

Reformation of Local Government Administration and Public Service: A Study On Electronic Identification Card (E-KTP) Service in East Kutai Regency, East Kalimantan Province

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ABSTRACT

The efforts to revitalise organisation and personnel's behaviour are not yet significant. Tendencies of public services that are oriented to power have so far made bureaucracy shifted further away from the original vision and mission. Bureaucracy personnel have placed themselves as authorities rather than public servant. Bureaucracy attitudes in public service often neglect people's aspirations and interests. Those attitudes along with strong paternalistic culture influence have worsened public service system. They tend to place political elites and government bureaucracy interests as dominant variables in public service. This study is related to the issues of reformation in local government administration and public service that cover reformation of local government administration and public service in East Kutai Regency. The results of the study show that the government of East Kutai has reformed the administration by making changes in organisation, human resources and personnel' behaviour. However, these changes are not accompanied with significant changes in public service quality. Reformation is still necessary to improve the quality of public service. This reformation should be accompanied with changes in work ethics culture of personnel and supervisors. The study recommends that there should be government policies in the form of regulation or financial policies to realize moral development and improvement for personnel and workshop and trainings for society.

Keywords: Reformation, local Government, administration, public service

INTRODUCTION

Public administration reformation requires changes in the paradigm of public service based on efficiency, responsiveness, honesty, fairness and openness [1] in order that services can be accountable. Bureaucratic accountability is an essential requirement in administration reformation in a democratic country. The steps in public administration reformation are essentially related to two fundamental aspects i.e. (1) cutting back administrative problems; and (2) improving government organizational ability in solving public issues in improving quality of service [2]. The first aspect is related to the revitalization of organizational structure and environment and the second aspect is related to the effort of personnel's ability improvement, both of which should be dealt with by the bureaucracy. In the practice, bureaucracy is inseparable from a country's governance; hence it is not surprising that success or failure of governance is often associated with success or failure of administration. The phenomena of citizenry service and civil documentation administration especially electronic identification card (henceforth e-KTP) in various regions have often been

sarcastically commented which show immense public disappointment towards government's bureaucracy. The crisis of reliability and trustworthiness towards bureaucracy is reasonable because for 32 years, public bureaucracy has been an effective instrument for the new order to sustain its power.

A long and strict hierarchy of bureaucracy structure that requires all bureaucracy personnel in lower levels to connect directly to the top leaders has made the process even more inefficient. This kind of work mechanism and procedure is a sign that bureaucracy that directly faces abuser as service users are not given sufficient authority to respond to the dynamics and demand that develop in public service administration. Public service bureaucracy that distinguishes clients and customers has made bureaucracy unreachable for people in general. Service access given to public is often different from one another. Special service treatments given to connection, family members, relatives, close acquaintances, political elites, people who are close to bureaucracy or those who give special service are indicators of injustice in public service. People who want public bureaucracy to be neutral, objective and undistinguishing as well as giving appropriate, quick and precise responses will be disappointed. These phenomena are indicators that show the fragility of government bureaucracy trustworthiness in public.

This study is related to the issues of local government administration and public service reformation that covers local government administration and public service reformation in East Kutai Regency. Based upon the phenomena described above, the study aims to answer the following questions: 1) How is the process of administration reformation in organisation, human resources and personnel's attitude in East Kutai?; 2) How is e-KTP service administration in East Kutai Regency?; 3) How is the quality of e-KTP service administration in East Kutai Regency?; and 4) What are the inhibiting factors in the quality of public service administration in East Kutai Regency? Generally, the study objective is to understand and analyse the phenomena related to local government administration and public service reformation.

MATERIALS AND METHODS

The development of Regional Autonomy in Indonesia

Regional autonomy regulation number 22, 1999 that contains 134 articles is a substitute of Regulation number 5, 1974 that was considered unsuitable for the present situations. The regulation also contains 19 articles about village governance regulations i.e. number 5, 1979. While regulation number 25, 1999 is about the balance of finance between the central and regional government in 33 articles about the basics of new government budgeting arrangement.

The background of the implementation of the new regional autonomy policies is the turmoil of economic and politics. At that time, the policies are centralised, making regions dependent on the central government. In this case, regional government dependency as a result from centralised and uniformed governance has created poor public service administration that neglects regional interests.

The Concept and Development of Administration Reformation

Reviews of public administration has continuously developed along with the changes in a country and in the complexities of issues faced by public administrator. Denhardt and Denhardt [3] in this case have proposed main perspectives in public administration i.e.: (1) old public administration (2) new public management; and (3) new public service.

Old Public Administration is a classical perspective developed [4]. Two main ideas were proposed in this work i.e.: (1) The idea of separation of politic and administration; in which public administration is not actively and extensively involved in policy making because the main responsibility of administration is to implement policies as well as to provide public service. In running their responsibilities, it is expected that public administrator can be fair and professional. (2) The idea that focuses on public administration. Willoughby [5] states that there are administration principles in any type of organisation. Administration principles can be applied wherever, whenever and to whomever either small-scaled or big-scaled organisations or either government or private organisations.

Concepts and Theories of Public Service

In some cases, other peoples especially in secure regions are not going to be jealous towards the implemented policies. Secure regions do not need security officers (e.g. police). The illustrated example is a part of unfair services towards individuals based on relevant differences. Therefore, fair bureaucracy of public administration can be viewed from various dimensions according to the purposes. However, fair services should reimburse each individual's or public's rights so that they gain security and prosperity in life.

Generally, the term *public* means people or common (as opposite to private). The term public or private is derived from Latin, in which public means "*of the people*" (related to people or society as a part of a country), while private means to "*set a part*" (separate part of people or society), therefore, the term public can be concluded as a group of people or human being with their capacity as communal interests bearer of citizenship in a country.

Theories and Concepts of Bureaucracy in Public Service

It should be acknowledged that the understanding of bureaucracy is not universally standardized. This is shown with discrepancies of views upon describing, not defining, the characteristics of bureaucracy. Only those agree with Weber are able to define the term.

Frederickson [6] defines public bureaucracy justice in the formulation and public service implementation by giving three fundamental patterns as criteria of justice that can be used as guidelines to apply in service by public organisation namely:

1. Equal service for all
2. Proportional service for all

METHODOLOGY

This study aims to discover, understand and explain the phenomena related to administration and public service reformation i.e.: a study on the process of administration and public service reformation in East Kutai Regency. This study employs naturalistic qualitative approach [7] [8].

The researchers selected and decided to site of the study in East Kutai Regency because the task scope is wide and from the observation, it was found that East Kutai Regency has given public service in accordance to Presidential Regulation Number 25, 2008 and had new innovations.

Based on the questions and objectives of the study, the focus of the study is:

1. The process of government organisation reformation in East Kutai Regency.
2. Service administration of e-KTP in East Kutai Regency.

3. Service quality of e-KTP in East Kutai Regency.
4. Inhibiting factors of public service in East Kutai Regency.

The data analysis in this study is carried out using data analysis design in interaction model [9] i.e. that data reduction analysis, presentation and conclusion drawing/verification activities as well as data collection activities are a cycle process or interactive process.

RESULTS AND DISCUSSION

The discussion analyses and interprets the data and describes field work results by comparing theories, concepts, normative, facts and phenomena of the study objects. The description, analysis and interpretation of the study are methodological answers towards the research questions.

Local government administration reformation is directed towards the change in bureaucracy system and oriented to state interests with orientation to public service. The changes are expected to focus on two essential matters namely (1) Organisational change, by emphasizing on structural change and focusing on downsizing organisation to become more efficient; (2) Behavioural change focusing on individual, group and organisational attitudes for the attainment of vision, mission and objectives of organisation [10].

In the operation, the development of government bureaucracy change process can be explained in biological metaphor [11] with the strategy of Deoxyribo Nucleic Acid (DNA) or better known as genetics code. The maintenance of the five DNA strategies in the bureaucracy life system will determine the quality of service system based on the principles of efficiency, effectiveness, justice, honesty, accountability openness and responsiveness towards people's needs.

There are three main elements for the development of government organisation i.e. (1) organisational structure, (2) clear vision and mission, and (3) available human resources. These three elements are inseparable because they are related to one another.

Generally, bureaucracy personnel's awareness towards local government in the implementation of administration reformation is sufficient. However, the quality of public service remains poor as seen from the standard measurements. This is shown, for example, by particular bureaucracy personnel who do not run their functions based on the set norms, hence there is an emergence of complaints in relation to service process in the office resulting in the loss caused by service users.

The administration of e-KTP service is generally inadequate due to the lack of human resources and infrastructure that result in the delay of card printing.

Local government administration reformation in the form of organisational, human resources and personnel's behaviour changes has occurred but not yet followed by improvement in public service quality hence it is necessary to improve supervision and communication factors.

The inhibiting factors of administration and public service reformation is inefficient communication in socialising the regulations to stakeholders because there is not enough information transparency which further cause misinformation for the people who use the service.

Inhibiting factors in terms of public service quality is inadequate supervising mechanism that causes abusive behaviour from bureaucracy personnel in public service reformation.

Supervising mechanism that is supposed to function as an anticipation against abuse in administration and public service reformation implementation needs to be reinforced e.g. as a form of sanction towards the abuser.

Bureaucracy personnel's' behaviour in implementing public service reformation is inadequate. Bureaucracy personnel in local government in public service do not seem to run their functions based on the set regulations because of the poor awareness of bureaucracy personnel towards the regulations itself.

Major proposition: local government administration reformation in the form of organisational, human resources and personnel's behaviour changes has occurred but not yet followed by improvement in public service quality hence it is necessary to improve supervision and communication factors.

This finding can be used as a reference in decision making to support public administrators in administrative level who often make decisions in political domain to be more rational, professional and flexible in their public service. The practical implication is that the government of East Kutai Regency has reformed the administration in the form of changes in organisation, human resources and personnel's behaviour not yet accompanied with significant improvement in public service quality. To improve public service, administration reformation is still continuously improved and should be followed with the change in work ethics of the personnel.

CONCLUSION

1. It is necessary to administer public service that is more objective, undistinguishing, dedicated and responsible.
2. It is necessary for the bureaucrat actors to be less hegemonic and arrogant as public servant and view public as guests who need to be helped and respected.
3. There should be authority delegation from bureaucracy at the upper level to the bureaucracy at the lower level in order that bureaucracy at the lower levels especially those who directly connected to public i.e. street level bureaucracy are not hesitant in making policies.
5. Public accountability should be improved by involving public in assessing various policies and their implementations, along with transpiration of responsibilities for all activities in e-KTP service to public.
6. Bureaucracy personnel in the Office of Citizenry and Civil Documentation of East Kutai Regency need to improve their performances within the reformation in order to recognize and run their functions well.
7. To improve the understanding and service regulations for personnel or people in general, workshops and trainings can be held through village government as well as socialized through mass media.
8. It is necessary that the government of East Kutai Regency to build the facilities in minimizing technical and non-technical hindrance in public service.
9. It is necessary to grow self-awareness in each personnel to improve work ethics for the public service reformation.
10. All personnel should be obedient towards the regulations in organization as the guidelines in doing daily routines for the success of organization programs.

11. For government, a policy is necessary either in the form of regulation or financial to realize moral development and improvement for personnel and workshop and trainings for society.
12. Society is expected to participate pro-actively to support government programs as well as to give social control as check and balance power in the process of public service administration to prevent possible abuses by personnel within the process.
13. Further researchers are expected to review other factors related to service reformation that have not been covered in this study.

THEORETICAL AND PRACTICAL IMPLICATIONS

Theoretical implications

This study has contributed on the theoretical framework of administration reformation. It is necessary to undergo further researches to strengthen empirical findings in this study. This study is incomplete and tentative hence needs more meticulous follow-ups. The incomplete issues among others are how administration reformation can be withdrawn from political influences and local culture.

Practical implications

Practically, the findings of the study can be used as references in decision making to support public administrators in administrative levels and political domains to be more rational, professional, accountable and more flexible in serving public. The practical implication is creating personal relationship among bureaucrats that imply to corruption, collusion and nepotism as a result of strong political influence in bureaucracy decision making in public service.

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