

PUBLIC SERVICE PERFORMANCE: A CASE STUDY OF LOCAL GOVERNMENT BUREAUCRACY CAPACITY IN INDONESIA

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ABSTRACT

This research based on two main purposes, to: (a) investigate the reasons behind the unsuitability of public services implementation to public expectation and (b) find out the model of local government capacity building in improving public service performance in the context of Muara Enim Regency. Using a qualitative with participatory observation and in-depth interview with rich case informants, the results of this study were that the public service performance of the local government in Muara Enim was not in line with the public expectation due to the limited capacity of local government bureaucracy, leaders' low political will, low public participation, and inhibiting endowment factors in providing the services. Bureaucratic capacity building included individual capacity, institutional capacity, and system capacities which was carried out through the preparation and implementation of the road map and grand design of local government bureaucracy capacity building. Findings arisen from this study was that in addition to building the capacity of the bureaucracy, public service improvement also required leaders' political will, community involvement and endowment factor in the administration of public services and in the policy formulation of local government bureaucracy capacity building.

Keywords: Public service, local government, capacity building, local government

INTRODUCTION

One substance of the responsibility of local government to the community is organizing and providing public services. This can be realized through the willingness of local governments to meet the demands and needs of the community for education services, drinking water services, health services, population services and licensing services that are fast, cheap, easy and safe, easily accessible and convenient.

Muara Enim is one of the district governments that is struggling with issues of the performance of education services, health services, clean water services, population services, licensing services that are not in accordance with the demands and expectations of the community which adds to the bad image of the local government in the midst of people who always expect public service reform. The public services provided are considered to be too complicated and require a relatively long time, besides that the services provided tend to be based on very rigid and inflexible regulations, so that the apparatus is shackled to carry out innovations and creations in providing public services to the public. Therefore, the Muara Enim Regency Government needs to take concrete steps to improve its image in the eyes of the community and improve the performance of public services (education, health, clean water, population and licensing) to the community.

Capacity Building of Government Bureaucracy

Grindle (1997: 1-28) explains that capacity building is a series of strategies aimed at increasing the efficiency, effectiveness and responsiveness of government performance, by focusing on the dimensions

of: (1) human resource development; (2) organizational strengthening; and (3) institutional reform. Almost the same as the above definition, Keban (2004) explains that capacity building is actually related to the strategy of managing inputs and processes in achieving outputs and outcomes, and arranging feedback to make improvements in the next stage.

The strategy of organizing inputs deals with improving three levels of capacity: (i) capacity of the regional government system, (2) organizational capacity in the context of implementing regional autonomy (both at the regional and national level), and (3) individual capacity, namely staff of the government apparatus and non-government organizations to support the implementation of GTZ public services (2004: 5). The strategy of arranging processes is related to the ability of institutions to design, process and develop policies, organizations and management. The strategy of managing feedback is related to the ability to make continuous improvements by learning the results achieved, weaknesses of inputs and processes, and trying to make real corrective actions after making various adjustments with confusion.

Local Government Performance

Performance is the result of the work of an organization or company in a certain period. Performance limits are records of results obtained from certain job functions or certain activities over a certain period. From this understanding, it can be said that the achievement of high performance is an achievement for every organization and part (unit) of the organization, therefore each organization is required to be able to always improve its performance. The higher the organizational performance, the higher the level of achievement of organizational goals.

The performance of local government is reflected in productivity, service quality, responsiveness, responsibility, and accountability (Dwiyanto (2002), efficiency, effectiveness, fairness (Salim and Woodward, 1992 and Kumorotomo, 1996) of government performance that meets the principles of: (a) simplicity - public service procedures are straightforward, easy to understand and easy to implement, (b) clarity - this clarity includes clarity in technical and administrative requirements for public services and work units / officials who are authorized and responsible for providing services and resolving complaints / issues / disputes in the implementation of public services as well as details of the cost of public services and procedures for payment, (c) the certainty of time. The implementation of public services can be resolved within a predetermined period of time, (d) accuracy, public service products are received correctly, correctly and legally; (e) security Public service processes and products provide a sense of security and certainty ho kum; (f) responsibility. The head of the public service provider or appointed official is responsible for the administration of services and the resolution of complaints / problems in the implementation of public services; (g) completeness of facilities and infrastructure. Availability of work facilities and infrastructure, work equipment and other supporting facilities including the provision of telecommunications and information technology (telematics) technology; (h) ease of access. Place and location as well as adequate service facilities, easily accessible by the community, and can utilize telecommunications and information technology; (i) discipline courtesy and friendliness. Service providers must be disciplined, polite and polite, friendly, and provide services with sincerity; and (j) comfort. The service environment must be orderly, orderly, provided a comfortable, clean, neat waiting room, a beautiful and healthy environment and equipped with supporting facilities such as parking, toilets, places of worship and others. (Kepmenpan No. 63 of 2003 in Ratminto and Winarsih, 2007: 22).

Objective of the Study

This study aims to examine the reasons for the performance of public services that are not in accordance with the demands and expectations of the community and find a model of local government bureaucratic capacity development in adjusting the results of public service performance in accordance with the demands and expectations of the community.

Methodology

This study uses a qualitative method. The qualitative research method was chosen because the purpose of this study was to reveal or understand the meaning, context and process of mismatching the performance of public services with the expectations of the community from the perspectives and actions of the participants (informants) through participatory observation and in-depth interviews with 12 key informants directly related to service delivery activities public.

Finding and Discussion

Public Services that are the focus of research are population services, licensing services, drinking water services, and health services. This result can be concluded temporarily that public services are still far from people's expectations. The performance of public services in the three main services is still far from the expectations of many people, especially the people of Muara Enim Regency due to (a) limited apparatus expertise in carrying out services, (b) institutions are still in the form of offices (Echelon III), and (c) there is no allowance special welfare for the apparatus of service to the community, and the relatively limited supporting infrastructure; (d) certainty in the time of completion of KTP administration and licensing due to obstacles in the implementation of coordination with related work units; (e) the limited number of employees, weak coordination with related units, and lack of firmness in the delegation of authority for licensing services to KPPT.

The problem of health services is caused by (a) the not yet developed standardized service system, (b) the unavailability of information on services performed by RSUD Dr. HM Rabain; (c) the number and competence of employees in Dr. HM Rabain was not optimal; (d) not yet developed transparency, commitment, ownership, and concern of all employees for the progress of Dr. HM Rabain; and (e) the unavailability of an adequate Management Information System according to the hospital's standard requirements.

The results of the interview show that the mismatch of public services with the expectations and completeness of the community is caused by, first, the inability of the service apparatus to provide services to the recipient community as indicated by lack of skills in conducting public services and an unfriendly attitude in conducting public services. The apparatus' lack of skills is evident in the low competency of the apparatus, the limited number of service officers, and the absence of clear standard operating procedures (SOP) in the implementation of public services. Second, there is no political will from the leadership or the service apparatus in providing good services. This is indicated by the lack of supervision from superiors in the implementation of public services, the absence of reward and sanctions patterns in the implementation of public services, and the absence of periodic evaluations in the implementation of public services, and the weaknesses of leadership leaders in attitudes, and actions related to the implementation of public services. Third, the lack of supporting infrastructure for service delivery because the procurement of infrastructure facilities for public services is not yet a priority. In addition, the procurement of infrastructure facilities has not yet considered quality and has not yet been followed by training in the operation of the apparatus to operate it so that the facilities already purchased tend to be damaged quickly. Fourth, a bureaucratic mentality that is not to serve but to be served. In this case it is strongly influenced by the local socio-culture which is an endowment factor. The existence of a "locomotive" culture and a "be" culture among bureaucratic apparatus result in the performance of public services not being optimal. Fifth, the lack of community control over the bureaucracy in providing services to the community. This weak condition of community control is due to the exclusion of the community in making these public service policies. In addition, because they are less concerned about their rights as beneficiaries of public services.

The above findings are in line with the opinion of Burns et al. (1994: 23) concerning the phenomenon of unresponsive or responsive bureaucracy (unresponsive public bureaucracies) which appears in: (a) lack of commitment from management; (b) lack of knowledge and lack of understanding of quality management for apparatus in charge of serving; (c) the inability of the apparatus to change the culture that affects the quality of customer service management; (d) inaccuracy in quality management

planning that serves as a guideline in community service; (e) inability to build learning organizations, learning by individuals in organizations; (f) mismatch between organizational structure and needs; (g) insufficient resources and funds; (h) inaccuracy in the employee's reward and reward system; (i) inaccuracy in adopting quality management principles in the organization; (k) inaccuracy in giving attention to the community, both internal and external; and (l) inaccuracies in empowerment and cooperation (Julianta (2005: 19-20).

Government of Muara Enim Regency faces an unresponsive public service bureaucracy that results in population, health, drinking water, and licensing services that do not meet the principles and principles of public service. Public complaints about public services that are not in accordance with the principles and principles of public services led to several ideas to improve the performance of public services.

First, the performance of public services is improved through capacity building of individual bureaucracy. This can be done through increasing (a) knowledge of the field of work, work procedures, the community and work in general and specifically; (b) skills about what and how to do the work and duties; and (c) dispositions to meet new work standards and attitudes towards work, attitudes towards society, expectations about work, commitment to work and attitudes to change.

Increased knowledge, skills and dispositions are needed to create a professional bureaucracy in order to show the capacity, identity and hidden potential that exists in each apparatus. This is an important thought in the development of human resources, especially in the Muara Enim Regency government at this time. Bureaucracy is demanded to be able to maximize its potential capacity, then it is applied directly to their main assignments and functions as servants who are responsive to the desires, needs or needs of the community both internal and external.

Building the capacity of bureaucratic individuals in Muara Regency is important to change the pattern of unresponsive bureaucracy to responsive bureaucracy characterized by responsive, informative, accessible, coordinated, non-bureaucratic, willing to listen, effective and accountable behavior (Burns et al (1994: 23) Responsive public service bureaucracy will in turn produce public service performance in accordance with the expectations of the community.

Second, the performance of public services can be improved through capacity building of bureaucratic organizations. The capacity building of the bureaucratic organization carried out by the regional government of Muara Enim Regency includes (a) staff placement; (b) infrastructure, technology and financial resources; (c) strategic leadership; (d) program and process management; and (e) networking and relationships with other organizations and groups. In line with Douglas (2003: 20), organizational performance in the process is influenced by the external environment in which the organization operates and the internal environment of the organization, which is related to culture, rewards and incentives, and management style (Lusthaus et al. 1995 and 2002). The purpose of developing organizational capacity is to improve organizational performance and satisfy the expectations of stakeholders.

Based on information obtained from the informants, aspects of bureaucratic capacity building that need to be considered in improving public service performance are (a) organizational culture, a culture that fosters openness, collaboration, teamwork, and learning from mistakes that appear to be optimal for performance improvement ; (b) leadership, genuine commitment, long-term, inspirational senior leadership and motivating staff to contribute, develop and learn, be innovative, and be creative; (c) information systems, (d) technical skills, such as finding appropriate measurement strategies, analyzing data for these patterns, drawing conclusions about program design and data-based performance, and developing and implementing good recommendations for redesign program; and (e) incentives. Important incentives to stimulate investment and participation in improving the performance of public services. In addition, the capacity building of bureaucratic organizations conducted by the regional government of Muara Enim Regency includes (a) staff placement; (b) infrastructure, technology and financial resources; (c) strategic leadership; (d) program and process management; and (e) networking and relationships with other organizations and groups.

Third, system capacity building is related to aspects of good governance (good governance) of existing institutions with all stakeholders, both vertically with other government agencies and horizontally with community groups and the business world. GTZ (2004) further adds that system development essentially includes policies and setting relevant frameworks to achieve the stated policy objectives, which include the substance of policies, strategies, plans and performance targets.

Determination of public service performance that is not followed by adequate regulations has caused many vacancies in a good public institutional regulatory system. Existing authority arrangements have caused uncertainty over the functions that should be carried out by a public institution. This is an issue of regulatory authority that is not yet clear in the existing regulatory system.

In short, the development of bureaucratic capacity through improving the capacity of individuals, organizations and bureaucratic systems of local government is part of inward reforms (Meenekshisundaram, 2002) aimed at organizing inputs and processes in achieving outputs and outcomes, and organizing feedback to improve the performance of public services (Keban, 2004) and change the pattern of unresponsive bureaucratic behavior into responsive and accountable local government bureaucracy (Burns et al., 1998), creating a bureaucracy that has competitiveness (Cullen & Cushman, 2000: 21).

The delivery of public services in Muara Enim Regency, according to the informants, has been provided by the public service apparatus; but has not met the expectations and demands of the community and is not in accordance with the principles and principles of public service. In addition to the aspect of bureaucratic capacity, the discrepancy is also caused by weak community control or participation, low political will of officials and a lack of endowment factors.

First, the results of the study show that in addition to the low capacity of the bureaucracy in the delivery of public services, it also shows that the involvement of the public in the administration of public services is still low. This implies the need to involve all government stakeholders including the community in it in the delivery of public services, in the process of making bureaucratic capacity development policies. The involvement of the community is needed in improving the performance of local government such as the process of making policies to improve the performance of public services (a) it seems to be left to the respective work units; (b) it should also include consumers and not be dominated by the Government alone; (c) is a matter of regional government and rarely involves the community in making public service policies and if there is only a complement.

Community participation in the provision of public services is a good investment and a key element (a key cornerstone) of good governance (Johnston, 2001: 11-14). This enables the government to obtain a broader source of potential information, perspectives and solutions and improve the quality of development that is carried out. Equally important, community participation contributes to building trust in local governments, improving the quality of democracy and strengthening civil capacity.

Community involvement in public services is actually in line with the opinion of Langedard et al. (1981: 81) concerning service production systems or 'servuction', which refers to 'the simultaneity of service production and consumption.' This system implies that service user communities must participate in service production and a failure or non-participation could threaten services that accepted not only by this particular user, but also by other users (Bateson, 1985: 45). Bitner et al. (1997: 34) identify the roles of user communities according to service production participation: (1) citizens as productive resources, if the citizens act as employees or temporary members of the organization, (2) citizens as competitors for service, if the citizens are fully involved in the production process, and (3) citizens as contributors to quality, satisfaction and value, if the citizen truly participates in the production and can increase the likelihood of achieving his / her necessities and expected benefits.

In short, community involvement in the whole process of implementing policies both public services and bureaucratic capacity development takes place through transparent and accountable processes; through democratic dialogue from internal focus (resources and activities) to external focus (outputs and outcomes); and from the classic design-production-evaluation-evaluation cycle to the

involvement of stakeholders in general, and society in particular at each and every stage of the policy cycle. This is necessary so that the implementation of local government, especially the implementation of public services in Muara Enim Regency is truly in accordance with the needs, expectations and demands of the community.

Second, political will relates to (a) a matter of initiative - that is, an initiative to improve the performance of public services and develop the capacity of local governments. Does the local government have the initiative to do that; (b) priority: whether the local government conducts an in-depth study and determines which sectors will be the priority targeted for capacity building to improve the performance of public services; (c) mobility of political support: the presence or absence of political will also depends on the willingness and ability to garner support from the program; and (d) law enforcement in the form of punishment for officials who do not carry out capacity building activities (sanctions) and (e) business continuity is an effort that is continuously pursued, or for a momentary interest.

Blair (2005: 48) explains that effective government - a government that can promote and protect people's human rights and can provide services to its people and the climate for entrepreneurship and growth - is the foundation for development. Without progress in governance, all other reforms will have little impact. Despite improvements, weaknesses in governance and capacity are the main cause of difficult experiences over the past decade. Improvements in governance, including democracy are, first and foremost, the responsibility of government and society, and they require time and commitment. But there are also actions that outsiders can take both to support and to destroy good governance. Two important areas: capacity (the ability to design and provide policies) and accountability (how the government responds to its people).

Third, the endowment factor is related to the socio-cultural values that develop in the community and supporting infrastructure. The Asian Foundation (2011) defines the endowment factor as a gift factor which includes natural resources, a strategic location, and the presence of adequate infrastructure in the implementation of development in the regions. While Fadel Muhammad (2008: 76) explains that regional endowment factors include physical capital and social capital. Physical capital is concerned with natural resources and regional infrastructure and social capital is concerned with the population, apparatus resources, and socio-cultural values that develop in society. In line with this opinion, Golembiewski (2003: 56) explains that the supporting or inhibiting factors that must be taken into account for the successful implementation of entrepreneurial management capacity, namely local environmental conditions, organizational culture readiness, and support of the macro environment. That is, management capacity can function well (in influencing the performance of local governments) if it is supported by regional endowment factors, organizational culture, and the macro environment.

In short, increasing the capacity of the bureaucracy (the capacity of individuals, organizations and systems) is a necessity in responding to issues of public service performance that do not meet the principles and principles of public service in Muara Enim Regency. Capacity building of local government bureaucracy (individual capacity, organization din system) needs to be combined with community involvement in the process of providing public services) so that public services provided by the Government bureaucracy so that the local government bureaucracy performs its duties and main functions efficiently, effectively, responsively and accountably or in accordance with the principles and principles of public service. The findings of this study are in line with the opinion of Meenakshisundaran (2002) that the improvement or improvement of public services is not only done through building the capacity and commitment of the bureaucracy to provide public services and to perform the main functions and functions of the bureaucracy efficiently and effectively (inward reforms), but it also needs to be accompanied by collaborative efforts with civil society to achieve the efficiency and effectiveness of public service delivery (outward reforms).

Conclusion

Performance of public services in Muara Enim Regency has not met the expectations and demands of the community. This is due to the low capacity of individuals, the organization and the bureaucratic system of the Muara Enim Regency government, the low political will of the leadership, the weak participation of the community and the existence of inhibiting endowment factors. To overcome the problem of the low performance of public services needed several important things. First, the government needs to carry out inward reforms in the form of improving and structuring the capacity of individuals, organizations and bureaucratic systems of local governments. This is deemed necessary to encourage improvements in the practice of public service delivery while at the same time improving public services. Second, the performance of public services can also be improved by strengthening the political will of the leadership, increasing the participation of the public in the delivery of public services and improving the inhibiting endowment factors. Third, the Muara Enim Regency Government needs to formulate and implement a capacity building policy for the regional government bureaucracy in the form of a Grand design and a road map that is determined with appropriate legal products. Fourth, the Muara Enim Regency Government needs to innovate government policies to meet the needs of the community in a higher quality by redesigning the government bureaucratic organization and rearranging the structure, process and behavior of government organizations at various levels. Finally, local government should change as a dialectical process. Therefore, change or reform must be born from a participatory approach that utilizes the knowledge and commitment of various interested parties (all stakeholders) through a dialectical process.

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