

CAPACITY BUILDING OF LOCAL GOVERNMENT BUREAUCRACY IN IMPROVING PUBLIC SERVICE PERFORMANCE IN MUARA ENIM REGENCY, SOUTH SUMATRA PROVINCE

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Abstract : This research was based on two main purposes, namely to: (a) investigate the reasons behind the insuitability of public services implementation to public expectation and (b) find out the the model of local government capacity building in improving public service performanace 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 performance, Bureaucratic capacity building, Political will of leaders, Endowment factors, Community participation

1. Introduction

One substance of regional government liability to the public 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 regency governments that is struggling with issues of performance in education services, health services, clean water services, population services, licensing services that are not in accordance with the demands and expectations of the community. This adds to the bad image of the regional government in the midst of the people who always expect public service reform. The public services provided are considered to be too complicated and require a relatively long time. In addition, the services provided tend to be based on very rigid and inflexible regulations, so that the apparatus is shackled to carry out the power of innovation and creation 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.

This study aims to (1) examine the reasons for the performance of public services that are not in accordance with the demands and expectations of the community and (2) 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.

2. Literature Review

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. This is done by focusing on the dimensions: (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 managing inputs deals with improving three levels of capacity: (1) 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 delivery of public services. The strategy of arranging processes is related to the ability of institutions to design, process and develop policies, organizations and management. And 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 take real corrective actions after making various adjustments to the environment (GTZ, 2004).

Regional Government Performance

Performance is the result of the work of an organization or company in a certain period of time. Performance limits are records of results obtained from certain job functions or certain activities over a certain period of time. 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, every 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, accountability (Dwiyanto, 2002), efficiency, effectiveness, and fairness (Salim and Woodward, 1992; Kumorotomo, 1996). Good governance performance must meet the following principles: (a) simplicity (public service procedures are straightforward, easy to understand and easy to implement); (b) clarity (including clarity in technical and administrative requirements for public services and work units / officials who are authorized and responsible for providing services and resolving complaints / problems / disputes in the implementation of public services, as well as details of the cost of public services and payment procedures); (c) the certainty of time (the implementation of public services can be completed within a specified period of time); (d) accuracy (public service products are received correctly, appropriately, and lawfully); (e) security (public service processes and products provide a sense of security and legal certainty); (f) responsibilities (leaders of public service providers or appointed officials, responsible for service delivery and 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 that are adequate, including the provision of telecommunications and information technology and telematics technology facilities); (h) ease of access (adequate place / location and 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 service support facilities, such as parking lots, toilets, places of worship and others. (Kepmenpan No. 63 of 2003 in Ratminto and Winarsih, 2007: 22).

3. Research Methods

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 the incompatibility of public service performance with the expectations of the community. This is seen from the perspective

and actions of the participants (informants) through participatory observation and in-depth interviews with 12 key informants who are directly related to the activities of public service delivery. Data were analyzed together with data collection. When the first interview and / or observation is carried out, the analysis process also begins. Data analysis in a qualitative approach consists of 3 (three) concurrent activities, namely: data reduction, display or presentation of data, and writing conclusions. From this series of data analysis processes, it can be concluded that qualitative data analysis is a continuous process.

4. Finding and Discussions

Empirical Evidence Performance of Muara Enim Regional Government (Overview of Public Service Performance in Muara Enim Regency)

Public services that are the focus of this research are population services, licensing services, drinking water services, and health services. The results of initial observations, it can be concluded temporarily that public services are still far from the expectations of the community. The performance of public services in three main services is still far from the expectations of many people, especially the people of Muara Enim Regency. This is caused by (a) the limited expertise of the apparatus in carrying out services, (b) the institution is still in the form of an office, and (c) the absence of special welfare benefits for the apparatus of service to the community, and the relatively limited supporting infrastructure; (d) certainty in the time of administration completion of Identity Card (KTP) 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 full licensing services to the Integrated Licensing Services Office (KPPT).

The problems of health services in Muara Enim Regency are mostly caused by (a) the absence of a standardized service system, (b) the unavailability of information on services performed by the Regional General Hospital (RSUD) Dr. HM Rabain; (c) the number and ability of employees in Dr. HM Rabain was not optimal; (d) lack of transparency, commitment, ownership, and care of all employees for the progress of Dr. HM Rabain; and (e) the unavailability of an adequate Management Information System in accordance with Hospital standard requirements.

The results of the interview show that the mismatch of public services with the expectations and guidance of the community is caused by, first, the inability of the service apparatus to provide services to the recipient community. This is indicated by the lack of skilled employees in performing public services and unfriendly attitudes when conducting public services. This lack of apparatus shows the low competency of the officials, 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 service apparatus, in providing good services. This is evidenced 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, the absence of periodic evaluations in the implementation of public services, and the weakness of leadership in the attitudes and actions related to the implementation of public services. Third, the lack of supporting infrastructure for services because the provision of public service infrastructure is not yet a priority. In addition, the procurement of infrastructure has not yet considered quality and has not yet been followed by apparatus training operations to operationalize it. This resulted in, facilities that have been purchased tend to be easily damaged. 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 "*lokak*" culture and a "*jadilah*" culture among bureaucratic apparatus result in the performance of public services not being optimal. Fifth, the lack of community control over the bureaucracy when providing services to the community. This lack of community control is due to the exclusion of the community in making these public service policies. In addition, this is because the community is 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 bureaucracy, which is not sensitive or responsive (unresponsive public bureaucracies). This can be seen from: (a) lack of commitment from management; (b) lack of knowledge and lack of

understanding about quality management for apparatus in charge of serving; (c) the inability of the apparatus to change cultures that affect 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).

Discussion

Efforts to Improve Public Service Performance in Muara Enim Regency

Improving Public Service Performance through Capacity Building for Individuals, Organizations and Systems

The 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 public principles and services. Public complaints about public services that are not in accordance with the principle of public service gave rise to several ideas to improve the performance of public services.

First, the performance of public services is improved through individual bureaucratic capacity development. 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, as well as 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 demonstrate 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. The existing bureaucracy is demanded to be able to maximize its potential capacity, then be applied directly to their main tasks and functions as a servant who is responsive to the wants, needs, or needs of the community both internal and external.

Building the capacity of bureaucratic individuals in Muara Enim Regency is important to change the pattern of bureaucracy from being unresponsive to being responsive bureaucracy. Responsive bureaucracy is characterized by apparatus behavior that is responsive, informative, accessible, good in coordination, not just bureaucratic, willing to listen, effective, and accountable (Burns et al., 1994: 23). A responsive public service bureaucracy will produce public service performance in accordance with the expectations of the community.

Second, the performance of public services can be improved through building the capacity of bureaucratic organizations. The capacity building of bureaucratic organizations carried out by the regional government of Muara Enim Regency includes: (a) staff placement; (b) improving 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 the opinion of Douglas (2003: 20), which states that 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) state that the purpose of developing organizational capacity is to improve organizational performance and satisfy the expectations of stakeholders.

Based on information obtained from informants, aspects of bureaucratic capacity building that need to be considered in improving the performance of public services are (a) organizational culture, a culture that fosters openness, collaboration, teamwork, and learning from mistakes will appear to be optimal for improvement performance; (b) leadership, that is a sincere, long-term commitment from senior leadership that is inspirational and motivates 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,

developing and implementing good recommendations for re- program design; and (e) incentives. Incentives exist to stimulate investment and participation in improving public service performance.

Third, system capacity building is related to aspects of good governance of existing institutions with all stakeholders, both vertically with other government agencies and horizontally with community groups and the business world. Furthermore, GTZ (2004) adds that system development essentially includes policies and setting relevant frameworks to achieve established 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 problems in the system of public institutional rules that are applied. The current authority arrangement, causes unclear 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 managing inputs and processes in achieving outputs and outcomes, and organizing feedback to improve the performance of public services (Keban , 2004). This is done to change the pattern of unresponsive bureaucratic behavior into responsive, accountable local government bureaucracy (Burns et al., 1998), and to create a bureaucracy that has competitiveness (Cullen & Cushman, 2000: 21).

Improving Public Service Performance through Community Participation, Political Will, and Endowment Factors

The delivery of public services in Muara Enim Regency, according to the informants, has been carried out by the public service apparatus; but has not met the expectations and demands of the community and is not in accordance with the principles of good public service. In addition to the aspect of bureaucratic capacity, the mismatch of services provided is also caused by weak community control or participation, low political will of officials, and 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 public involvement in the delivery of public services is still low. With this, it should be necessary for the involvement of all government stakeholders, including the people in it. The public must play a role in the delivery of public services, especially in the process of making bureaucratic capacity building policy. The involvement of the community is needed in improving the performance of regional government, such as the policy making process to improve the performance of public services. What appears now is: (a) this matter is left to the respective work units; (b) decisions are dominated by the Government only; (c) this is a matter for the regional government and rarely involves the community in making public service policies, and if there is, community involvement is only as 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 wider source of potential information, perspectives and solutions, and improve the quality of the development being 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 service is actually in line with the opinion of Langeard 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 will be 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 resource, if the citizen acts as employee or temporary member of the organization, (2) citizens as competitor for service, if the citizen is fully involved in the production process, and (3) citizen as contributor 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 an internal focus (resources and activities) to an external focus (outputs and outcomes); and from the classic 'design-decision-production-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 to find out whether local governments have the initiative to do so; (b) priority: whether the regional government conducts an in-depth study and determines which sectors will be the priority targets for capacity building to improve the performance of public services; (c) the mobility of political support, which is 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 endeavor endeavored, not only for momentary interests.

Blair (2005: 48) explains that an effective government is a government that can promote and protect the rights of the community and can provide services to its people and the climate for entrepreneurial growth. Effective governance is the foundation for development. If there is no progress in governance, all other reforms will have little impact. Despite improvements, weaknesses in governance and capacity are the main cause of the ten years of difficult experience. Improvements in governance, including democracy are, first and foremost, the responsibility of government and society, and this requires time and commitment. However, there are also actions from outsiders that are done well, some to support and some to try to destroy good governance. Two important areas that must be considered here are: (1) capacity (ability to design and provide policies) and (2) 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 factor of grace which includes the existence of 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, while 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: (1) local environmental conditions, (2) organizational culture readiness, and (3) macro environmental support. 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 the problem of the performance of public services that do not meet the principles of public service in Muara Enim Regency. Capacity building of local government bureaucracy (individual, organizational and system capacity) needs to be combined with community involvement in the process of public service delivery. This is necessary so that the public services provided by the local government bureaucracy can carry out their main duties and functions efficiently, effectively, responsively, and accountably or in accordance with the principles of public service. The findings of this study are in line with the opinion of Meenakshisundaran (2002) which states that the improvement of public services is not only done through building the capacity and commitment of the bureaucracy in providing public services and performing the main tasks and functions of the bureaucracy

efficiently and effectively (inward reforms), but also needs to be accompanied by collaborative efforts with civil society to achieve the efficiency and effectiveness of public service delivery (outward reforms).

5. CONCLUSION

Conclusion

The 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, organizations, 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 presence of endowment factors that inhibit it. 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 improvement and restructuring of 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 Government of Muara Enim Regency needs to formulate and implement a policy of capacity building of the local 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.

Suggestion for Future Research

Future research can be focused on certain aspects of the performance of public services, for example the performance of health services, education, population, drinking water supply. This research can be done by using qualitative and quantitative design to get better results about the phenomenon of public services specifically. By conducting these studies, a clear picture and useful evidence can be collected for further development.

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