

BUREAUCRACY CAPACITY OF LOCAL GOVERNMENTS FOR THE IMPLEMENTATION OF PUBLIC SERVICES: A LITERATURE STUDY

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Abstract: The purpose of this study was to evaluate the capacity of the government bureaucracy in public services. This means that the government is domiciled as a powerful organization that performs actions based on its authority and as a public legal entity that can provide services whose impact is felt directly by the community. One type of government activity as a strong organization is to provide services to the community. This is because of the acceptance of the notion of a Welfare State in the Indonesian constitution, as underlined in the fourth paragraph of the Preamble to the 1945 Constitution, that one of the goals of the State is to promote general welfare. However, public satisfaction with government bureaucratic services is still low; In this regard, it is necessary to examine the role of the government bureaucracy as a public service provider to find solutions in overcoming public service constraints and guaranteeing public relations with the government bureaucracy as a public service provider.

Kata Kunci:

Birokrasi¹;
Pemerintah Daerah²;
Pelayanan Publik³.

Abstract: Tujuan penelitian ini adalah untuk mengevaluasi kapasitas birokrasi pemerintah dalam pelayanan publik. Artinya pemerintah berkedudukan sebagai organisasi yang berkuasa yang melakukan perbuatan berdasarkan kewenangannya dan sebagai badan hukum publik yang dapat melakukan pelayanan yang dampaknya dirasakan langsung oleh masyarakat. Salah satu jenis kegiatan pemerintah sebagai organisasi yang kuat adalah memberikan pelayanan kepada masyarakat. Hal ini sebagai akibat diterimanya pengertian Negara Kesejahteraan dalam konstitusi Indonesia, sebagaimana digaribawahi dalam alinea keempat Pembukaan UUD 1945, bahwa salah satu tujuan Negara adalah untuk memajukan kesejahteraan umum. Namun, kepuasan publik terhadap layanan birokrasi pemerintah masih rendah; Berkaitan dengan hal tersebut, perlu dikaji peran birokrasi pemerintah sebagai penyelenggara pelayanan publik guna mencari solusi dalam mengatasi kendala pelayanan publik dan menjamin hubungan masyarakat dengan birokrasi pemerintah sebagai penyelenggara pelayanan publik.

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INTRODUCTION

The bureaucracy is formed by the government to meet the needs of the community in terms of public services, therefore the bureaucracy is domiciled as an organ that organizes the state administration in providing public services, one of which is to improve welfare. Public service is defined as an activity or a series of activities in the context of fulfilling service needs in accordance with statutory regulations for every citizen and resident of goods and services, or administrative services provided by public service providers. (Article 1 paragraph (1) of Law No. 25 of 2009) then based on the provisions of this law what is meant by public service is every state administration institution, corporation,

The purpose of the issuance of the Public Service Act is intended to provide legal certainty in the relationship between the community and providers in public services, namely the realization of clear boundaries and relationships regarding the rights, responsibilities, obligations and authorities of all parties related to the implementation of public services (Ali et al., 2017). Prior to the issuance of Law number 25 of 2009, there were general guidelines in public administration which were used as the legal basis for the implementation of public services in Indonesia as regulated in the Decree of the Minister of Empowerment of State Apparatus Number 63 of 2004 concerning General Guidelines for the implementation of public services, where in the Ministerial Decree No. Empowerment of the State Apparatus stated that the essence of public service is the provision of excellent service to the community which is a manifestation of the obligations of the government apparatus as public servants. Related to this, public service standards that must be met are also regulated, namely (1) Service Procedures, (2) Service completion time, (3) Service fees, (4) Service products or results, (5) Service infrastructure facilities,

To improve the quality of public services, the government has enacted Law No. 25 of 2000 concerning the National Development Program which mandates the need for a community satisfaction index as a benchmark in assessing the level of quality of public services as well as a reference for service units of government agencies in compiling a community satisfaction index. Next according to (Nurmawan, Dzuldha Yusuf, Ega Ratnasari, Elgan Rachmat Fauzi, 2021; Tambayong, 2016). The purpose of compiling the community satisfaction index is to determine the level of performance of service units on a regular basis as a material for determining policies to improve the quality of public services in the future.

RESEARCH METHODS

This research employs the sort of research known as library research. Literature studies are linked to theoretical studies and several references that are inextricably linked to the scientific literature. The stages for doing library research in this study are as follows: 1) arranging equipment, 2) building a work bibliography, 3) managing time, 4) reading and taking research notes.

The data for this study were gathered from relevant literatures, journals, or scholarly papers on the specified topic. The data collecting strategy employed in this library study is the discovery of information on items or variables in the form of notes, papers or articles, journals, and so on. The researcher's research instrument was a checklist for categorizing research materials based on the study's focus, writing maps, and research note style.

The content analysis approach was utilized to analyze the data in this literature review. Inter-library checks and literary rereads are performed to preserve the immutability of the evaluation process and to prevent and overcome misinformation (human misconceptions that might arise owing to a lack of expertise among researchers or a shortage of librarians). This study report was created with the goal of simplicity and ease in mind. This concept was adopted considering the researchers' restricted ability to conduct an in-depth and exhaustive literature study.

RESULTS AND DISCUSSION

The shift from the *Nacht Wakerstaat* teaching to the welfare state concept has consequences for countries that adhere to the welfare state concept, including Indonesia, so it is related to public services where previously the State was *staats ont houding* (not interfering in social affairs) to become *staats inbeweging* (the state is in motion).) meaning that previously the State was like a night watchman, with the concept of the welfare state, the State became a public servant in the life of society, nation and state (Sebola & Tsheola, 2020; Ziadi et al., 2016).

In fact, government bureaucratic services to the community have not been as expected according to community needs due to the low level of community satisfaction as a result of poor public services by the government bureaucracy (Ewuim et al., 2016). This condition is influenced by various factors, among others; the rapid flow of information through communication media and community mobility which causes a shift in values in society, especially in responding to the treatment of the government bureaucracy in providing services. For this reason, it is necessary

to change the behavior of service providers and the application of the conception of public services that refers to the needs of the community but does not deviate from the principles and reference for the behavior of the Indonesian nation, namely Pancasila, and the fulfillment of human rights as stipulated in the 1945 Constitution.

Understanding What is Bureaucracy and Who is Public

Bureaucracy comes from the word bureaucracy (bureau + cracy), which is defined as an organization that has a chain of command in the form of a pyramid, where more people are at the bottom level than at the top level, usually found in administrative and military agencies (Pratama, 2021). According to the Big Indonesian Dictionary, bureaucracy is defined as a government system that is run by government employees because it adheres to the hierarchy and level of office. According to Nalien & Ilham, there are three components that form the basis for the operation of the government bureaucracy, where all three are mutually supportive and work in synergy (Nalien & Ilham, 2019), namely: (1) the substance component, (2) the structural component and (3) the community culture component (Lawelai, 2020). The substance component is the legal material or legislation that forms the basis or guideline for the government bureaucracy in carrying out its duties, while the structural component is the government employees or officials who work in providing public services. So, in this paper the Government Bureaucracy is defined as a government institution/institution which contains State employees or State Civil Apparatus with the task of providing public services (Sadat et al., 2021).

In everyday conversation the word public has two different meanings. First, the public is defined as the State or government as the translation of Public Administration into State Administration. Second, the word public is the equivalent of a general word as in the word Public interest (public interest), public transportation (public transportation) (Jamaluddin, 2018). In connection with the bias in the interpretation of the meaning of public, it may also be necessary to propose standardization of the term Public Administration to replace State Administration with the hope that the public interest will become the main concern of public administration, both at the conceptual level and at the practical level, and not the interests of state power as stated. all this time (Manaf et al., 2022).

In this paper, the word public is interpreted as an ability (capacity) as stated by Lawelai, namely the ability to relate to other people and the ability to understand the relationship between the actions of an individual and the consequences it causes for others in a comprehensive manner (Lawealai, 2021).

Public Service Problems

Public service is the provision of services, either by the government, private parties on behalf of the government, or private parties to the community, with or without payment to meet the needs and or interests of the community. Thus, those who provide public services to the community are not only government agencies, but also the private sector.

Lately, we often hear public complaints about poor public services by the government bureaucracy, such as services that take a long time and are convoluted, the lack of government-owned facilities in facilitating the needs of service users, the lack of responsiveness of the government apparatus in responding to the needs of users or service recipients and so. Other things that cause public dissatisfaction with the government bureaucracy in providing public services are; unfriendly welcome, long waiting time for completion due to employees who do not understand their main duties and functions, have to pay additional fees beyond the predetermined service rates and so on.

The results of the study indicate that health services, government officials are still unsatisfactory, still often occurs in government-owned hospitals (Salamah & Rustiana, 2010), such as people who need health services using BPJS services, they must be willing to increase the cost to get an inpatient room at the hospital because information from the officer states that the available rooms are in accordance with their rights based on the fee paid by the patient, even though if the patient's family insists on demanding If you have the right, the intended accommodation can be obtained because there are still vacancies.

Another example is that patients who are still in treatment are sent home on the grounds of statutory provisions that limit the time of hospitalization (ALBAR, 2020). Another public service that many residents complained about and was very disappointing was the protracted service for community ID cards due to the unavailability of blanks so that the need for ID cards was not met and residents had to be willing to be replaced with a certificate. Based on the above facts, the Government has started to organize the system for administering state administration using electronic media through online information networks, but this effort is still facing problems, even though through this facility it is hoped that data and information will be available that can be accessed quickly and accurately for analysis.

Another effort to improve the weaknesses mentioned above is to evaluate the management of the government bureaucracy so that it no longer applies a management style that is too task oriented, which causes service officers, in this case, employees who are appointed to be passive in providing services. In addition, leaders in organizational units are given the authority to minimize formalities in the details of tasks that always demand uniformity, thus it is hoped that service officers can be creative, dare to act outside the provisions of work guidelines, and if these two things are fulfilled, changes in the performance of government bureaucratic organizations will be realized. in terms of public services by bringing about an increase in community satisfaction in receiving government bureaucratic services.

To be able to get out of the problems as mentioned above, the government is optimizing in implementing the Guidelines for the implementation of public services by considering the principles contained in public administration. Furthermore, in the implementation of public services, the principles of public services are also applied, such as simplicity, namely service procedures that are not complicated, easy to understand and implement, time certainty, where services can be completed according to a predetermined time, ease of access, where the service is located. in a place that is easily accessible, adequate, has a smooth telecommunications and information network.

Public Service Standard

In the implementation of public services, there are published service standards to ensure certainty for service recipients. Service standards are measures taken in performing services that must be obeyed by the service provider and/or recipient (Makanuay et al., 2017). The service standards include:

- (a) Service procedures, service procedures carried out for service providers and recipients including complaints,
- (b) Completion time, the settlement time determined from the time the application is submitted until the completion of services including complaints,
- (c) Service fee, service fee or tariff including the details specified in the service delivery process,
- (d) Service products, the results of services that will be received in accordance with the provisions that have been set,
- (e) Facilities and infrastructure, provision of adequate service facilities and infrastructure by public service providers,
- (f) Competence of service providers, the competence of officers must be determined based on the knowledge, skills, attitudes, skills, and behaviors required.

Pthe role of the Government Bureaucracy as a Public Service Provider

The government bureaucracy is formed as a public organization with the intent to serve and protect the public interest. The concept of interest and public relates to needs that can be in the form of goods or services. The concept of service is a way of serving or an effort to serve the needs of others.

In public services, other people are referred to as citizens as consumers, while the service providers can be private through market mechanisms, the state can be through the government bureaucracy, and it can also be the community through non-governmental organizations and professional organizations. Government agencies or bureaucracies are defined as work units or organizational units, departments, non-departmental government agencies, and other

government agencies, both central and regional (M, 2015). The government as a bureaucratic institution has a function to provide services to the community (Masuku & Jili, 2019; Sharma et al., 2012)

According to the State Administration Institute, the services managed by each government agency are divided into: main services (core services), facility services (facilitating services) and supporting services (supporting services). (Islam et al., 2015). The main service is the service provided by a service provider unit in accordance with the main tasks and main functions given to the service provider unit. Facility services, namely services provided to support the implementation of the main service where if this facility service is not provided, then the main service cannot be carried out properly. Furthermore, what is meant by supporting services are additional services that function to add value or quality to the main services provided.

Based on the decision of the Minister of State Apparatus Empowerment Number 63/KEP/M.PAN/7/2003, these services are grouped into:

1. Administrative Service Group, which is a service that produces various forms of official documents needed by the public, for example citizenship status, certificate of competence, ownership or exploitation of an item or service. The documents include ID cards, marriage certificates, birth certificates, BPKB, driver's license, IMB, passports, certificates of land ownership or control and so on.
2. Goods service group, namely services that produce various forms of goods needed by the public. For example, telephone network, electricity supply, gas fuel, clean water and so on.
3. Service groups, namely services that produce various forms of services needed by the public, such as education, health care, postal services, transportation arrangements, and so on.

The pattern of public services can be distinguished into 5 (five) kinds of patterns, namely: (1) The pattern of functional technical services, namely public services provided by a government agency in accordance with the fields of duty, function and authority. (2) One-stop service pattern, namely public services provided singly by a government work unit based on the delegation of authority from other relevant government work units concerned. (3) The one-stop service pattern that is carried out in an integrated manner at the relevant government agency in accordance with their respective authorities. (4) The pattern of centralized services carried out by a government agency acting as a coordinator for the services of other government agencies related to the community service sector concerned,

The question is, how to know the success of the government bureaucracy in providing these public services? According to the Center for Population and Policy Studies at Gajah Mada University in 2002, it can be measured / assessed from the performance of the public service bureaucracy (Abbas & Sadat, 2020). It is not enough to evaluate the performance of the public bureaucracy only by using indicators attached to the bureaucracy, such as efficiency, effectiveness, but also from the indicators attached to service users, such as service user satisfaction, accountability, responsibility, and responsiveness. In this regard, the Center for Population and Policy Studies of the University of Gajah Mada put forward several indicators (UGM, 2004), to measure the performance of the public bureaucracy, namely: (a) Productivity, (b) Quality of service, (c) Responsivity, (d) Responsibility, and (e) Accountability.

One of the efforts to improve the quality of public services, as regulated in Law no. 25 of 2000 concerning the national development program, it is necessary to develop a community satisfaction index as a benchmark in assessing the level of service quality. The purpose of compiling this index is as a reference for service units of government agencies in compiling a community satisfaction index, while the aim is to determine the level of performance of service units on a regular basis as a material for determining policies to improve the quality of public services further. based on the Decree of the Minister for Empowerment of State Apparatus No. KEP/25/M.PAN/2/2004 concerning General Guidelines for Compiling the Community Satisfaction Index for government service units.

Another important role attached to the government is to supervise the implementation of public services, including:

- a) Embedded Supervision, namely supervision carried out by direct superiors, in accordance

with the provisions of the legislation.

- b) Functional Supervision, namely supervision carried out by functional supervisory officers in accordance with the provisions of the legislation.
- c) Community supervision, namely supervision carried out by the community, in the form of public reports or complaints about irregularities and weaknesses in the implementation of public services (Juniarso Ridwan & Ahmad Sodik Sudrajat, 2009:101).

CONCLUSION

The era of reform has encouraged citizens to demand their rights, on the other hand the era of globalization is also increasingly opening the widest possible information about the duties and responsibilities of the government as a public service. global. Therefore, it is hoped that the government bureaucracy through the government apparatus in it can provide the best service, oriented to the needs and satisfaction of the community as recipients of public services, and to meet these expectations various problems must be minimized through good planning, common perception among the state apparatus in the context of administering public services, need to be strengthened in favor of the poor with easy and cheap services because their economic capacity is not possible to get expensive social welfare services. Public service is the provision of services, either by the government, private parties on behalf of the government, or private parties to the community, with or without payment to meet the needs/interests of the community. Thus, those who provide public services to the wider community are not only government agencies but also private parties. The implementation of public services in Indonesia is still faced with conditions and facts that are not in accordance with the needs and expectations caused by various factors, partly due to the unpreparedness of the government apparatus in responding to changes in values that grow and develop in the community because of the development and progress of science and technology. There is a tendency inherent in the bureaucracy, namely the lack of attention to the principle of affordability and equity in public services, whereas normatively the bureaucracy should side with the poor.

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