

# **Bureaucracy Reformation of Regional Autonomy Era in Perspective Human Resource Management in Public Sector in Indonesia**

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**Abstract:** *Service to the community is the main thing for the bureaucracy in Indonesia. Simple bureaucracy procedures can facilitate the public to charge their rights. Service, however, is a spirit of decentralization and regional autonomy. It is absolute delegation of authority from central government to local government. Decentralized structure will be easier to anticipate the society's needs and interests, especially in public sector. Decentralization basically refers to the improvement of people's welfare. This includes providing qualified education; qualified and low-cost health care; infrastructures; and food, cloths, as well as shelter. In practical, there are some internal and external problems in Indonesian bureaucracy and bureaucrats. Internal problems consists of the quality of human resources, systems and procedures, feudalistic working culture, rigid leadership and vision, low mentality and morality, unnecessary organizational structure. Meanwhile, external problems are related to low public trust to the bureaucracy; the demands of professional bureaucracy; free corruption, collusion, and nepotism bureaucracy; etc. The above problems indicate that Indonesian bureaucracy is inefficient and cumbersome. Many formal rules are even inappropriate. Besides, there is a high employee growth and bigger division of organizational structure that are caused by greater bureaucracy. In the context of regional autonomy, the bureaucracy should be reformed. In this case, the transformation of rigid bureaucracy into decentralized, innovative, flexible, and responsive bureaucracy should be conducted. The bureaucracy, however, should put itself as a facilitator of public servants rather than as an agent of change.*

*In public sector, bureaucracy has an important role and great responsibility. It requires professional and competent human resources. Up to now, the quality of Indonesian official or bureaucrats in providing public service is still considered as serious problem. Society as bureaucratic service users often complains to the quality of bureaucracy personnel, including service process, the time required for settlement affairs, attitude and behavior, and he quality of services.*

*Therefore, human resources management in the bureaucracy of regional autonomy is required. It is an effort to build a bureaucratic organization that can provide efficient and effective public service for the society. However, the implementation of bureaucracy reformation should be supported by qualified human resources and human resources management that are integrated.*

**Keywords:** *Bureaucracy; Decentralization; Regional autonomy, Human Resource Management.*

## **1. Introduction**

Service to the community is the main thing for the bureaucracy in Indonesia. Simple bureaucracy procedures can facilitate the public to charge their rights. Service, however, is a spirit of decentralization and regional autonomy. It is absolute delegation of authority from central government to local government. Along with the implementation of decentralization, bureaucracy in Indonesia should do some changes in order to be in line with its purpose and to be able to implement its programs. Rayanto(81) states bureaucracy as the system of state apparatus organization which has broad and complex task. It is needed to control the government management operation [1]. Decentralization basically has created new paradigm in Indonesiangovernmentbureaucracy. It has been occurred since the Law No 32 Year 2004 of Decentralization has been put in place. In Law No 32 Year 2004, Chapter 1, Article 1, decentralization refers to the devolution of government authority in the system of Republic

Indonesia Unitary State (Negara Kesatuan Republik Indonesia). As the enactment of the above law, the authority in both government bureaucracy and public policy implementation is fully done by local bureaucracy. With decentralization, it is expected that: the government policy-one of them in public sector- can be quickly implemented; the program is on target; and the both policy and program can accommodate the society needs. There are several considerations of why the reformation of bureaucracy is needed in the decentralization era. One of them is to create effective, efficient, and accountable bureaucracy. The reformation of bureaucracy is simply defined as: 1) The change in the way of thinking (mindset, attitude, action); 2) The change of ruler be a servant; 3) Put the rule as the first priority than the authority; 4) Think of the final result rather than production; 5) The change of working performance; 6) Monitor the pilot project of bureaucracy reformation in order to create good, clean, transparent, and professional governance that is corruption, collusion, and nepotism (Korupsi, Kolusi dan Nepotisme-KKN) free [2]. Suryono (2005) asserts that bureaucracy is now capable to transform the rigid working performance into decentralistic, innovative, flexible, and responsive structure [3]. Rayanto (88) even affirms that bureaucracy reformation can be performed if there is a synergy between government, private company, and society through sustained efforts [1].

## **2. The Reformation of Bureaucracy in the Decentralization Era**

The purpose of bureaucracy reformation is to create clean and authoritative governance or good governance. Therefore, it should be selectively, consistent, and sustainable done. There are three main pillars in the bureaucracy reformation: state officials, business people, and society. To reform the bureaucracy, the significant and fundamental change of the bureaucracy elements (institution, human resources, procedures, apparatus' accountability, monitoring, and public service) should be conducted. This is in accordance with definition of bureaucracy reformation based on UNDP reference as the implementer of efficient, qualified, accountable, transparent, and adaptable (with the national, regional, and global environmental changes) governance, which has already implemented by some countries in the world to be more understand the principle characteristics of good governance.

That the bureaucracy in Indonesia did not develop more efficient but inefficiency, rigid and many formal rules are not followed by bureaucrats. In addition, the bureaucracy is still have feudalistic culture and encourage the growth of corruption, collusion and nepotism (KKN). In general, bureaucracy in Indonesia is a model that is the policy bureaucracy of power accumulation in of state and it ignore the role of the public from politics and government space.

One of the main aims of decentralization is to make the region to be able to run its own bureaucracy effectively and efficiently. This means that local government can operate the policies based on the local needs and quickly implement it without being dependence on the central government. Previously, in the centralization era, most of the policies are determined by central government so that local government has strong dependency on the central government. This type of governance has made long bureaucracy chain. Regarding decentralization, Rondinelli and Cheema define it as authority displacement or power sharing in the government planning as well management, and decision making from national level to regional one. They mention four decentralizations: deconcentration, delegation, devolution, and privatization or debureaucracy [4]. Based on the United Nation in Dwiyanto, decentralization is the transfer of authority away from the national capital whether by deconcentration (e.g delegation) to field offices or by the devolution to local authorities or local bodies" [4].

The fact shows that after more than a decade, decentralization program in Indonesia has not been optimally implemented. Another fact even shows that its implementation in several areas is not better than centralization era. This is caused by several factors, particularly in term of bureaucracy and bureaucrats. Some studies reveal that bureaucracy generally did not support decentralization programs. The bureaucracy' working performance, officials' routine activities, and bureaucracy personnel often cause the

new problems. These problems make the bureaucracy to be static, insensitive to the social changes, and resistant to reformation. This condition finally creates the mal-administration practice that leads to the corruption, collusion, and nepotism [1]. The above explanation implies that decentralization is just a topic by which its implementation does not work well. Therefore, bureaucracy reformation is needed to change the concept of centralistic bureaucracy to be decentralistic one. Nevertheless, the implementation is not easy as it involves many factors including bureaucrats' mindset and culture set that still hold the old concept. The successful of decentralization or regional autonomy, however, depends on the bureaucrats as the implementers on the field.

### **3. Public Sector in Decentralization Era**

Decentralized structure will be easier to anticipate the society's needs and interests, especially in public sector. Therefore, the public sector plays a major role in society. In order to fulfill its wide range of functions, the public sector must satisfy a complex range of political, economic, social, and environmental objectives. Indiahono states that public sector has a highly complexity compared to the other private sectors. Firstly, public sector has more complexity than the private sector. Secondly, it has a high risk to face unpredicted problems. Thirdly, it has broader scope of problems than private sector [5]. According to Rondinelli in Widaningrum (2009), there is a strong relation between decentralization and public service providers. The implementation of decentralization policies can make the public service providers to be more effective and efficient [6]. In geographical aspect or another aspects (such ethnic diversity, culture, natural resources), centralistic governance is not appropriate to Indonesia.

Thus, through the implementation of decentralization, it is expected that local government can accommodate its own regional needs, including in providing accurate and quick public service. Decentralization basically refers to the improvement of people's welfare. This includes providing qualified education; qualified and low-cost health care; infrastructures; and food, cloths, as well as shelter. There are several reasons of why central government should decentralize its authority to province, regional, or local government: 1) political side; 2) management side; 3) cultural side; 4) development side; 5) the central government's needs itself; 6) decentralization can improve the competition between regions [4].

### **4. Regional Autonomy, Human Recourses, and Human Resources Management**

In the implementation of regional autonomy bureaucracy, several principles of good governance are needed. It is in accordance with the following statement: "The quality of governance and the successful of regional autonomy implementation have reciprocal and symmetrical relation. The governance quality can be independent variable that influences the successful of regional autonomy implementation. On the other side, regional autonomy policy can be determinant factor of the good governance realization [4].

In practical, there are some internal and external problems in Indonesian bureaucracy and bureaucrats. Internal problems consists of the quality of human resources, systems and procedures, feudalistic working culture, rigid leadership and vision, low mentality and morality, unnecessary organizational structure. In principle, the successful of bureaucracy implementation in regional autonomy depends on the government apparatus itself. In the regions, the apparatus still have many limitations, such as the lack of qualified and competent apparatus, simple administration systems and procedures, the lack of administration supporting facilities, strong feudalistic culture, etc. Meanwhile, external problems are related to low public trust to the bureaucracy; the demands of professional bureaucracy; free corruption, collusion, and nepotism bureaucracy; etc. Ironically, the fact shows that most of bureaucrats do corruption, collusion, and nepotism due to their dominance power and authority. In some district and sub-district area, many regents and mayors give their position to their wife/husband, son, and so forth. This condition causes the public trust to the public officials or bureaucrats to be low.

Another problem is the organization structure that becomes bigger. It also has overlap duties. The real example is the number of civil servant that continually increases, while their working performance is not optimal. The above problems indicate that Indonesian bureaucracy is inefficient and cumbersome. Many formal rules are even inappropriate. Besides, there is a high employee growth and bigger division of organizational structure that are caused by greater bureaucracy. In the context of regional autonomy, the bureaucracy should be reformed. In this case, the transformation of rigid bureaucracy into decentralized, innovative, flexible, and responsive bureaucracy should be conducted.

Another thing that should be considered in the revision of Law 32/2004 is the low proficiency of local officials. The law does not totally concern with the development of professional local officials that can be strong bond for national integration [4]. The bureaucracy, however, should put itself as a facilitator of public servants rather than as an agent of change. In fact, during the implementation of regional autonomy, the public service has not shown satisfactory result. This is supported by the study conducted by SMERU Research Institute in Bandar Lampung and Lombok Barat Regency on 2002. The study revealed that service quality, particularly education sector, health care, and infrastructure, has not showed improvement. It tends to show the reverse result. There are three main missions that support the implementation of regional autonomy: 1) Creating efficiency and implementing the resources; 2) improving the quality of public service and social welfare; 3) empowering and creating a space for society to participate in the development process.

In public sector, bureaucracy has an important role and great responsibility. It requires professional and competent human resources. Up to now, the quality of Indonesian official or bureaucrats in providing public service is still considered as serious problem. Society as bureaucratic service users often complains to the quality of bureaucracy personnel, including service process, the time required for settlement affairs, attitude and behavior, and the quality of services.

Human Resources Management (HRM) is one of the important instruments for an organization in order to achieve its objectives. However, public sector is a major responsibility in providing services to the public. This needs to be supported by officers or bureaucrats who are competent in their field. In the context of the reform of the bureaucracy, the HRM is one of the important aspects. In the context of regional autonomy is still a lot of personnel who are not competent in their field so that public sector services are not optimal. Therefore, bureaucracy reform in regional autonomy era in Indonesia is a must.

## **5. Conclusion**

Reformation in the context of decentralization and regional autonomy is a necessity that can be negotiated or implemented half-heartedly by the bureaucrats. On the other hand, without professional and competent bureaucrats, decentralization and regional autonomy is hardly implemented.

Therefore, the main objective of public sector in regional autonomy is to achieve outcomes- enhancing or maintaining the public- rather than generating profits. The function of good governance in bureaucracy in particularly in public sector is to ensure that government or bureaucrats provide good services for public. Therefore, human resources management in the bureaucracy of regional autonomy is required. It is an effort to build a bureaucratic organization that can provide efficient and effective public service for the society. However, the implementation of bureaucracy reformation should be supported by qualified human resources and human resources management that are integrated.

## 6. References

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