

Legal Study of Bureaucratic Reform in Improving the Quality of Public Services at the National Narcotics Agency of the Republic of Indonesia (BNN RI)

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Abstract *The illicit trafficking of drugs is a crime that is very broad and transcends the boundaries of a country, can move to all socio-economic layers of society in the world. Drug trafficking is a form of globalization of organized crime. The approach method used in this research is normative juridical legal research, namely legal research conducted by researching and studying literature. According to Soedjono Soekanto and Srie Mamuji, normative legal research includes: research on legal principles, legal systematics, levels of vertical and horizontal synchronization, comparative law and legal history. BNN RI, needs to represent institutional performance that must be oriented towards performance results that can be felt by the community. This professional and high-performing institutional strengthening will provide transformation points that have an impact on improving public services. The indicator of the success of this goal is measured by the Public Service Index. For the obstacles faced in Bureaucratic Reform in improving public services at the National Narcotics Agency of the Republic of Indonesia (BNN RI), that there are several factors that influence the not running of public services properly at the National Narcotics Agency of the Republic of Indonesia (BNN RI), namely employee performance problems that is not good, such as behavior that does not reflect serving optimally shows behavior that wants to be served*

Keywords : *Bureaucracy Reform Law, Public Service Quality Improvement, National Narcotics Agency.*

I. INTRODUCTION

The institutional performance of BNN in tackling drug crime is a global issue and is a concern as well as the agenda of many countries and the international community. This shows that drug crime has become a transnational crime that endangers human life globally. Drug trafficking is an act of crime that crosses national borders or international crime.

Transnational crimes (transnational crimes) have cross-country networks, which may occur within the scope of a country but the impact is also felt by other countries. When viewed from its scope, illicit drug trafficking is a very broad crime and goes beyond the boundaries of a country, it can move to all socio-economic layers of society in the world. Drug trafficking is a form of globalization of organized crime.

The performance of preventing and eradicating crimes and law violations in the form of crimes of drug abuse and illicit trafficking, as the constitutional mandate for the existence of BNN, is a manifestation of the presence of the state in providing protection for its citizens not to become victims and perpetrators of drug crimes. In this regard, BNN performance will always be linked to the prevalence rate of drug abuse which shows or describes the current situation of drug abuse.

According to the Decree of the Minister of Administrative Reform Number: 63/KEP/M.PAN/7/2003 concerning General Guidelines for the Implementation of Public Services (Kemenpan No.: 63/KEP/M.PAN/7/2003 concerning General Guidelines for the Implementation of Public Services). Public Service is all service activities carried out by public service providers as an effort to fulfill the needs of service recipients, as well as in the framework of implementing statutory provisions.

Public service is an activity or series of activities in the context of fulfilling service needs in accordance with statutory regulations for every citizen and resident for goods, services and/or administrative services provided by public service providers. In the Indonesian context, the use of the term public service is considered to have the same meaning as the term public service or community service. Therefore the three terms are used interchangeably, and are considered to have no fundamental differences (yogi And Ikhsan: 2006).

Public services have a "multi-dimensional" aspect. Public services cannot only be approached from one aspect, for example legal and political aspects. But public services also cover economic aspects and socio-

cultural aspects in an integrated manner. Viewed from the socio-cultural side, public service is a means of fulfilling the basic needs of society in order to achieve prosperity in which there are strong values, belief systems and even religious elements which are a reflection of the prevailing culture and local wisdom. Meanwhile, from a legal perspective, public service can be seen as an obligation granted by the constitution or statutory regulations to the government to fulfill the basic rights of citizens or residents for a service (Anonim: 2002).

If positive legal products are recorded as the basis or at the same time as public service arrangements, it will be important to easily find the principles or principles that underlie the implementation of public services, and of course no less important regarding the participation, rights and obligations of the community in public services. Besides that, it can be easily found and determined the rights and obligations of the government, so that it will facilitate the identification of problems that arise in the context of public services to find a solution (Husni Tamrin, 2013).

Today the implementation of public services is still faced with conditions that are not in accordance with the needs and changes in various fields of social, national and state life. This can be caused by unpreparedness to respond to the transformation of values that have broad dimensions and the impact of various complex development problems.

The public's demands regarding improving the quality of public services were taken seriously by the government with the issuance of Law no. 25 of 2009 concerning Public Services, whose implementation is regulated through Government Regulation Number 96 of 2012 concerning Implementation of Law Number 25 of 2009 concerning Public Services (PP No. 96 of 2012). This law is an effort to reinforce the rights and obligations of every citizen and resident as well as the realization of state responsibility in the administration of public services.

Law No. 25 of 2009 concerning Public Services, regulates various provisions regarding public services as its content material. One of the contents regulated in the law is the provision of service standards. Service standard is a benchmark that is used as a guideline for service delivery and a reference for assessing service quality as an obligation and promise of administrators to the community in the framework of quality, fast, easy, affordable and measurable services.

Provisions regarding service standards are regulated in Article 20 and Article 21 of Law no. 25 of 2009 concerning Public Services. According to the provisions of Article 20, public service providers are obliged to compile and determine service standards by taking into account the ability of the organizers, community needs and environmental conditions. Meanwhile, the provisions of Article 21 regulate several components that must be contained in service standards, covering at least 14 (fourteen) components, namely:

- a. legal basis;
- b. condition;
- c. systems, mechanisms, and procedures;
- d. completion period;
- e. fees/tariffs;
- f. service products;
- g. facilities, infrastructure, and/or facilities;
- h. executor competency;
- i. Internal monitoring;
- j. handling complaints, suggestions, and feedback;
- k. number of executors;
- l. service guarantees that provide certainty that services are carried out in accordance with service standards;
- m. guarantee of service security and safety in the form of a commitment to provide a sense of security, free from danger, and risk of doubt;
- n. implementer performance evaluation.

Before starting the discussion regarding Bureaucratic Reform at the National Narcotics Agency of the Republic of Indonesia (BNN RI), it is necessary to understand in advance about Bureaucracy. One of the ten patterns for understanding bureaucracy according to (Jan-Erik, 1987). Is Professional administration (professional administration). Professional administration is a sociological approach that views bureaucracy as a type of organization. The main reference is Max Weber's ideal type of bureaucracy which contains the following elements:

- a. Clearly defined division of employee divisions
- b. Impersonal authority structures
- c. Has a hierarchical level
- d. Relies on formal rules
- e. Using a merit system on employees
- f. Career availability

g. Separation of distance between life as a member of the organization and personal life

In addition to the professional administration approach, we can also understand bureaucracy through the minimalist approach introduced by Brown, Randall B. Ripley and Grace A. Franklin, 1982. Who defines bureaucracy based on his assumptions about (how) bureaucracy should work on (how) they actually work. The definition that results from this approach states that the bureaucracy is a stratification system of employee hierarchies where people are employed for wages and salaries.

In the context of Government Bureaucracy, (Randall B. Ripley and Grace A. Franklin, 1982) in their book Policy Implementation and Bureaucracy stated that government bureaucracy relates to public affairs. At a general level, if the bureaucracy provides good public services, the bureaucracy is able to show a number of behavioral indications as follows:

- a. Processing work stably and diligently.
- b. Treating individuals with whom it relates fairly and equally.
- c. Hire and retain employees based on professional qualifications and orientation towards program success.
- d. Promote staff based on a merit system and demonstrable good work results.
- e. Carry out maintenance on the achievements that have been achieved so that they can immediately rise when facing adversity.

Referring to PP No. 81 of 2010 concerning the Grand Design of Bureaucratic Reform where every work unit (agency) of government must carry out bureaucratic reform. Bureaucratic reform leads to 6 (six) changes, including strengthening HR management, strengthening public services, changing management, strengthening or changing in the field of performance and organizational accountability. It should be noted, in the framework of towards a Corruption-Free Area (WBK) is the title given to Work Units that fulfill most of the Change Management programs, Management Management, HR Management System Management, Strengthening Oversight and Strengthening Performance Accountability and Towards a Clean and Serving Bureaucratic Area (WBBM)) is a predicate given to Work Units that fulfill most of the Change Management, Administration Management, HR Management System Arrangement, Strengthening Oversight, Strengthening Performance Accountability and Strengthening Public Service Quality.

II. METHOD

The approach method used in this research is normative juridical legal research, namely legal research conducted by researching and studying literature. According to Soedjono Soekanto and Srie Mamuji normative legal research includes: research on legal principles, legal systematics, levels of vertical and horizontal synchronization, comparative law and legal history. Therefore, the legal analysis used is based on legal science, especially constitutional law which includes; law that was in force, is in effect (*ius constitutum*) or law that should be in effect (*dass sollen*) applies in the future (*ius constitutum*).

This research is an analytical descriptive research, namely research that is a presentation of a thing. Descriptive research aims to accurately describe the characteristics of an individual, condition, symptom, or certain group, or to determine the distribution of a symptom, or to determine whether there is a relationship between a symptom and other symptoms in society.

III. RESULT AND DISCUSSION

Analysis of the Implementation of Bureaucratic Reform at the National Narcotics Agency of the Republic of Indonesia (BNN RI)

The National Narcotics Agency was first formed named the National Narcotics Coordinating Board based on Presidential Decree no. 116 of 1999, and lastly amended by RI Presidential Decree No. 17 of 2002 under the name of the National Narcotics Agency. The National Narcotics Agency is a Non-Structural Institution that is under and directly responsible to the President. The National Narcotics Agency has the task of assisting the President in: coordinating relevant government agencies in formulating policies and implementing operational policies in the areas of availability and prevention, combating the abuse and illicit traffic of narcotics, psychotropics, precursors and other addictive substances or can be abbreviated as P4GN; and implementing P4GN by forming a task force consisting of elements from relevant government agencies according to their respective duties, functions and authorities.

In order to provide a framework for a more detailed level of planning, such as: setting targets, programs, activities and budget plans as well as technical operational plans, it is necessary to set objectives from BNN that can provide the final results to be achieved. Besides that, the setting of organizational goals (BNN) is expected to provide clarity about the vision, mission and strategic issues. Thus the objectives set are:

- a. Achieving high commitment from all components of government and society to fight drugs.
- b. The realization of attitudes and behavior of the community to participate in the prevention and eradication of drug abuse and illicit trafficking.

- c. Realization of law enforcement conditions in the field of drugs in accordance with the rule of law.
- d. The achievement of improved systems and methods in therapy and rehabilitation services for drug abusers.
- e. Compilation of an accurate database on drug abuse and illicit trafficking.
- f. The operation of the Task Forces that have been formed based on the situation analysis.
- g. The role of the Provincial/District/City Narcotics Agency in implementing the P4GN program.
- h. The establishment of effective international cooperation that can provide assistance with solutions to the drug problem in Indonesia.

Prevention and eradication of the abuse and illicit traffic of narcotics and narcotics precursors, is regulated regarding the strengthening of existing institutions, namely the National Narcotics Agency (BNN). The BNN is based on Presidential Regulation Number 83 of 2007 concerning the National Narcotics Agency, Provincial Narcotics Agency, and Regency/City Narcotics Agency. The National Narcotics Agency is a non-structural institution that is located under and directly responsible to the President, who only has the task and function of coordinating. In this law, the BNN was upgraded to become a non-ministerial government agency (LPNK) and strengthened its authority to conduct investigations and investigations. BNN is under the President and is responsible to the President. In addition, BNN also has representatives in provincial and district/city areas as vertical agencies, namely provincial BNN and district/city BNN.

In order to further strengthen the institution, all assets or assets which are the proceeds of narcotics and narcotics precursors and money laundering from narcotics and narcotics precursors based on court decisions that have legal force remain confiscated for the state and used for the interests of implementing the prevention and eradication of the abuse of illicit traffic of narcotics and narcotics precursors and efforts for medical and social rehabilitation.

In order to prevent and eradicate the abuse and illicit traffic of narcotics and narcotics precursors whose modus operandi is increasingly sophisticated, this law also regulates the expansion of wiretapping investigation techniques, under cover buy techniques, and controlled delivery techniques. (delevery), as well as other investigative techniques to track and uncover the abuse and illicit traffic of narcotics and narcotics precursors.

In order to prevent and eradicate the abuse and illicit traffic of narcotics and narcotics precursors which are carried out in an organized manner and have a network that extends beyond national borders, this law regulates cooperation, whether bilateral, regional or international. This law also regulates the participation of the community in efforts to prevent and eradicate the abuse of narcotics and narcotics precursors, including the awarding of awards to members of the public who have contributed to efforts to prevent and eradicate the abuse of narcotics and narcotics precursors. This award is given to law enforcers and the public who have contributed to efforts to prevent and eradicate the abuse and illicit traffic of narcotics and narcotics precursors.

The General Explanation of Law Number 35 of 2009 states that narcotics are substances or drugs that are very useful and necessary for the treatment of certain diseases. However, if it is misused or used not in accordance with medical standards, it can have very detrimental consequences for individuals or society, especially the younger generation. This will be more detrimental if accompanied by the abuse and illicit traffic of Narcotics which can result in greater danger to the nation's life and cultural values which will ultimately weaken national security.

The abuse of psychotropics encourages illicit traffic, while the illicit traffic of psychotropics causes an increase in abuse which is increasingly widespread and has an international dimension. Therefore, efforts are needed to prevent and overcome psychotropic abuse and efforts to eradicate illicit traffic.

Facing the development of drug crime, of course, cannot be left alone. The consequences of using drugs are very detrimental to the development of the nation and also cause various negative things for the community environment. For this reason, efforts are needed to prevent and eradicate drug abuse.

Juridically, criminal acts in the field of narcotics are no different from other crimes. However, due to the development of an increasingly global era, this drug crime is also growing, crossing national borders (cross border crime) to become transnational (transnational crime). From the perspective of the perpetrators, this crime is no longer carried out alone and is very likely to be carried out in an organized manner (organized crime).

The State of Indonesia already has Law No. 35 of 2009 concerning narcotics which in Article 54 states that Narcotics addicts and victims of Narcotics abuse are required to undergo medical rehabilitation and social rehabilitation. For addicts, therapy and rehabilitation is the best step. Addiction is a disease that must be cured and not punished.

The provisions regarding mandatory reporting for narcotics abusers who are narcotics addicts are further emphasized by the issuance of Government Regulation No. 25 of 2011 concerning the Implementation of Compulsory Reporting for Narcotics Addicts, explained in this Government Regulation that mandatory reporting is an activity of self-reporting carried out by narcotics addicts who are old enough or his family, and/or parents or guardians of narcotics addicts who are not old enough to the receiving institution must report to receive treatment and/or care through medical rehabilitation and social rehabilitation. This Government Regulation No. 25 of 2011 stipulates more clearly that the Institutions Recipient of Compulsory Reporting are

community health centers, hospitals, and/or medical rehabilitation institutions and social rehabilitation institutions appointed by the Government. Compulsory Reporting can be done by parents or guardians of Narcotics Addicts who are not old enough and Narcotics Addicts who are old enough or their families.

Article 4 states that Compulsory Reporting of Narcotics Addicts is carried out at Institutions Receiving Compulsory Reporters, Public health centers, hospitals, and/or medical rehabilitation institutions as Compulsory Reporting Receiving Institutions established by the Minister of Health, social rehabilitation institutions as Compulsory Reporting Receiving Institutions are determined by the minister who carry out government affairs in the social field.

This Government Regulation also regulates the procedure for mandatory reporting, as explained in Article 6 which says Compulsory Reporting is done by reporting Narcotics Addicts to Institutions Receiving Compulsory Reporters, in the event that the report is made other than the Institution Receiving Compulsory Reporters, the officer who receives the report forwards it to the Institution. Obligatory Report Recipients. Article 7 explains that Institutions Receiving Compulsory Reporting as referred to in Article 6 are required to carry out an assessment (assessment, namely a stage in pre-therapy for prospective patients to assess the level of severity and or determine the need for healing) of Narcotics Addicts to find out the condition of Narcotics Addicts, Assessment includes medical aspects and social aspects. Article 8 states that the assessment is carried out by means of interviews, observations, and physical and psychological examinations of Narcotics Addicts. The interview included medical history, history of narcotics use, history of medication and treatment, history of involvement in criminal acts, psychiatric history, and family and social history of Narcotics Addicts. Observations made include observing the behavior of Narcotics Addicts.

Article 9 describes the phase after the assessment, namely the results of the assessment are recorded in the medical record or records of changes in the behavior of Narcotics Addicts, the results of the assessment are confidential and are the basis for the rehabilitation plan for the Narcotics Addict concerned, the confidentiality of the results of the assessment is carried out in accordance with the provisions of the laws and regulations. The rehabilitation plan is then agreed upon by the Narcotics Addict, their parents, guardians, or the Narcotics Addict's family and the head of the Compulsory Reporting Recipient Institution. Article 10 explains that Narcotics Addicts who have reported themselves or been reported to Institutions Receiving Obligatory Reporters are given a self-report card after undergoing an assessment. The self-report card is valid for 2 (two) treatment periods. The self-report card is given by the Head of the Mandatory Report Recipient Institution.

The obligation for medical rehabilitation and/or social rehabilitation also applies to narcotics addicts who are still at the trial stages even though they have not yet received a verdict as stipulated in the provisions of Government Regulation No. 25 of 2011 concerning the Implementation of Mandatory Reporting of Narcotics Addicts in Article 13 explaining the Obligation to undergo rehabilitation medical and/or social rehabilitation also applies to Narcotics Addicts ordered based on: 1. Court decision if the Narcotics Addict is proven guilty of committing a crime of Narcotics, 2. Court's decision if the Narcotics Addict is not proven guilty of committing a crime of Narcotics.

Article 13 also states that Narcotics Addicts who are currently undergoing a judicial process can be placed in a medical rehabilitation institution and/or social rehabilitation. Placement in a medical rehabilitation institution and/or social rehabilitation as referred to in the description above is the authority of the investigator, public prosecutor or judge according to the level of examination after obtaining a recommendation from the Doctors Team. Provisions for placement in a medical rehabilitation institution and/or social rehabilitation also apply to Victims of Narcotics Abuse.

The provisions stipulated in Government Regulation No. 25 of 2011 actually give authority to law enforcers to be able to properly examine whether a person is a pure abuser or indeed he is also an addict, if he is an addict then he must be immediately rehabilitated to get treatment.

This Government Regulation No. 25 of 2011 was strengthened by the issuance of Supreme Court Circular No. 3 of 2011 concerning Placement of Victims of Narcotics Abuse in Medical and Social Rehabilitation Institutions, in SEMA No. 3 of 2011 the Supreme Court stated that with the existence of regulations in Law No. 35 of 2009 concerning Narcotics and Government Regulation No. 25 of 2011 concerning Implementation of Compulsory Reporting of Narcotics Addicts, which also regulates rehabilitation for narcotics victims, gives a very central position to the Police, Prosecutors and Judges, especially with regard to placement in rehabilitation institutions medical and social services since the investigation, prosecution and examination processes at trial to form a decision, however, judges are still asked to give orders and decisions to pay attention to and refer to Supreme Court Circular Letter No. 4 of 2010.

The National Narcotics Agency, in response to Government Regulation No. 25 of 2011, has issued a Regulation, namely Regulation of the Head of the National Narcotics Agency of the Republic of Indonesia No. 2 of 2011 concerning Procedures for Handling Suspects or Accused Abusers, Victims of Abuse, and Narcotics Addicts, in its considerations stating that abusers, victims abusers and narcotics addicts who are designated as suspects or defendants in cases of criminal acts of Narcotics and Narcotics Precursors during the judicial process

need special handling through placement in Medical Rehabilitation and/or Social Rehabilitation institutions in order to obtain treatment and care in the context of recovery.

This BNN Head Regulation provides technical guidelines in handling abusers who are designated as suspects or defendants to be able to undergo medical rehabilitation and/or social rehabilitation during the judicial process. Articles 3 to 7 of this regulation explain the procedure for submitting an application so that a suspect or defendant can be rehabilitated, that is, a suspect or defendant must submit a written application to an investigator, public prosecutor or judge according to the level of examination, Article 6 of this regulation also explained the conditions that must be completed so that the application can be processed further.

In Article 8 it is explained that to handle requests that have been received, namely, the Head of BNN forms a Team for Handling Abuse, where the composition of the team includes:

- a. Head of BNN as protector;
- b. Main Inspector of BNN as supervisor
- c. Main Secretary of BNN as Advisor
- d. Deputy for Rehabilitation of BNN as Person in Charge;
- e. Deputy for Law and BNN cooperation as team leader;
- f. Deputy for Eradication of BNN as Coordinator of Narcotics Network Studies;
- g. Director for Strengthening the BNN Community Component Rehabilitation Institute as Coordinator of Medical Studies.
- h. Legal Director Deputy for Legal and Cooperation BNN Coordinator of Legal Studies;
- i. Representatives from the Deputy for Eradication of the BNN, the Deputy for Rehabilitation, and the Directorate of Law

Deputy for Law and Cooperation of BNN as Secretary and Team Member.

The procedures for handling requests by the National Narcotics Agency Team are explained in Article 11 to Article 20 of this Regulation wherein the Article says that after the team receives the application, the file will be examined by the team leader. medical, psycho and social assessments and studies of suspects or defendants. The medical assessment and review included several activities, namely interviews, regarding medical history, history of narcotics use, history of medication and treatment, history of involvement in criminal acts, psychiatric history, family and social history of the suspect or defendant, observation of the behavior of the suspect or defendant, and physical examination and psychic.

Reform is changing or making something better than it already is. This reform is directed at changing society which includes bureaucratic society, in the sense of change towards progress. In this sense, societal change is directed at development. Karl Mannheim, as cited by Susanto, explains that societal change is related to its norms. Development is development that is aimed at improving the conditions and lives of community members, where the progress of this life is ultimately enjoyed by the community.

Based on this, so that changes in society are used as an increase in human dignity, so that essentially changes in society are closely related to the progress of society. Viewed from the aspect of community development, there is a balance between economic, political, social and legal demands, a balance between rights and obligations, and a consensus between principles in society. Reform as an attempt to change the principal in a bureaucratic system that aims to change the structure, behavior, and existence or habits that have long been. Reform as a process to change the processes, procedures of the public bureaucracy and the attitudes and behavior of bureaucrats to achieve bureaucratic effectiveness and national development goals. Reform activity as another equivalent of change, improvement, or modernization. From this understanding, the scope of reform is not only limited to processes and procedures, but also links changes at the level of structure and attitude of behavior (the ethics of being). The direction to be achieved by reform includes achieving effective and efficient public services. Reform aims to continuously correct and renew the direction of nation-building that has so far deviated, returning to the ideals of the proclamation. It is important to reform the bureaucracy so that this nation is not marginalized by globalization. This reform must be carried out by the highest officials, such as the president of a country or ministers/heads of institutions in a department and state ministries/state agencies, as the main driving force.

Bureaucratic reform is one of the government's efforts to achieve good governance. Through bureaucratic reform, reform of the bureaucracy is carried out to organize a government administration system that is not only effective and efficient but also reforms the bureaucracy to become the backbone of the life of the nation and state. Bureaucratic reform will indeed be implemented in the ranks of ministries and government agencies. It is time to reform the bureaucracy of ministries and institutions in accordance with the demands of the current situation and conditions. Where the bureaucracy is required to be able to serve the community quickly, precisely and professionally. Bureaucracy is a determining factor in achieving national development goals. Therefore, the ideals of bureaucratic reform are the realization of professional governance, having legal certainty, being transparent, participatory, accountable and having credibility as well as the development of bureaucratic culture

and behavior based on ethics, service and public accountability and integrity in serving in carrying out the mission of the nation's struggle. realize the ideals and goals of the state.

Bureaucratic reform is essentially an attempt to carry out fundamental reforms and changes to the government administration system, especially regarding institutional (organizational) aspects, management (business processes) and human resources for apparatus. Bureaucratic reform in Indonesia places the importance of bureaucratic rationalization which creates efficiency, effectiveness and productivity through a balanced hierarchical and horizontal division of labor, measured by the ratio between the volume or taskload and the number of resources accompanied by formalistic work procedures and strict supervision.

Bureaucracy can trigger community empowerment, and prioritize services to the community without discrimination. Such a bureaucracy can be realized if a system is formed in which an efficient and effective bureaucratic mechanism occurs by maintaining constructive synergy between the government, the private sector and the community. Currently, the position, authority and role of the bureaucracy are still very strong, both in mobilizing development resources, planning and implementing government and development which still seem centralized. Besides that, the sensitivity of the Bureaucracy to anticipate the demands of community development regarding economic, social and political developments is very lacking so that the position of the bureaucracy that should be a public servant tends to be vertical top down rather than horizontal participatory.

The current bureaucracy in Indonesia is still inefficient, which among other things is marked by overlapping activities between agencies, structures, norms, values, and existing regulations that are still oriented towards power, a bureaucratic culture that is still "served" rather than "served". ", as well as many important positions in our bureaucratic institutions that are not filled by competent people. In fact, the bureaucracy in a country is an important institution which is a tool of the state in serving the community. Therefore, a change in our bureaucracy must be implemented, or commonly known as bureaucratic reform.

Bureaucratic reform is one way to build people's trust. The definition of bureaucratic reform itself is, an effort to change the principal in a system whose goal is to change the structure, behavior, and existence or habits that have been long ago. The scope of bureaucratic reform is not only limited to processes and procedures, but also involves changes at the level of structure and attitudes and behavior. This relates to issues that intersect with authority or formal power.

In relation to public services, public services have a "multi-dimensional" aspect. Public services cannot only be approached from one aspect, for example legal and political aspects. But public services also cover economic aspects and socio-cultural aspects in an integrated manner. In an economic perspective, public services are all forms of procurement of goods and services by the government in the public sector that are needed by citizens as consumers. Meanwhile, from the political optics, it can be said that public service is a reflection of the implementation of the state in serving its citizens based on the social contract of forming the state by elements of citizens. The role of the state in public services is carried out by a government run by the ruling political power.

Viewed from the socio-cultural side, public service is a means of fulfilling the basic needs of society in order to achieve prosperity in which there are strong values, belief systems and even religious elements which are a reflection of the prevailing culture and local wisdom. Meanwhile, from a legal perspective, public service can be seen as an obligation granted by the constitution or statutory regulations to the government to fulfill the basic rights of citizens or residents for a service.

If positive legal products are recorded as the basis or at the same time as public service arrangements, it will be important to easily find the principles or principles that underlie the implementation of public services, and of course no less important regarding the participation, rights and obligations of the community in public services. Besides that, it can be easily found and determined the rights and obligations of the government, so that it will facilitate the identification of problems that arise in the context of public services to find a solution.

In providing public service standards for the community, especially to improve the quality of society. Kepmen PAN 63 of 2003 issued concerning Service Implementation Guidelines, which contain the principles or principles of good public service, with the following details:

- a. Transparency, this principle requires that it is open, easy, and can be accessed by all parties who need it and is provided adequately and easily understood.
- b. Accountability, this principle requires that public services must be accountable in accordance with statutory provisions.
- c. Conditionally, this principle means that public services must be in accordance with the conditions and capabilities of service providers and recipients while adhering to the principles of efficiency and effectiveness.
- d. Participatory, this principle is expected to be able to encourage community participation in the implementation of public services by taking into account the aspirations, needs and expectations of the community.

- e. Equality of Rights, this principle requires non-discriminatory treatment, in the sense that it does not discriminate against ethnicity, race, religion, class, gender, and economic status.
- f. Balance of Rights and Obligations, this principle requires a balance between the Rights and Obligations of the public and the government that the giver and recipient of public services must fulfill the rights and obligations of each party.

Public services absolutely require service standardization, which is a standardized measure in public service delivery that must be obeyed by service providers and/or recipients. The intended service standards, at least include:

- a) Service Procedure
Standardized service procedures for service providers and recipients including complaints.
- b) Completion Time
The completion time is determined from the time of submission of the application until the completion of services including complaints.
- c) Service Fee
Service fees or rates including the details determined in the process of providing services.
- d) Service Products
The results of the service to be received are in accordance with the conditions that have been set.
- e) Facilities and infrastructure
Provision of adequate service facilities and infrastructure by public service providers.
- f) Competency of Service Provider Officers
The competence of service delivery personnel must be determined precisely based on the knowledge, expertise, skills, attitudes and behavior required. Setting the standardization of this service, is actually intended to produce optimal service output. Therefore, if the nature of the principles and standards in public service is correlated with the principles contained in good governance, it is clear that there is a very close relationship between them. This public service standard is also regulated in Law no. 25 of 2009 concerning public services.

The aim of Bureaucratic Reform is to create good governance, namely good, clean and authoritative governance, in terms of:

- g. Improving bureaucratic performance to make it more effective and efficient
- h. The creation of a bureaucracy that is professional, neutral, open, democratic, independent, and has integrity and competence in carrying out its duties and responsibilities as a public servant and a servant of the state
- i. Clean government
- j. KKN-free
- k. Improving the quality of service to the community.

Performance appraisal is basically a key factor for developing an organization effectively and efficiently, due to better policies or programs for existing human resources in the organization. Performance measurement is a process of assessing the progress of work towards achieving predetermined goals and objectives including information and efficiency on the use of resources in producing goods and services, quality of goods and services, comparison of results of activities and targets, and effectiveness of actions in achieving goals.. One the Bureaucratic Reform program is "structuring the HR management system" whose activities are "building a performance appraisal system" with the output in the form of a "performance appraisal system" based on competency, transparent and user friendly.

In the theory of public service, Lijan Poltak Sinambela states: Public service is any activity carried out by the government for a number of people who have every activity that is profitable in a group or unit, and offers satisfaction even though the results are not physically tied to a product. So that the realization of quality public services is one of the characteristics of good governance (Good Governance) as the goal of the utilization of state apparatus. In this regard, according to Law no. 25 of 2009 concerning Public Services, improving the quality of public services is an effort that must be carried out continuously, continuously, and must be carried out by all government officials. However, in its implementation at the National Narcotics Agency of the Republic of Indonesia (BNN RI) there are still things that are not yet related to people who need these services.

It can be concluded that, BNN RI, needs to represent institutional performance which must be oriented towards performance results that can be felt by the community. This professional and high-performing institutional strengthening will provide transformation points that have an impact on improving public services. Indicators of the success of this goal are measured

with the Public Service Index.

To support the BNN's core activities in carrying out its duties and functions properly, it is necessary to have institutional performance targets that are oriented towards the integration of prevention and eradication of crimes of drug abuse and illicit trafficking. Professional organizational management provides a solid foundation for any bureaucratic structure to carry out tasks and functions with productive and high performance.

Proportional arrangement of resources and performance architecture also contributes to effective and efficient performance.

Obstacles Faced in Bureaucratic Reform in Improving Public Services at the National Narcotics Agency of the Republic of Indonesia (BNN RI)

The administration of clean government (good governance) is a prerequisite for realizing the aspirations of the people and achieving the goals and ideals of a nation-state. In order to run a clean and accountable government, a system of accountability for administering a state that is clean and free from corruption, collusion and nepotism (KKN) has been developed. Law No. 28 of 1999 concerning the Administration of a Clean and KKN-free State states: accountability is one of the general principles in state administration. This principle of accountability determines that every activity and final result of the activities of state administrators must be accountable to the public or the people as the highest holder of state sovereignty in accordance with the provisions of the applicable laws and regulations.

The creation of an accommodative and rational law is a means of realizing an authoritative government. The significance of the three legal components as stated by Lawrence M. Friedman, namely legal substance, legal structure and legal culture, are prerequisites for the realization of good governance. The realization of good governance is when there is a synergy between the private sector, the people and the government as a facilitator which is carried out in a transparent, participatory, accountable and democratic manner. The ineffectiveness of the government in realizing the concept of good governance in the form of norms is one of the obstacles. Symptoms of corruption, collusion and nepotism that are more open and widespread make it difficult to apply the concept of good governance.

Public services need to be scrutinized because their activities are in the framework of fulfilling the basic needs of citizens for goods/services and administrative services related to the public interest. The orientation of its activities is public goods and public services so that in the dynamics of life, people who act as consumers will relate or be related to public service activities. In addition, it should be known together that the source of funds for public service activities comes from the community through taxes so it is only natural that the community expects good and quality services.

Implementation of Bureaucratic Reform in Good Governance at the National Narcotics Agency of the Republic of Indonesia (BNN RI), which according to the Development Subdivision at the National Narcotics Agency of the Republic of Indonesia (BNN RI), requires a reform of law enforcement at the Republic of Indonesia's National Narcotics Agency Indonesia (BNN RI). Law enforcement reform is one of the important pillars in strengthening the consolidation of democracy. Without correct, fair and professional law enforcement, the consolidation of democracy will be disrupted, and of course it will have a positive correlation with economic development and people's welfare. Bureaucratic reform will never stop for the sake of achieving an effective and efficient service for the community. Service improvement must be evenly distributed in various aspects, the community is not only the party being served but also the service supervisor, the government must improve the service system, this is due to the fear of public distrust of the government that carries out the service, the government must pay attention to optimal service to the community.

As for the obstacles faced in Bureaucratic Reform in improving public services at the National Narcotics Agency of the Republic of Indonesia (BNN RI), there are several factors that affect the not running of public services properly at the National Narcotics Agency of the Republic of Indonesia (BNN RI), namely:

- l. Problems with employee performance that are not good, such as behavior that does not reflect serving, but instead tends to show behavior that wants to be served.
- m. A service also has several existing problems, namely: less responsive, less informative, less coordination, less willing to hear complaints/suggestions/aspirations of the community.

IV. CONCLUSION

BNN RI, needs to represent institutional performance which must be oriented towards performance results that can be felt by the community. This professional and high-performing institutional strengthening will provide transformation points that have an impact on improving public services. The indicator of the success of this goal is measured by the Public Service Index. To support the BNN's core activities in carrying out its duties and functions properly, it is necessary to have institutional performance targets that are oriented towards the integration of prevention and eradication of crimes of drug abuse and illicit trafficking. Professional organizational management provides a solid foundation for any bureaucratic structure to carry out tasks and functions with productive and high performance. Proportional arrangement of resources and performance architecture also contributes to effective and efficient performance.

Obstacles faced in Bureaucratic Reform in improving public services at the National Narcotics Agency of the Republic of Indonesia (BNN RI), that there are several factors that influence the not running of public services properly at the National Narcotics Agency of the Republic of Indonesia (BNN RI), namely performance

problems employees who are not good, such as behavior that does not reflect serving optimally shows behavior that wants to be served.

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