Public Service Model on Bureaucracy Reform in Lampung Utara

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Abstract

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This study aims to identify the implementation of bureaucratic reform, as well as to offer several solutions for improving licensing administration services. This research uses a qualitative approach with the type of instrumental case study research. The research location was carried out at the North Lampung Regency Licensing Service. Data collection techniques used, namely: in-depth interviews, document studies and observation. The results showed that the implementation of bureaucratic reform in licensing administration services, from the institutional aspect that the licensing service for North Lampung Regency was in the form of One Stop Service; aspects of Human Resources that the qualifications of existing employees are not in accordance with the needs of the organization, the discipline and responsibility of employees is still relatively low. Regional governance reform begins with the form of regional autonomy. Regional autonomy represents the authority to regulate government businesses that have local character in accordance with initiatives that are in accordance with the aspirations of the community. Regional governance reform aims to maximize service functions that have a more public locality character. Reform of the implementation of regional governance can be carried out by relating to the conception of a...
new public service that is oriented towards community services that are responsive to various public values and interests and are also non-discriminatory.

A. Introduction

Implementation of Regional Autonomy which has been launched by the government since 2001 has brought about changes in the implementation of local government. Regional autonomy in the context of Indonesia is one of the main reform agendas aimed at reducing the economic-political gap between the central and local governments. Autonomy itself as a form of freedom to regulate internal problems without intervention by other parties, in other words, when it is associated with the word region, regional autonomy itself means self-government. Regional autonomy is the right, authority and obligation of an autonomous region to regulate and manage its own government affairs and the interests of the local community in accordance with statutory regulations. One of these changes is the granting of broader authority in the administration of several areas of government. Along with the expansion of this authority, the government bureaucratic apparatus in the regions can better manage and provide public services in accordance with the needs of the community.

Public Service regulates the principles of good governance which are the effectiveness of the functions of the government itself. In the case of government, the party providing the service is the government apparatus and all its facilities and institutions. Service is the main task that is essential from the figure of the apparatus, as a servant of the state and public servant. The quality of public services is still characterized by services that are difficult to access, complicated procedures when it comes to taking care of certain permits, unclear fees and the practice of illegal levies (extortion), are indicators of the low quality of public services in Indonesia. Where this is also a result of various public service problems that have not been felt by the people. In addition, there is a tendency for injustice in public services where people who are classified as poor will find it difficult to get services. On the other hand, for those who have “money”, it is very easy to get everything they want. For this reason, if inequality and injustice continue to occur, this partisan service will create a dangerous potential in the life of the nation. These potentials include the occurrence of national disintegration, wide differences between rich and poor in the context of services, slow economic development, and at certain stages can explode and harm the Indonesian nation as a whole.

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Then, there is a tendency in various central government agencies that are reluctant to hand over greater authority to autonomous regions, as a result of which public services become ineffective, efficient and economical, and it is possible that service units tend to be unresponsive, responsive, and unrepresentative in accordance with the demands of society. Many examples can be identified; such as services in the fields of education, health, transportation, social facilities, and various services in the field of services managed by local governments have not satisfied the community, unable to compete with services managed by the private sector. Norman Flyn suggests that public services managed by the government in a hierarchical manner tend to be characterized by over-bureaucratic, bloated, wasteful, and under-performing.\(^7\)

These events are more due to the government paradigm that has not undergone a fundamental change. The behavior of the state apparatus in a bureaucratic environment that still places itself to be served rather than to serve. Supposedly, in the current era of democratization and decentralization, all bureaucratic devices need to realize that service also means a spirit of service that prioritizes efficiency and the nation's success in building, which is manifested among others in the behavior of "serving, not being served", "encouraging, not hindering", "to make it easier, not to complicate", "simple, not complicated", "open to everyone, not just for a few people".\(^8\)

In order for quality public services, the government should reform the paradigm of public services. This reform of the public service paradigm is a shift in the pattern of public service delivery from what was originally oriented to the government as a provider to a service that is oriented to the needs of the community as users. That way, there is no alternative entrance to start improving public services other than as soon as possible to listen to the voice of the public itself. This will be the way to increase public participation in the field of public services. Therefore, the reform of the paradigm of public service must be accompanied by reform of the administration of government, in the context of regional autonomy, it means how to reform the pattern of regional government administration. This research uses approach Social Legal. With this approach, a study of the law will be carried out using the approach of legal science and social sciences. While the analysis uses a descriptive analysis approach. The main data of this study came from interviews with employees who are directly involved in the implementation of public services, as well as with the Head of the North Lampung Regency Government Licensing Service, as well as with the public who use public services provided by the North Lampung Regency Licensing Service. For the purposes of triangulation, the main data is also taken by means of observation. Meanwhile, for some additional data that is not available in the form of documentation, it is taken with a record. To ensure the degree of trustworthiness of the results of this study, from the beginning, efforts have been made to maintain the validity of the data collected. Techniques taken to maintain the validity of the data include: a) Performing diligence in observing, b) Performing triangulation, c) Conducting peer review through discussion, d) Presenting detailed descriptions and d) Conducting auditing.

In this research, the author examines related to bureaucratic reform, especially in the public service model in North Lampung Regency. The implementation of bureaucratic reform in licensing administration services, from the institutional aspect in North Lampung Regency in the form of One Stop Services, but there are some discrepancies between employee


qualifications and existing human resources for organizational needs. So that it has consequences in the form of low discipline and responsibility of employees.

The novelty of this research will contribute to the central government and local governments to the process of bureaucratic reform in public services, especially licensing administration services. The system used is a system that is well designed to provide services to the community, but in its implementation it is constrained by human resources that are not in accordance with the needs of the organization. From this study described solutions that can be done to improve the bureaucratic system, especially in the public service model.

B. Discussion

1. Regional Government Reforms Regional

Government reforms in Indonesia were marked by the issuance of Law no. 23 of 2014 concerning Regional Government. The desired reform in the law pertained radical reforms (radical change) or drastic (drastic change) and not a reform that is gradual (gradual change). Therefore, the conflicts, crises and shocks that accompany these reforms are bigger than any previous series of reforms. Compared to regional government reforms in various other developing countries, regional government reforms in Indonesia are still quite large. Regional government reform in Indonesia is classified as a big bang approach. In carrying out daily tasks and functions, seriousness is needed in doing work so that the work results are in accordance with the expectations of the organization's goals.9

The magnitude of the changes that occurred in the regional government reform can be seen from the regional government paradigm shift that occurred. The paradigm of "structural efficiency model" which emphasizes the efficiency and uniformity of local government (local government) is abandoned and adopted the paradigm of "local democracy model" which emphasizes the value of democracy and diversity in the administration of local government. Along with that, there has also been a shift from prioritizing deconcentration to prioritizing decentralization.10

Based on the identification results, the implementation of bureaucratic reform by looking at the institutions, human resources, as well as systems and procedures at the North Lampung Regency Licensing Service, the implementation of bureaucratic reform does not stand alone because it is a series of causes and effects, so that in realizing bureaucratic reform a comprehensive approach is needed. and systemic, this is in accordance with Dugget that bureaucratic reform is a process that is carried out continuously to redesign the bureaucracy in the government environment. From the results of this study, it shows that the licensing administration services from some of the most prominent informants' complaints tend to be more than the SOP time. This inconsistency will make it difficult for the community as service users, so that it can become a shortcoming that can be exploited by service providers and service recipients in ways that are contrary to the rules and are detrimental to other parties, in this case service users.

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Research findings from the habit of officers receiving incentives will cause them to take actions that discriminate against service users. From several interviews with informants, it shows that the use of intermediaries with the provision of incentives will make it easier for service users to achieve what they want but on the other hand it will be detrimental to fellow service users who do not use intermediaries. This is in line with the expression which states that the essence of public service refers to incentives as a determining factor for subordinate bureaucracies (street level bureaucracy) in creating service satisfaction to customers.\footnote{Im, T. (2014). Bureaucratic power and government competitiveness. In The Korean Government and Public Policies in a Development Nexus, Volume 1 (hal. 55–75). Springer.}

The second problem, in terms of demand, is that local governments face an ever-increasing demand for the fulfillment of public goods and services, which are defined as urban services. Mass transportation, flood control, and maintenance of cleanliness or the environment are examples of urban services whose needs are increasing.

These two problems are phenomena of government growth faced by many local governments, if this phenomenon cannot be anticipated properly, the development process will experience obstacles. This anticipation is intended to achieve a government that is able to provide better service innovations to the community.

2. The Concept of Reinventing Government Management

The Model New Public has undergone several incarnations, for example the emergence of the concept of “managerialism”; “market-based public administration”; “post-bureaucratic paradigm”; and “entrepreneurial government”.\footnote{Osborne, David & Gaebler, T. 1992. Reinventing Government : How The Entrepreneurial Spirit is Transforming The Public Sector. Reading, Massachussetts : A William Patrick Book.} New Public Management focuses on performance-oriented, not policy-oriented public sector management. The use of the paradigm New Public Management has several consequences for the government, including demands for efficiency, cost cutting, and tender competition.

According to Osborne and Gaebler, there are ten principles of reinventing government management, namely the first is a catalytic government that separates the government's function as a director and an executor. Both governments belong to the community, namely transferring the control authority owned by the government to the people. Third, competitive government, which requires competition among service providers or services to compete based on performance and price. Fourth, mission-driven government, which is changing a rule-driven organization into a mission-driven organization. Fifth, government that is customer-oriented, that is a government that better meets customer needs, not bureaucratic needs. Seventh, entrepreneurial government, which is a government that tries to focus its energy not only on spending the budget, but also on making money. Eighth, anticipatory government, namely the government that seeks to prevent rather than cure. Ninth, decentralized government, which is a government that is run from a hierarchical to participatory and team work. Tenth, the government is market-oriented (mechanism), namely the government that is able to make changes with market mechanisms (incentive systems) and not with administrative mechanisms (procedural and coercive systems).

The relevance of the concept of reinventing government management to efforts to develop apparatus and mechanisms for implementing local government apparatus is very much. Among other things, there is a strong commitment to reform the bureaucracy within the local government, accompanied by the need for a clear vision and mission from the leadership to do so. With the strength of the vision and mission possessed by the leadership, it is expected to be
able to balance the style and pattern of management with the changes and dynamics of an increasingly complex environment.

Another thing that is very essential in reinventing government management is that various mechanisms for providing infrastructure and public facilities that should be handled by local governments are gradually shifted by empowering the community. Thus, funding limitations and so on can be covered with a pattern like this.

3. Concept and Dynamics of Public Service Public

Service is a product of public bureaucracy which is accepted by users and society at large. Therefore, according to public service, it can be defined as a series of activities carried out by the public bureaucracy to meet the needs of user citizens. Users referred to here are citizens who need public services, such as making ID cards, IMB, birth certificates, land certificates and so on. People always demand quality public services from the government bureaucracy, even though these demands are often not in line with their expectations, because empirically the public services that have occurred so far still seem convoluted, slow, expensive and tiring. Such a tendency occurs because the community is still positioned as the party "serving", not "being served". Therefore, at this time the urgent need that needs to be done by the government bureaucracy is to reform public services by returning and placing "servants" and those "served" into their true meaning.

With regard to public services in the context of realizing people's welfare, the public bureaucracy certainly makes a very large contribution, because everything that is included in the scope of state administration cannot be separated from the context of public service and public affairs. Public goods and services should be managed efficiently and effectively. Meanwhile, the consequences of such management are the responsibility of the bureaucracy. Thus, the very strategic role of the government will be largely supported by how the public bureaucracy is able to carry out its duties and functions.

With the control of the public, public services will be better, because they will have a better commitment, care and be more creative in solving problems. Services provided by bureaucrats are interpreted as obligations, not rights because they are appointed by the government to serve the community, therefore a strong commitment must be built to serve so that services will be more responsive to community needs and can design service models that are more creative and more efficient.

Meanwhile, in the context of decentralization (regional autonomy), that public services should be more responsive to public interests. The public service paradigm has evolved from services that are centralized in nature to services that focus more on customer-driven government with the following characteristics: (a) more focused on regulatory functions through various policies that facilitate the development of conditions conducive to service activities to the community, (b) focusing more on community empowerment so that the community has a high sense of belonging to the service facilities that have been built together, (c) implementing a competition system in terms of providing certain public services so that the community gets quality services, (d) focused on achieving the results-oriented vision, mission, goals and

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objectives (outcomes) in accordance with the inputs used, (e) prioritizing what the community wants, (f) in certain cases the government also plays a role in obtaining opinions from the public, public of the services implemented, (g) prioritizing anticipation of service problems, (h) prioritizing decentralization in the implementation of services, and (i) implementing a market system in providing services.

Basically the government has made various efforts to produce services that are faster, more precise, humane, inexpensive, non-discriminatory, and transparent. However, the efforts that have been taken by the government do not appear to be optimal. One indicator that can be seen from this phenomenon is the public service function which is widely known for its bureaucratic nature and gets many complaints from the public because it still does not pay attention to the interests of its users. Then, public service managers tend to be more directive which only pays attention to / prioritizes the interests of the leadership / organization. People as users don't seem to have any ability to be creative, like it or not, like it or not, they have to submit to the manager. Supposedly, public services are managed with a paradigm which supportive focuses more on the interests of the community, service managers must be able to act as servants who are aware of serving and not being served.

The results of the observations show that the discipline and responsibility of the employees of the Licensing Office of North Lampung Regency are still relatively low, the counter officers often leave the place during office hours, especially when visitors are quiet, observations of employee behavior when dealing with service users show an attitude of inattention, they often do things others when dealing with applicants, for example receiving personal telephone calls or talking to coworkers about things outside of their duties, this shows the employee's low attitude towards the applicant or the community members served.

From the results of the exposure of capacity development through technical training, it can be concluded that the intensity of capacity development of the Licensing Office of North Lampung Regency through technical training is still low with an average implementation of only once a year with a quantity that follows an average of 1 per training. In terms of assignments, so far the assignment to the scope of the North Lampung Regency Licensing Service is still adjusted to the main tasks and functions of the apparatus concerned. This is inseparable from the duties and functions that exist within the Office, which are mostly technical in nature, which makes it impossible for apparatus from one field to represent other fields. The existence of linkages between assignments and main tasks and functions causes certain technical fields to get a larger portion of assignments compared to other fields, this fact causes an uneven distribution of knowledge and skills among local government officials.

4. Reform Paradigm Public Service

Theoretically, Denhardt says that there has been a paradigm shift in the public service of a model of public administration of traditional (old public administration) to a model of the new public management (new public management) and finally to the public service model new (new public service) as shown in the following table.
Tabel 1. Paradigm Shift of Public Service Model

<table>
<thead>
<tr>
<th>Aspects of</th>
<th>Old Public Administration</th>
<th>New Public Management</th>
<th>New Public Service</th>
</tr>
</thead>
<tbody>
<tr>
<td>Basic Theory</td>
<td>of Political</td>
<td>Theory Economic</td>
<td>Theory Democratic Theory</td>
</tr>
<tr>
<td>The concept of the public interest Public</td>
<td>interest is something that is defined politically and stated in the rules</td>
<td>The public interest represents the aggregation and individual interest</td>
<td>The public interest is the result of the aggregation of dialogue about various values</td>
</tr>
<tr>
<td>To Whom the Bureaucracy is Responsible</td>
<td>Clients and Voters</td>
<td>Customer</td>
<td>Citizen</td>
</tr>
<tr>
<td>Government Role</td>
<td>Rowing (rowing)</td>
<td>Directing steering</td>
<td>Negotiating and lobbying various interests of citizens and community groups</td>
</tr>
<tr>
<td>Accountability</td>
<td>According to the administrative hierarchy</td>
<td>The will of the market which is the desire of the customer</td>
<td>Multi aspects; accountable to the law, the value of community, political norms, professional standards, the interests of citizens</td>
</tr>
</tbody>
</table>

Source: Denhardt and Denhardt (2000).

In the model new public service, it is based on democratic theory which teaches the existence of egalitarian and equal rights among citizens. In this model, the public interest is formulated as a result of dialogue from various values that exist in society. The public interest is not formulated by the political elite as stated in the rules. Bureaucracies that provide public services must be accountable to society as a whole. The role of the government is to negotiate and explore the various interests of citizens and various existing community groups. In this model, the public bureaucracy must not only be accountable to various legal rules, but also must be accountable to the values that exist in society, prevailing political norms, professional
standards and the interests of citizens. Those are a series of ideal public service concepts today in the era of democracy.

The theoretical basis for the ideal according to the paradigm public service new public service is that public services must be responsive to various public interests and values. The government's task is to negotiate and elaborate on the various interests of citizens. Thus the character and values contained in public services must contain the preferences of values that exist in society.

Because society is dynamic, the character of public services must also always change following the development of society. Besides that, the new model of public service must be non-discriminatory as intended by the theoretical basis used, namely the theory of democracy which guarantees equality regardless of origin, ethnicity, race, ethnicity, religion, and party background. This means that every citizen is treated equally when dealing with the public bureaucracy in receiving services as long as the required conditions are met. The relationship that exists between public bureaucrats and citizens is an impersonal relationship so that it avoids the nature of nepotism and primordialism. This public service model is expected to be a model that is in accordance with the expectations of the community.

C. Conclusion

Reform of local government in Indonesia is in the conception of the reforms that are radical (radical change) or drastic (drastic change) and not a reform that is gradual (gradual change). This research is directed to identify the form of bureaucratic reform in public services, which is one type of service in the form of PTSP, namely licensing services in North Lampung Regency. After identifying the form of implementation of bureaucratic reform, then an analysis is carried out to find out how to reform the bureaucracy. In general, the conclusions drawn from this study are that from the institutional aspect, human resources, as well as systems and procedures have not run optimally. In the reform of regional government, there is a paradigm shift in regional government. The paradigm of "structural efficiency model" which emphasizes efficiency and uniformity of local government (local government) is abandoned and adopted by the paradigm of local democracy model which emphasizes the value of democracy and diversity in the administration of local government. At the same time, there has also been a shift from prioritizing deconsentration to prioritizing decentralization.

To reform government management in order to improve public services for the better, it can be pursued through the program reinventing government management. Basically, the concept of reinventing government management aims to improve the efficiency, effectiveness and performance of government and empower the community. Meanwhile, there has also been a paradigm shift in public services from the traditional public administration model (old public administration) to a new public management model (new public management) and finally to a new public service model (new public service).

Based on the findings of the author's research in North Lampung Regency, it is a transitional society (prismatic society) that is between traditional and modern society which basically knows the existence of standard payment rules for licensing management but is paid more than the standard that has been set. So that the actions of the community that also
influenced the reform of the bureaucracy which in this paper is termed as a "heretic of doubt". In accordance with the increasing needs of society, more open demands, and the development of globalization which triggers an even faster increase in the needs and demands for public services, the paradigm **new public service** which requires public services must be responsive to various public interests and values. and is non-discriminatory.

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