

# Bureaucration of Decentralized Government in Public Government and Excellen Public Service Malang - Indonesia

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**Abstract:-** Attention to the aspects of bureaucracy cannot be released to all state and private organizations involved in the formulation and implementation of policies and in regulating and providing services to the public. "Bureaucracy is a form of government or organization that has a role to facilitate the interests of the public through an ideal organizational structure. The era of decentralization demands a bureaucracy as an effective and efficient form of management in achieving organizational goals rationally, reducing gaps, eliminating differences in status, and avoiding favoritism in service". Through professional bureaucracy, the expected decentralization as a delegation developed to achieve the desired results can be achieved. So that of the ; "Decentralization era local government bureaucracy in the field of government, development and quality public services "can be realized if:" Policies compiled by local governments are able to accommodate aspirations and can help change the operation of a better political system equally. So the centralization policy must also support what has been prepared in the decentralization policy as long as it does not conflict". If, on the other hand there are differences that lead to rationalization rather than nationalization, then it is reasonable to adjust the conditions. So the most important goal ; "of decentralization is to provide effective responses and in accordance with the needs of local communities in the administration of government, development and public services. The high level of density of aspects of public services is one of the most important indicators of decentralization attention, and must be able to provide the source of legitimacy required by local governments". So that the success of decentralization can not be released with the authority or transfer of power granted by the central government to the regions constitutionally.

**Keywords:-** Bureaucracy, Decentralization, Public Government, Development And Excellen Public Service.

## I. INTRODUCTION

As some experts have said, organizations that rely primarily on formalizing behavior to achieve coordination are generally referred to as bureaucracy. It is appropriate at this point to examine this important concept because this concept lies at the heart of many discussions about organizational structure. The word bureaucracy has a pretty innocent beginning derived from the French bureau, which means table or office (Osborne, D. and Gaebler, T., 1992). In an effort to strengthen the existence of governance and development and its benefits in providing services to citizens, the state administration has experienced dynamic development. As can be seen from the birth of several models of contemporary State administration, including the classic bureaucratic model which has two important components namely regarding the structure or framework of an organization and the ways used to organize people and work within an organizational framework (Ali, Saleh., 2013).

While the neobiocracy model emphasizes more on the decision making process in organizations, the institutional model emphasizes the real structure of organizational behavior. The human relations model emphasizes the pattern of group dynamics, sensitivity training and organizational development. The public choice model (public choice model) focuses more on efforts to prioritize worker satisfaction, personal development, individual dignity and public choice, (Frederickson, 2002).

It is undeniable that the behavior of government administration at that time was always overshadowed by the involvement of political behavior. The emergence of awareness from administrative experts to separate administration from the political sphere led by Wilson (1941) said, Administration is outside the real scope of politics. Administrative problems are not political problems, although politics assigns tasks to the administration, it must not be allowed to manipulate administrative positions (Bovaird, Tony and Loffler, Elke., 2003).

The result of separating the scope of administration from politics is to clarify the concentration that will be managed especially by the state administration, including among others civil service reform, city manager movement, good government movement and professionalization of government administration apparatus. In government agencies, state administration is always more when

compared to political science because government officials have an educational background as state administration specialists (Anwar, Nasution., 2015)

## II. LITERATURE REVIEW

Henry in his writings *Big Democracy, Big Bureaucracy* begins with a question which is why the bureaucracy is considered important, because it has been proven that the growth of the bureaucracy is amazing, both in quantity and the amount of budget spent. Bureaucracy is a vital institution that must be developed by countries that are carrying out economic development. Based on recent World Bank reports some time explaining the wonders of East Asia by noting that, from an institutional perspective, this first step is to recruit competent and relatively honest institutional cadres and isolate them from daily political interference (Henry, Minzberg., 1997). It is clear that in ; “Japan, Korea, Singapore and Taiwan, China, where rapid economic growth occurs, a well-organized bureaucracy has great power. Some international institutions clearly see bureaucratic isolation from democratic control as an institutional need of poor countries that want to make the economy grow and develop”.

Bureaucracy is related to community organizations that are ideally arranged bureaucracy through the formalization of rules, structures, and processes within the organization. Classical theorists such as Fayol (1949), Taylor (1911), and Weber (1948), for years have supported the bureaucratic model to increase the effectiveness of organizational administration (Goran, H and Julius. 2003). The bureaucratic model has received a bad public image in recent years due to the extreme formality and rigidity of the bureaucratic organization. However, in its application in modern times like today, "the world bureaucracy is often used to criticize the failure to allocate authority and responsibilities, rigid rules and routines, official mistakes, slow performance, buck-passing, conflicting procedures and directives, duplication effort, building empire, too much power held by the wrong person, wasting resources, and inertia (Fatma, K., 2017).

Good governance must be able to avoid bureaucratic discrimination by not only favoring the established and stable formal sector, while neglect of minorities, especially in the informal sector which is poor in economic and political resources. This kind of situation is morally reprehensible because if it continues to be ignored it will create a threat of conflict. In this case the development carried out must be truly pro-people who emphasize the

importance of local initiatives and differences (Parker, Andrew N., 1995). Therefore such development is concerned with self-organization systems developed around human-scale organizational units and self-supporting poor communities. Because it is no longer a public secret if the problem faced by developing nations is limited employment that can be used as a source of income.

Local government in the implementation of governance at the local level theoretically in its implementation is closely related to the issue of regional autonomy or decentralization, although not synonymous or always related, because local government is very dependent on how much authority it has to govern and manage the regions that are in place given the central government (Krishna, Regmi., 2014). Decentralization from this perspective, it is not just the regional center relations of a government. This also concerns the transfer of authority to organizations outside the government, such as semi-autonomous bodies, private organizations and community organizations. The word decentralization literally comes from two parts of the Latin language, namely "de" means "loose", and "centrum" means "center". So it can be said that decentralization is independent of the center or independent.

The concept of decentralization is actually not a new phenomenon in the development discourse. Cohen analyzed the discourse that took place in the 19th century about the Centralistic State. There are two very different views; the first is a state that is over-centralized marked "apoplexy at the center and paralysis at the extremities" (the uncontrolled brain disease at the central level and paralysis at the lowest level), the other is that a centralized state will be an instrument for destroying unfair and unproductive privileges and castes, and eliminating local elites in rural areas (Pollitt, C. and Bouckaert, G., 2000)

Decentralization is a tool to achieve one of the objectives of the state, namely mainly providing the decentralization theorem popularized by Qates in Keban (2001) departing from a thought that every public service should be provided by certain jurisdictions that have control over the minimum geographic area that will internalize the benefits and certain provision fees. Decentralization is defined as reversing the concentration of administration on central power and devolving power to local government (Smith 1985), or the process of transferring political, fiscal and administrative power to sub-national government units (Rondinelli., 1999).

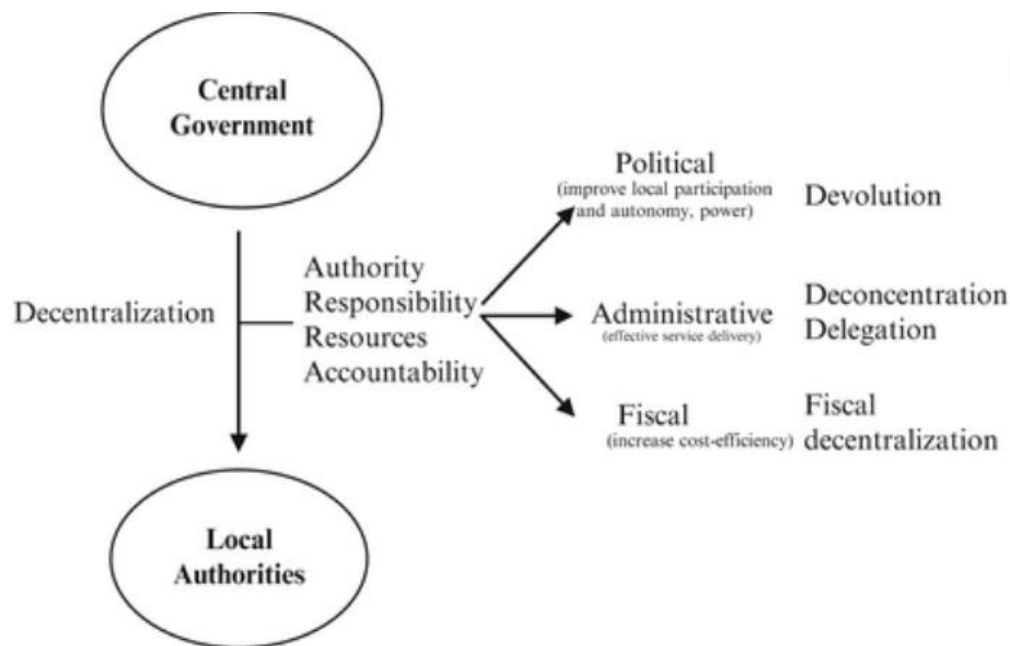


Fig 1:- Decentralization Choices  
Source : (Krishna Regmi, 2014)

The drive for decentralization that occurs in various countries in the world, especially in developing countries, is influenced by various factors, for example, the background or experience of a country, its role in global globalization, setbacks in economic development, demands for changes in the level of public service, signs of disintegration in several countries, and finally, the many failures experienced by centralistic governments in providing effective community services (Parker, Andrew N. 1995). The objectives to be achieved through decentralization in the context of governance in Indonesia in various periods of time are seen as a full circle (Hoessein, 2011). Explains: "The purpose of decentralization in the Decentra-lization Act 1903 is efficiency (Furnivall, 1956), then becomes" efficiency and participation "in the period of Bestuurheroormingsueticgzz (Suntherland, 1976). The purpose of decentralization of Law Number 1 of 1945, Number 22 of 1948, and Law Number 1 of 1957 is "democracy or democratization of government" (Mariyono, 1985).

The purpose of decentralization in Guided Democracy (Law Number 18 of 1965) is stability and "government efficiency", while the purpose of decentralization according to the New Order public format can be seen in Law Number 5 of 1974 is the purpose of granting autonomy to the Regions is to increase the effectiveness and results of the administration of governance in the regions, especially in the development and services to the community and to enhance the fostering of political stability and national unity". Decentralization is a mechanism of governance that involves patterns of relations between national government and local government. In this mechanism the National government delegates authority to the regional government and the local community to be held in order to improve the welfare of the community's life (Litvack, Jennie at.al., 1998).

### III. METHODOLOGY

This research uses a type of qualitative research ; "qualitative research is a means for exploring and understanding the meaning individuals or groups ascribe to a social or human problem. The process of research involves emerging questions and procedures. Data typically collected in the participant's setting. data analysis inductively building from particulars to general themes. and the researcher making interpretations of the meaning of the data" (Creswell, J., 2014). Primary data collection in this research uses interviews while secondary data collection uses documentation, then the data analysis of this research uses "strengths, weaknesses, opportunities, and threats" analysis and the qualitative research model of research is sharpened with the interactive data analysis model developed by Miles, Huberman and Saldana, which is known as interactive models ; "data collection, data display, data condensation, and conclusion ; drawing / verifying (Miles Huberman and Saldana., 2014).

### IV. RESULTS AND DISCUSSION

One of the main functions of government is to provide public services as a manifestation of the general task of government to realize the welfare of society. Bureaucracy is a government instrument to realize public services that are efficient, effective, fair, transparent and accountable. "This means that to be able to carry out the functions of government properly, bureaucratic organizations must be professional, responsive, and aspirational to the various demands of the people they serve. Along with this the development of the state apparatus is carried out continuously, so that it can become an efficient and effective, clean and authoritative tool, so that it is able to carry out general tasks of government as well as to drive development smoothly based on the spirit and attitude of

community service”. During this time as recognized by Moestopadidjaja (1997) ; “that public services by the bureaucracy tend to be complicated, convoluted procedures, low uncertainty of service time. This phenomenon is by Bryant and White (1987) as a symptom of administrative incapacity, generally occurring in developing countries”.

The performance appraisal of government bureaucrats has tended to be based on input factors such as the ; “number of employees, budget, legislation and included guidelines and technical guidelines for implementation; and not the output factors or outcomes, for example the level of cost efficiency, service quality, reach and benefits of services felt by the community”. Therefore, in the practice of public service delivery there are still various problems including the difference between the intended performance (intended performance) and daily performance (actual performance), the difference between the demands of the community's needs and the ability of government apparatus services, the difference between limited budgetary resources government with leakage at the level of implementation (West Java LAN., 1999.) Another study conducted by Hardjo Soekarto (1999) shows that public services so far still show the mental model of bureaucrats

as being served by the community, not the opposite the apparatus that must serve the community This happens because the approach of bureaucratic power is more dominant than the existence of the apparatus as a public servant. The power of bureaucrats is very strong and there is not even a social organization that can control it so that the practice of public service delivery has become the burden on society and bureaucrats tends to practice Corruption, Collusion and Nepotism (Mohammad, 1999).

Meanwhile, the role of the state apparatus (bureaucracy) since a few decades ago was more broadcast as a person with two roles namely as a State Servant and as a Public Servant and the role as a state servant became very dominant compared to the role as a public servant. The service cycle has more access to bureaucratic power than to serve the community. As a result the apparatus tends to serve itself and ask for services from the community (Thoha, 1993, Idrus, 1995). In this regard Kaufman (1976) said that the apparatus' duty as a servant must be prioritized, especially those relating to putting the public interest first, facilitating public affairs, shortening the time process for carrying out public affairs and giving public satisfaction.

Administrative Level	1980	1985	1990	1995	2000	2005	2010	2013
Province ( <i>provinsi</i> )	27	27	27	27	26	33	33	34
District ( <i>kabupaten</i> )	246	246	241	243	268	349	399	413
Municipality ( <i>kota</i> )	54	55	55	62	73	91	98	98
Subdistrict ( <i>kecamatan</i> )	3,349	3,539	3,625	3,844	4,049	5,277	6,699	9,982
Village ( <i>desa</i> )	65,372	67,534	67,033	65,852	69,050	69,868	77,548	80,414

Sources: *Biro Pusat Statistik* (Statistical Bureau), *Sixty Years of Indonesian Independence (Statistik 60 Tahun Indonesia Merdeka, Statistics to celebrate 60 years of independence of the Republic of Indonesia)* and *Statistical Yearbook on Indonesia 2014*.

Table 1:- Units of Administrative Government in Indonesia, 1980–2013  
Source : (Krishna Regmi, 2014)

Local governments can achieve high output performance is determined by the solid teamwork to do the work that is the responsibility of the organization. To build strong teamwork there is not only a clear division of tasks between each individual and the amount of authority he has to do the work. But more importantly, a strong team must trust one person to another with integrity, motivation, values and all the attributes possessed by team members. Aside from team members trusting each other, they must also uphold each other for all the strengths and weaknesses of the other team members. Upholding each other encourages all team members to be loyal and highly motivated to be involved in the team collaboration process.

The third indicator that is very important is the growing capacity of strong teamwork is complementarity between team members. Complementing each other emphasized that the team carried out a continuous learning process, especially in adapting to environmental changes. This is where the team carries out the process of empowering its team members and the team building process grows and develops. In the end nothing can separate them, they are bound by the vision and mission of the same team, namely to achieve the goals set together, by paying attention to various aspects as presented in the following model.

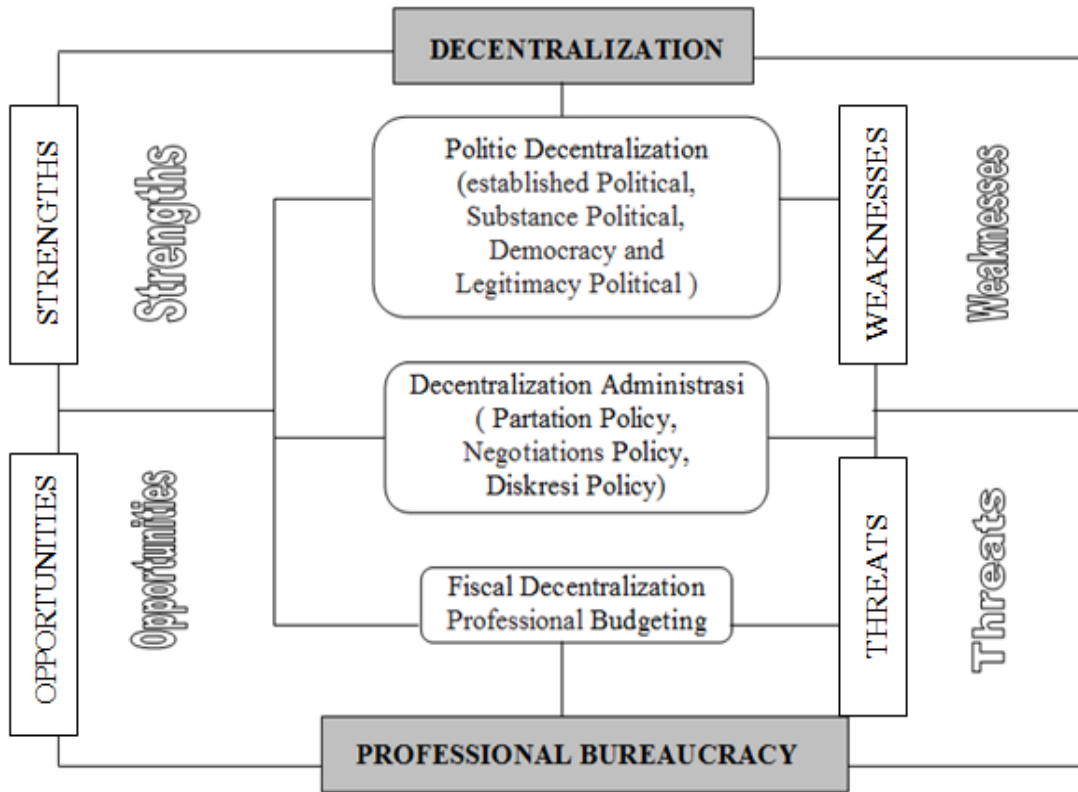


Fig 2:- Existing Model Professional Bureaucracy in Settlement of Region Decentralization  
 Source : (Research, 2019).

To create competitiveness in government, development and public services, every bureaucratic apparatus must have an entrepreneurial spirit and spirit. “With this entrepreneurial spirit, the quality of public services will certainly improve. Indeed competition will not solve all the problems that exist in public services. But competition may be able to be the key for bureaucracy to become a public institution that is able to provide better services”. The benefits that can be obtained through competition in providing services to the community are :

- High levels of efficiency can be created in service to the community. Here, government service agencies can compare service costs with private service providers;
- Can appropriately respond to community needs. This means that through competition, service institutions strive to produce products that match the needs of the community, so that the product can be "sold" to the public;
- Competition is beneficial for innovation, while monopoly stifles innovation. To win market competition, a service organization must find and develop new methods for providing services to the community. Through competition among service organizations, it will certainly help each organization to create a service mechanism that is appropriate to the needs of the community.
- Through competition can increase the pride and enthusiasm of the work of government employees. During this time it was believed that competition would make employees suffer. But if the competition creates a

sense of security at work, it turns out that employees will be more excited and have pride in their work.

The above advantages will certainly encourage the government in creating a competitive government in public services. In order for the government to be able to provide satisfaction in delivering services to the community, the government needs to change these conditions. That is like what is done by business organizations. Here the government must have an entrepreneurial spirit. That is able to provide the best service possible to the community. For this purpose the government needs to listen and know the needs of the community.

**V. CONCLUSION**

The concept of bureaucracy is associated with the work of the organization and becomes a major factor for decision making in the organization, in addition to the concept of bureaucracy associated with the summit of the pyramid that composes the organization and goes down to the lowest managerial level. At that time the bureaucracy represented the authority of the bureau. The concept of bureaucracy at this time is the fulfillment of rules and regulations imposed on civilized society.

Therefore ; "Decentralization era local government bureaucracy in the field of government, development and quality public services" that must be considered is directed at improving the quality, productivity, effectiveness and efficiency of all public service administration arrangements. Because public service administration also has a role to

achieve the best efficiency of comparison between business and business results, so that there will be a synchronization of costs incurred with the results to be achieved in the fields of government, development and quality public services.

Decentralization era regional government bureaucracy in the field of government, development and quality public services" must be able to monitor the implementation of the decentralized functions provided by the central government, then the regional government must be able to explore all the potential of the region to the maximum to support optimal implementation of decentralization. A step that is no less important is to consider aspects of SWOT (Strengths, Weaknesses, Opportunities and Threats) which are a solid foundation in bringing about decentralization-era regional government bureaucracy in the fields of government, development and quality public services.

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