

The Role of Bureaucracy on the Effectiveness of Public Services



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ABSTRACT: Poor public services in Indonesia are not new. Many facts on the ground show the low level of public service delivery, such as the number of discrimination services, the absence of certainty of the cost and time of service, and the low level of public satisfaction with public services. Optimizing public services carried out by the government bureaucracy is not easy, and considering the renewal of various aspects entrenched in the circle of government bureaucracy in Indonesia. Among some of these aspects is the culture of bureaucracy that is not conducive that has long colored the mindset of bureaucrats since the colonial era. The procedures and ethics of service developed in the bureaucracy in Indonesia are very far from the values and practices that value the nation's citizens as sovereign citizens.

KEYWORDS: Bureaucracy, Public Service

I. INTRODUCTION

According to the Constitution of 1945 of the Republic of Indonesia's form of government grants freedom to the regions to create regional autonomy (Butt, 2019; Isra et al., 2019), which is enhanced by the passing of Law No. 32 on regional government in 2004. The principles of justice, equity, democracy, community participation, and paying attention to the potential for regional diversity (Prabowo et al., 2021) in the implementation of regional autonomy are essential to focus more on. Each region organizes regional autonomy by delegating broad authority, accuracy, and responsibility to the regions proportionately to meet the times' demands and the challenges posed by international competition. It is accomplished through regulating, distributing, and utilizing national resources and the harmony between central and regional finances.

Along with the breadth of this authority, the government bureaucracy apparatus in the regions can better manage and organize public services following the community's needs. However, now, the quality of public services still needs to be improved due to services that are difficult to access, complicated procedures, unclear fees, and the frequent practice of extortion which is an indicator of the low quality of public services in Indonesia. Indonesia.

Bureaucracy as a public service provider is often complained of because it is considered unable to do the right things and often detrimental to the community as consumers. So there needs to be significant attention because the bureaucracy in implementing public services should make it easier for people to receive every necessary service, not complicate it. One of the pieces of evidence still needs to improve public services in Indonesia, including the licensing bureaucracy, which is an obstacle to business development in Indonesia. The public and entrepreneurs feel played by government officials without being able to make complaints or complaints, causing a bad image of government performance and declining public trust in the government.

By changing the pattern of public service delivery from the initial government-oriented as a provider to a service-oriented to the requirements of the community as users, the public service paradigm may be changed to improve the quality of public services. In that regard, it serves as a different starting point for enhancing public services. It will pave the way for more public involvement in the service field and directly hearing the public's voice.

Efforts are needed to improve public services starting with being more responsive to public interests and shifting the paradigm of public services from centralized services to services oriented towards customer satisfaction (customer-driven government). One of its characteristics is focusing on the regulatory function through various policies that facilitate the development of conducive conditions for community service activities.

II. METHODS

The research method used in this study is the descriptive method of analysis (Pratomo & Kuswati, 2022; Rizkiawan et al., 2022), which describes the state of the object under study based on existing and ongoing factors. The recorded Data is then collected, compiled, analyzed, and finally concluded.

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III. RESULTS AND DISCUSSION

Understanding Bureaucracy

An organization having a pyramid-shaped chain of command, where more individuals are at the bottom than at the top, and which is typically seen in administrative and military organizations, is referred to as a bureaucracy (English bureau + cracy). Bureaucracy can be defined as “power, influence and the heads and staff of government bureaus”. Bureaucracy is also defined as “the authority or power of various government departments”. Public service, as defined by Law No. 25 of 2009 on Public Service, is “an action or set of activities to fulfill the service demands of every person and population for commodities, services, and administrative services offered by public service providers.”

Meanwhile, in the Big Indonesian dictionary it is stated that “bureaucracy is a system of government run by government employees because it has adhered to the hierarchy and level of office”. Wibawa (2001) in his paper entitled “ideal bureaucracy through transparency and decentralization” explained that bureaucracy is a rational way of working organization. Rational means that the people who work the organization is structured its activities clearly planned, have measurable goals and based on written rules (formal).

Bureaucracy is an ideal type for all formal organizations. Its characteristics are the division of Labor and specialization, impersonal orientation, hierarchical power, regulations, long career and efficiency. Bureaucracy plays an active role in the political process in most countries and bureaucracy uses many activities, among the most important efforts in the form of implementation of laws, preparation of legislative proposals, regulation of the economy, licensing in economic and professional matters, and the distribution of welfare services.

Bureaucracy, as regarded from its formal elements, possesses the ideal qualities. There is a definite hierarchy of ranks:

1. The employees are personally free;
2. They only carry out the impersonal tasks of their employment;
3. The department's functions are well defined;
4. Officials appointed under a contract;
5. They are chosen based on professional qualifications, ideally based on a diploma (Diploma) obtained through the exam;
6. They have a salary and typically have pension rights;
7. The official can always hold his post and be fired under certain conditions.

If it is associated with the functions of government and development, the bureaucracy is concerned with institutions, apparatus and systems and procedures in activities carried out in the public interest or the interests of the community.

Foundations of Bureaucracy

All nominative activities of government and development should be based on the Pancasila and constitutional Constitution 1945. Such a foundation becomes a national agreement that can not be contested.

1. The Foundation of Pancasila

The foundation of Pancasila raises ideal ideals in the life of society, nation and state (Madakir et al., 2022). These ideals are conceptualized and systematized into an understanding/ideology. Then it is developed and taught through various methods as a doctrine for all state organizers or bureaucratic apparatus and citizens. The crystallization of these teachings becomes the principles that guide and guide life.

The foundation of Pancasila that is applied continuously and consequently gives rise to traditions or habits that transform into a way of life or way of life in the implementation of activities to achieve goals or ideals. In it there is a value system, interest, and attitude. The elements of this way of life need to be socialized so that from time to time it appears its usefulness in life, especially for bureaucratic officials.

To create a way of life based on Pancasila, bureaucratic apparatus in the process of its activities must be able to create strategies to determine the outlines of action (courses of action). In addition to and together with it always pay attention to the goals and objectives (goals and objectives), environment (environment), challenges faced (challenges), resources owned (resources) and also the time frame required (time framework). Thus, bureaucratic policies, both administrative and operational always refer to the foundation of Pancasila.

Furthermore, the objectives, main tasks and functionalization of bureaucratic institutions each reflect the pure and consequent implementation of Pancasila as promised by The New Order.

2. Constitutional Foundation

The constitutional foundation of the 1945 Constitution which is carried out purely and consequently means that the principle of legality used by bureaucratic officials always refers to the “torso” of the 1945 Constitution. In constitutional practice, all laws and regulations made must not conflict with the 1945 Constitution.

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Problems in bureaucracy

As a public service provider, bureaucratic officials are still faced with several problems that often become obstacles in providing fast, precise and cheap services to the public. Some of these problems include:

1. Still limited organizational facilities and infrastructure for the apparatus.

Each apparatus in addition to having duties, authority and responsibility also has the right to use the facilities and infrastructure of the organization to complete its tasks.

2. The capacity of the bureaucratic apparatus still needs to be increased.

Capacity building of bureaucratic apparatus can be done through various technical and functional and structural training.

3. Socio-cultural conditions are less conducive to the apparatus for productive work.

This is because the government has not dared to give greater authority to the bureaucratic apparatus that deal directly with the task of service to the public. If the government gives greater authority, in the sense that the apparatus is given flexibility in making decisions and determining choices, then the apparatus will not hesitate or always ask for directions to his superiors.

Various complaints and criticisms about bureaucratic performance are not new, because they have existed since ancient times. Bureaucracy shows a very bad empirical condition, negative or as a disease (bureau pathology), such as Parkinsonian (big bureaucracy), Orwellian (rules that are used as an extension of the state to control society) or Jacksonian (bureaucratic polity), rather than a good image or rational (bureau rationality), as conceived for example in Hegelian bureaucracy and Weberian.

When traced further, the symptoms of pathology in the bureaucracy, according to Siagian (1994), comes from five main problems, namely:

1. First, the perception of managerial style of officials in a bureaucratic environment that deviates from democratic principles. This results in pathological form such as: abuse of authority and position, receiving bribes and nepotism.
2. Second, the low knowledge and skills of the implementing officers of various operational activities, resulting in low productivity and service quality, and employees often make mistakes.
3. Third, the actions of officials in violation of the law, by "fattening" financing, receiving bribes, corruption and so on.
4. Fourth, the manifestation of dysfunctional or negative bureaucratic behavior, such as arbitrary, pretending to be busy, and discriminatory.
5. Fifth, due to the internal situation of various government agencies that have a negative impact on the bureaucracy, such as: inadequate remuneration and working conditions, lack of job descriptions and indicators and a system of favoritism.

Strategic solutions to overcome the problem of bureaucratic setbacks, need to pay attention to several things, namely:

1. Changing perceptions and paradigms of bureaucracy about the concept of Service;
2. The existence of public policies that prioritize public interests and public services compared to the interests of certain rulers or elites;
3. The elements of government, private and society must be an all together synergy;
4. The existence of local regulations that are able to explain the minimum standards of public services and sanctions given to those who violate them;
5. There is a clear mechanism of social supervision of public services between bureaucrats and communities served;
6. The existence of strong leadership (strong leadership) in implementing public service commitments;
7. The existence of reform efforts in the field of Public Administration System (administrative reform);
8. An effort to empower the community (empowerment) continuously and democratically.

The Role of Bureaucracy in Public Service

The use of the term public service in Indonesia in some literature is better known as the order of concepts rather than the order of theory (Fatmasari et al., 2022). Therefore, the term public service is also called the term service to the public (Community), Social Services, Public Services and excellent service. Public service as a process of organizational performance (bureaucracy), the attachment and influence of organizational culture is very strong. In other words, any activity carried out by the public service apparatus must be guided by the signs of normative rules that have been determined by public organizations as an embodiment of the culture of public organizations.

The low quality of public services organized by the bureaucracy is caused by several factors, among which the main causes of failure in implementing the orientation of public services are:

1. Strong commitment to a narrow political culture;
2. Lack of trained and skilled workers in local units;
3. There is a reluctance to delegate authority;
4. Lack of technological infrastructure and physical infrastructure in supporting the implementation of public service tasks.

The essence of public service is always connected to an action taken by an individual, a group of individuals, or specific organizations to facilitate the community's needs and give aid.

Since it is constantly in contact with a sizable public audience with a wide range of interests and objectives, this public service is becoming increasingly crucial. Therefore, both governmental and non-profit organizations may operate public service institutions.

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If the government, then the bureaucratic arm of the government is the top organization in terms of public service. If it is nongovernmental, it may take the shape of political party organizations, religious groups, non-profit organizations, and other neighborhood organizations. Regardless of who establishes the service institution, the most crucial factor is how to offer aid and convenience to the community to suit their wants and interests.

The bureaucracy, the head of the Public Service, is one of the organizations that organize the government and implement its numerous development plans and policies. However, in practice, bureaucracies designed to carry out these broad responsibilities for governance and development are frequently formulated in diverse ways by society. When individuals finish their affairs linked to government apparatus services, bureaucracy in carrying out the duty of government and development (including the execution of public services) is given the appearance of being a drawn-out and complicated procedure. As a result, the bureaucracy consistently receives a bad reputation that is detrimental to the growth of its bureaucracy (especially in the public service).

Effectiveness is an essential assessment of service quality to conclude that bureaucratic organizations provide services effectively and efficiently community, one of which is more than a centralized structure. That is because, with a decentralized structure, it is expected that it will be easier to anticipate the needs and interests required by the community so that the bureaucracy can quickly provide its services as expected by the community. Meanwhile, in the context of bureaucratic organizational culture requirements, it is necessary to prepare workers or officials who have the ability (capability), loyalty interests (competence), and the relationship of interests (consistency or coherence).

According to the examination of public service management, decentralized bureaucratic structures have several goals and advantages, including:

1. Bring bureaucracy closer to the customer community.
2. Reduce (and even eliminate) the role gap between the central and field-based implementing organizations.
3. Perform efficient financial use allocation.
4. Reduce the number of excess staff and equipment, especially at the upper and middle levels.

In light of this perspective, it is essential to emphasize that the bureaucracy (which provides the service) and the community play a crucial role in the effectiveness of the service process in the context of public service (served). Thus, to assess the quality of public services, two key factors must be considered and researched: first, the internal workings of bureaucratic organizations (their workers), and second, the organizational exterior from which the general public derives value.

In the internal aspect of the organization there are several basic principles that must be understood by the apparatus of public bureaucracy as mentioned by Islamy (1999) in his paper entitled "reform of Public Service", namely as follows:

1. The concept of accessibility, which states that every service type must be simple for any service user to access (for example, the issue of location, distance, and service processes);
2. The continuity concept, which states that each type of service must always be accessible to the general public with certainty and clarity on the rules that apply to the service process;
3. The concept of technicality, which states that each type of service must be handled by officials who genuinely comprehend the technical aspects of the service based on the system's clarity, precision, and stability of its procedures and tools;
4. The concept of profitability, which states that the service process must eventually be carried out successfully and efficiently in order to provide economic and social advantages to the government and the general public;
5. The concept of responsibility states that the community must be held responsible for the services, goods, and processes used to serve it since the government machinery is fundamentally obligated to do so.

In an effort to optimize public services so as to create a quality service to the community, the government through the Minister of State for the utilization of state apparatus has issued a policy number 81 of 1993 on guidelines for the conduct of public services that need to be guided by every public bureaucracy in providing services to the community based on:

1. Simplicity, in the sense that the procedures and procedures of service need to be established and implemented easily, smoothly, quickly, precisely, not convoluted, easy to understand and easily implemented by the people who ask for service;
2. Clarity and certainty, in the sense of clarity and certainty in terms of procedures and procedures of service, service requirements both technical and administrative, until work of authorized and responsible officials in providing services, details of the cost or tariff of services and payment procedures, and the term of Service completion;
3. Security, in the sense of the process and product results of services that can provide security, comfort and legal certainty for the community;
4. Openness, in the sense that service procedures and procedures, requirements, work units of officials in charge of service providers, turnaround times, details of fees or rates and other matters relating to the service process must be openly informed and easily known and understood by the public, whether requested or unsolicited;
5. Efficiency, in the sense that the terms of Service are only limited whereas-matters directly related to the achievement of Service goals while paying attention to the integration of requirements with service products;
6. Economic, in the sense that the imposition of fees or tariffs on services must be reasonably determined by taking into account the value of goods and services, the ability of the public to pay, and the provisions of applicable legislation;

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7. Justice and equity, which is intended so that the range of services is sought as widely as possible with an even and fair distribution to all levels of society;
8. Timeliness, in the sense that the implementation of services must be completed on time.

CONCLUSIONS

Based on the above discussion, it can generally be concluded that a clean and good bureaucracy must be built systematically and continuously. A dichotomous mindset, which confronts efforts to build a good person with efforts to build a good system, like choosing an egg or a chicken, cannot separate these two sides. A good individual cannot emerge from a bad system, and a good system is meaningless if it is run by corrupt bureaucrats. The action taken is to build society continuously in order to become individuals and realize that good government can be built by good people and a good system. People also continue to be made aware, that only the best, who can hope for them, Justice, serve with sincerity and protect their people.

The government bureaucracy needs to be involved in the policy-making process in order to appear a feeling of responsibility and at the same time have accountability and responsibility and can strengthen the position of the bureaucracy. To avoid the emergence of the authoritarian bureaucracy, it is necessary that a strong control is really exercised by the existing social and political forces, also of the legislature so that the government bureaucracy does not feel immune to criticism, and feels never guilty.

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