

## UNDERSTANDING OF LOCAL BUREAUCRATIC APPARATUS: INITIAL STEP OF BUREAUCRATIC REFORM IN SUMBAWA REGENCY

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### ABSTRACT

*Sumbawa Regency has been determined as pilot project of bureaucratic reform responded by several changes that were launched in the bureaucratic reform program. Bureaucratic reform needs initial steps that give understanding to the local apparatus in the internal change context. Bureaucratic reform is conscious and planned efforts to change structure and procedure of bureaucracy, apparatus attitude and behaviour to improve the organizational effectiveness or the creation of healthy administration. Besides depend on the local condition, the success of bureaucratic reform also depends on the bureaucratic apparatus. Bureaucratic apparatus become the prime driving factor that drives the development with reform spirit. In implementing the bureaucratic reform to change the apparatus behaviour should be begun from the apparatus understanding first. The results showed that the apparatus understanding about Bureaucratic Reform in Sumbawa Regency was enough and the apparatus understanding about bureaucratic reform done through good socialization and well, intensive, and continuous information access that direct to the better attitude and behavioural change of the apparatus.*

**Keywords:** *apparatus understanding, attitude, bureaucratic reform strategy*

### 1. INTRODUCTION

Refer to the bureaucratic reform policy that has been launched by government through Ministry of Administrative Reform and Bureaucratic Reform of Republic of Indonesia Year 2013 has determined 33 provinces, 33 regencies and 33 cities as the pilot projects of bureaucratic reform at the local government. It was marked with the determination of Ministry of Administrative Reform and Bureaucratic Reform No. 96 of 2013 about the determination of Pilot Project of Local Government Reform. The decree has determined Sumbawa Regency as one of 33 regencies as the pilot project of bureaucratic reform, to respond and follow up. But viewed from the empirical level, the bureaucratic reform does not run optimally and run slowly. From the explanation above, it can be raised the basic, contextual, and urgent question, why the bureaucratic reform that has been done not optimal yet?

The bureaucratic reform does not run well, at least there are 5 (five) bureaucratic reform in Sumbawa Regency that have been identified (1) organization and authority that are improper in function and objective [1]; (2) public services do not fulfil the society needs and satisfaction [2]; (3) mindset and culture set that do not support efficient, effective, productive, professional and serving bureaucracy [3]; (4) overlap legislation and (5) apparatus human resources [3]. If it is concluded from the five related-matters, the

problems are bureaucratic structure-procedure and apparatus attitude-behaviour. Similar with the theoretical concept given by Caiden [4] that consider administrative reform as one conscious and planned efforts to improve the organizational effectiveness and the creation of healthy administration.

It can be seen that the explained behaviour and attitude begun from the integral and comprehensive understanding from the apparatus about the bureaucratic reform. In fact also can be seen that the mindset and culture set of bureaucracy was not fully support professional bureaucracy. Besides that, one of causes for the reform failure is the use of narrow method and approach. The used approach and method give too much emphasis to the structural change, administrative method and technique but ignore the organizational and administrative behaviour [5]. In fact, the change of bureaucratic behaviour (bureaucratic reform) do not seem change to a better condition. The society services at local area still do not show optimal performance, although the decentralization policy has been realized. Principally, bureaucratic reform begins from distributing information, embedding the understanding, encouraging commitment and mobilizing participation [6]. The success of bureaucratic reform beside depends on the local condition also depend on bureaucratic apparatus. Bureaucratic apparatus should become the prime driving factor that move the course of development with reform spirit. In implementing the bureaucratic reform by changing the apparatus behaviour should be initiated from the apparatus understanding themselves.

The understanding as the bureaucratic reform requirement is accepted only for ability based on education background and apparatus behaviour. The reform understanding that was done tend to at the leader level, thus it does not distributed evenly at the apparatus level. Information of socialization and dissemination are efforts to improve and giving thorough understanding to the existing units in the bureaucracy. The emerging basic problem is not only caused by the bureaucracy apparatus do not want to implement the bureaucratic reform, but it is possible that they do not know even do not understand about the bureaucratic reform. It can be the trigger of the slow bureaucratic reform or the reform cannot run as it should be.

## **2. RESEARCH METHOD**

### *2.1. Study Object*

The study object in the research is looking at the aspect of local bureaucratic apparatus understanding at the Sumbawa regency. The demand and desire to create good governance especially at local government, essentially implemented at each programs and activities that should be done at each local government. Effort should be done systematically thus there is desire to reform the bureaucracy that initiated by giving understanding to the apparatus appropriately. For that, one of local government that want to reform the local bureaucracy is Sumbawa Regency and become the research location based on the consideration that Sumbawa Regency has been determined as one of regencies/cities as the pilot project in implementation of bureaucratic reform with other 33 regencies/cities in Indonesia by the Ministry of Administrative Reform and Bureaucratic Reform suitable with the Decree No. 96 of 2013 that should do the reform suitable with the tasks at the decree.

### *2.2. The Research Approach*

The research was descriptive research with qualitative approach. The research used qualitative approach because the researcher wan to get picture about apparatus understanding of local bureaucracy about bureaucratic reform in Sumbawa Regency. In the research, it can be explained that the used of qualitative research by looking at the research characteristic, the phenomenon under research is social phenomenon, relate with the public administrative science development as the social science area. Research that take topic of looking at understanding and apparatus attitude of local bureaucracy reform in Sumbawa Regency, was case study because the regency as pilot project of bureaucratic reform. Thus it is expected this research able to build theory and data as the development form of public administrative science especially administrative reform.

### *2.3. Research Focus*

The research focus was at the apparatus understanding about bureaucratic reform in Sumbawa Regency, included socialization about local bureaucratic reform and attitude of local bureaucracy about bureaucratic reform.

### *2.4. Data Processing*

Data collection included primary data obtained directly from all informants and secondary data through notes, newspaper, reports, and others sources that relevant with the local bureaucratic reform. Data

were processed by classification, where obtained data selected and grouped according to the phenomenon under research. Then the data were verified, the process of reinvestigating the data and the obtained information so the mistakes in the research can be avoided, thus it is obtained perfection in the data validity. Then the data be analyzed inductively. To analyze the data, we used analysis design of interaction model [7]. Data analyzing include three things of data condensation, data display, and conclusion drawing/verification as interactive model.

### 3. RESULT AND DISCUSSION

#### 3.1. Socialization about Local Bureaucratic Reform

Initial steps taken by Sumbawa Regency that has determined as pilot project for bureaucratic reform established bureaucratic team of local government. The implementing team of bureaucratic reform is headed directly by Local Secretary of Sumbawa Regency that involves all existing components; unfortunately the team involves the leaders (echelon II and several echelons III). Team that is divided in several areas has its own task and responsibility. The bureaucratic reform implementation begins from the comprehensive apparatus understanding, so in the implementation of the program the bureaucratic attitude become the dominant factor that able to influence the success of the program.

The bureaucratic reform scope not only limited at the process and procedure or organizational structure change but the presence of mindset change of the apparatus as the implementer. It is depicted clearly that in implementation of a program needs readiness of the implementing human resources. In Sumbawa Regency, there are several activities that have been done from socialization, dissemination and technical and detail activities about bureaucratic reform such as technical guidance for strategic officers, road map compilation, or workshop about the management change.

Socialization activity as the initial implementation step of bureaucratic reform has been done. However, the activity only occurred at high level bureaucratic (echelon II and echelon III). Before determination of Sumbawa as the pilot project by the central government, it has been implemented several activities related to the apparatus understanding about the bureaucratic reform. One of them is implementing Workshop and Technical Guidance of Bureaucratic Reform for Strategic Officers that involved echelon II and III officers. The resource person is from Ministry of Administrative Reform and Bureaucratic Reform of Republic of Indonesia, State Staffing Agency and academics.

Socialization is done to look at understanding and ability of apparatus to the bureaucratic reform, the change of attitude and the interpretation of the implementation. Briefly, it can be said that socialization to measure the apparatus responses in interpreting a program. In the socialization it can be explained the used model and method. The socialization model which is done in Sumbawa Regency is in the form of technical guidance, workshop, coordination meeting and routine meeting. The activities of technical guidance, workshop and coordination were done by involving certain level only that is structural and strategic officer (echelon II, III and IV). It produces that the understanding only given to certain level only. The information transformation which is expected to be multi-level cannot ensure the correct information distribution. Because of that, it needs socialization that involved all level of bureaucracy. The routine and tiered meeting was not conducted massively, but only partially, thus it needs to be created with appropriate socialization model. The socialization method about bureaucratic reform understanding in Sumbawa Regency still dominated by the resource person in giving understanding to the apparatus and followed by the structural officers. The involved keynote speaker in the bureaucratic reform socialization were competent external parties from Ministry of Administrative Reform and Bureaucratic Reform of Republic of Indonesia, State Administrative Institution of Republic of Indonesia, local head and academics.

The steps of bureaucratic reform socialization by Sumbawa Regency conducted by organizing activities that initiated by technical guidance of understanding to the strategic officers hat only involved echelon II and echelon III. Then the implementation of road map compilation activity that only followed by bureaucratic reform team of Sumbawa Regency, only involved certain leaders (not all SKPD were involved in the bureaucratic reform team). At the socialization activity, dissemination of reform implementation strategy was packed in the form of coordination meeting that involved Provincial Government of West Nusa Tenggara. The meeting participants only involved institution or the head of KPD in the Sumbawa Regency. This socialization also gives understanding of the Sumbawa Regency apparatus about the change management. Unfortunately the participants were dominated by institution/SKPD leaders. The involvement and

understanding of all apparatus level (not only SKPD leader) become absolute, recall to the bureaucratic reform socialization produce: 1) internalization and institutionalization at apparatus level; 2) apparatus commitment to the task implementation; 3) role model leader; and 4) change on apparatus attitude.

Socialization focus done by Sumbawa Regency in giving understanding about bureaucratic reform tend to be given to the leaders of institution/SKPD to help leadership as the role model, intellectual abilities and character education. The sources and focus become basic values as work ethos that transformed with various obtained information in the socialization steps. To realize a good apparatus' attitude, socialization has been conducted as effort to give understanding to the apparatus so able to adopt and internalize some values relate with the bureaucratic reform. Socialization was not fully done to all apparatus directly, but done tiered by each institution/SKPD leader; which unfortunately was not clearly whether it is done or not by each SKPD.

Theoretically, the socialization as effort to introduce, embeds, and internalizes the basic value, perception, attitude and behaviour of work to the apparatus. Thus the apparatus have integrity and productivity to embody the bureaucratic reform success. Socialization also gave:

- 1) *Awareness and commitment*; it means the socialization materials should able to encourage the awareness strengthening, responsibility and commitment of the apparatus. The principles also able to strengthen the basic value, work perception, work attitude, and work behaviour. The expected change is the negative behaviour become positive behaviour, pessimistic become optimistic, and from low productivity become high productivity.
- 2) *Synergic*; socialization activities were done integrally and synergic with others
- 3) *Participative*; socialization activities able to grow active participation in each socialization process. It was done with two way communications between participants and the facilitator/keynote speaker.

The goals of socialization were the embodiment of apparatus mindset and attitude change. Unfortunately the approach in Sumbawa Regency in executing the socialization is not appropriate yet. That is only giving continuous understanding to the leader level but not massively at the apparatus level. Thus the existing understanding tends to be understood well by the leaders. Because of that, it should be improved the socialization by internalization continuously about bureaucratic reform values at each level and it become the responsibility of the SKPD head and done in planned program and massively.

While the involved parties in the research are still dominated or followed at the institution/SKPD unit head (Echelon II and echelon III), thus the comprehensive understanding should be given again at the lower level. Of course it should consider input, output, outcome, benefit, and impact of the bureaucratic reform socialization. The main goals of socialization so able to introduce program that should be achieved [8]. Briefly, it can be said according to Jaeger in Sunarto [9] that socialization can be done through:

- 1) *Repressive socialization*; give emphasis to the use of punishment to the mistake. It emphasizes at the materials use in reward and punishment, the emphasis to the conformation, emphasis to the one way communication, non verbal, and contains command, the emphasis to the centre of gravity of socialization at the program.
- 2) *Participatory socialization*; in this pattern, involvement of good behaviour, punishment and reward are symbolic, given freedom, emphasis at the interaction, verbal communication, become socialization centre, needs to be considered as important.

Bureaucratic reform socialization in Sumbawa Regency still uses *repressive socialization*; that is given emphasis to the obedience to the program that becomes the pilot project. Thus should be implemented as the command of policy, and should be followed and executed comprehensively. The socialization emphasis becomes initial step for implementation strategy of bureaucratic reform in Sumbawa Regency. The given socialization media direct to the pro social attitude of the apparatus (tend to a good direction). Because of that the done socialization in Sumbawa Regency in bureaucratic reform was not done evenly to each apparatus. Therefore, it needs appropriate socialization implementation standard and done continuously (planned) that is oriented to understand the bureaucratic reform by thinking critically, implementing task effectiveness, and guaranteeing the bureaucratic apparatus obedience.

### 3.2. Local Bureaucratic Attitude about Bureaucratic Reform

The apparatus understanding become important, especially related with the change of apparatus attitude. In becoming capital apparatus that become the reform agents, the reformer is the most crucial variable in an administrative reform [10,11]. Someone can be seen from their personality, knowledge, and

needed experience in implementing the work, support aspect (either inside or outside the organization) also involved. If reviewed from these matters, then the reform agents have certain groups. These matters with its orientation strengthen the group position in the structure of organizational interest entirely. So the reform agent position at the governmental structure generally relate with characteristic of reform agent.

Encouragement to do reform often come from external, to make the organizational goals embedded well and continuous in the environment where the reform will be done, then the input and encouragement should be also come from internal. The internal and external factors influence the reform. The massive planned activities to strengthen the reform in the apparatus circle showed that the bureaucratic internal strengthening more direct to the regulation and the change of apparatus from the comprehensive understanding to the attitude and behavioural change in Sumbawa Regency.

The beginning of bureaucratic reform implementation in Sumbawa Regency is the determination of Bureaucratic Reform Implementing Team based on the Regent Decree No. 600 of 2013 about Formation of Steering Team and Implementing Team of Governmental Bureaucratic Reform of Sumbawa Regency. The teams directly organize and change all the change aspects in the bureaucratic reform. In the implementation of bureaucratic reform on the attitude and behaviour change aspects orient to bureaucratic performance improvement.

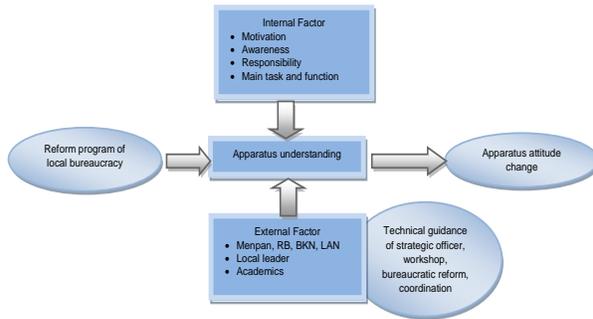
Reform orientation is more direct to the change in the bureaucracy, not only demand without reason, but because of some problems that emerge in general. The occurred problems in the bureaucratic behaviour often become the foundation of emerging problems at the bureaucratic circle. The behavioural problem is not only influenced by internal condition of bureaucracy but also with the external influence. As explained that administrative organization is cooperative behaviour system of the organization members. They were expected to adapt their behaviour with the organizational goals. Then the problem of coordinating their behaviour and giving information to all apparatus related to the knowledge on behaviour that becomes decision. Organizational behaviour as interaction functions between individuals and their environment [12] because each individual has behavioural difference which was adapted with the organizational environment and behaviour; even the possibility of individual bring the characteristic for new environment in organization.

In overcoming the understanding problems related with the attitude and behavioural change of apparatus, the bureaucratic reform implementation in Sumbawa Regency – especially if viewed from the apparatus behaviour – become complex problem especially become a group of various problems to be one. It means that various problems in the bureaucratic organization can be integrated become one behavioural problem. It becomes the concern and awareness to take policies that initially do socialization continuously at each SKPD level.

It was marked by understanding and awareness that bureaucracy should be reformed, but how to reform it was the apparatus understanding in interpreting the bureaucratic reform. The most important is the desire or willingness and support from various parties become the main capital that should be supported in the clear and concrete concept. Keban [13] explained that builds bureaucratic resources is the first aspect that should be improved.

Bureaucratic reform is the change from old to new bureaucratic mind set. The emergence of pilot project policy becomes the driving factors for the local apparatus to implement it. It means to shift paradigm from industrial era paradigm into information era. Bureaucratic change/ transformation in the theory of Porras and Silvers [14] is not simple process. It involves four important variables that become the change target, i.e. *change intervention*, *organization vision* (guideline of belief and principle, purpose and mission), *working system* (organizing arrangement, social factor, technology, physical setting), *behavioural change*, *improved organizational performance* and *enhance individual development*.

The mindset change is done in case the apparatus understanding at the meeting – either leader meeting or coordination meeting – that always be given related with the local bureaucratic reform to evaluate the implementation. Besides that, the use of information technology (website) should be done maximally to deliver general information either for the employee or society about the bureaucratic reform. The information delivery was through printed media related to pilot project of bureaucracy reformation in Sumbawa Regency. Apparatus understanding on bureau- cratic reform that direct to the apparatus attitude change in Sumbawa Regency can be explained in the Figure 1.



**Figure 1.** Apparatus Understanding on Bureaucratic Reform

Sumbawa Regency has changed the apparatus attitude, but the tendency dominated by external factor, the pilot project policy, socialization/technical guidance/workshop external parties (Ministry of Administrative Reform and Bureaucratic Reform/LAN/Local leader/academics). Individual motivation that should emerge as apparatus awareness was lack even tend to be apathetic. The apparatus attitude change is encouraged and given emphasis continuously at all bureaucratic level.

#### **4. CONCLUSION**

We concluded that socialization about bureaucratic reform in Sumbawa Regency has done intensively through technical guidance, workshop, and meeting, but only at the high level (echelon II and echelon III). Thus it needs tiered socialization media to give understanding to all level of bureaucracy. Local bureaucratic attitude about bureaucratic reform is still encouraged and dominated by external factors. The change of apparatus attitude obtained from the given understanding by external parties, i.e Ministry of Administrative Reform and Bureaucratic Reform, LAN, local leader, and academics. It was not encouraged by motivation, awareness or responsibility as part of main task and function of the apparatus.

#### **5. RECOMMENDATIONS**

Individual understanding of the apparatus should be good to bring attitude and behavioural change. The apparatus understanding should be improved continuously and deepen the investigation about attitude and behavioural change of the apparatus in the bureaucratic reform implementation. Besides that, it should be given the same understanding to the public as the stakeholders of the services execution. In effort to implement the bureaucratic reform strategy in Sumbawa Regency, it is initiated with the local apparatus understanding and give socialization and attitude change in bureaucratic reform.

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