To be able to run all programs of bureaucracy reformation, it requires to the change of aspects, each state civil apparatus must have spirit of discipline, accountability, and sincerity to serve society. Moreover, they must be able to fix bureaucracy governance in Indonesia in order to pursue the good governance. The bureaucrat is properly a part of human resource with high quality which is indicated by the spirit of leadership in each individual, like professionalism, responsibility, and the other spirits of leadership. To monitor this governance, the performance of employee must be stretched. It is hoped to prevent destruction in the bureaucracy system which is impacted by the bad action of Birogog (dishonest and irresponsible individuals). The last aspect to be highlight in the ideal bureaucracy reformation is to fix the public service. In sum, those five aspects must be run well and interrelated each other, in order to pursue the ideal bureaucracy reformation, and then to be categorized into indicators of success, not as degradation of bureaucracy system in Indonesia.

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