

*Research Article*

# Creating an Effective Bureaucracy by Reducing Bureaucratic Pathology in Local Governments

**Endang Try Setyasih**

*Institut Pemerintahan Dalam Negeri (IPDN), Sumedang, Indonesia*

Email: [endang\\_try@ipdn.ac.id](mailto:endang_try@ipdn.ac.id)

Academic Editor: Nguyen Ngoc Anh

Copyright © 2023 Endang Try Setyasih. This is an open access article distributed under the Creative Commons Attribution License, which permits unrestricted use, distribution, and reproduction in any medium, provided the original work is properly cited.

**Abstract.** These factors, which are collectively referred to as sick bureaucracy or bureaucratic pathology, are experienced in local government bureaucracies and include convoluted work procedures, uneven workload, slowness, inefficiency, rigidity, lack of transparency, and corrupt behavior. The bureaucratic pathology that currently exists within the Department of Population and Civil Registration of the local government of Cianjur Regency is going to be reduced as a primary objective of this study. The reduction of this pathology will allow for the creation of a more efficient bureaucracy. This method can also be used to obtain insight into something little is known about, and it can assist researchers supply complicated details about phenomena that are difficult to define. This type of research is a type of qualitative research where this method can also be employed. The results of the study show that bureaucracy in Indonesia is still far from the principles of good governance because it is still patrimonialistic which is characterized as inefficient, ineffective and not objective. Overcoming this bureaucratic pathology can be carried out including global administrative reform, establishing clear legal and regulatory forces and creating a system of accountability and transparency. For the Cianjur Regency Population and Civil Registry Service in reducing bureaucratic pathology by eliminating service discrimination, providing good responses and simplifying services.

**Keywords:** *Bureaucratic Pathology, Local Government, Public Service.*

## A. INTRODUCTION

Bureaucracy is a vital instrument in society whose existence cannot be avoided. Bureaucracy is a logical consequence of accepting the premise that the state's fundamental role is to advance the welfare of its citizens (Gedeona, 2013). Therefore, the state must directly produce the public goods and services required by its citizens. The government actively participates in the social lives of its citizens. For this reason, the state has established an administrative structure designed to serve the interests of its citizens in accordance with the law (Paisal et al, 2019). In Article 1 of Law No. 25 of 2009 on public services, "public services" are defined as "activities or series of activities in the context of satisfying service needs in accordance with statutory regulations for every citizen and resident for goods, services, and/or administrative services provided by public service providers" (Setyobudi, 2013).

Regional bureaucracy was formed to carry out good governance. In realizing its functions, the bureaucracy is influenced by social phenomena from internal and external organizations (Satibi & Ediyanto, 2020). For that process, the bureaucracy often experiences obstacles that have the potential for poor performance, which is called bureaucratic pathology (Ma'ruf, 2010). The disease in question is a social phenomenon of regional employees whose behavior is contrary to the rules, norms, morality and rationality required by the leadership. The phenomenon that adorns these local government agencies seems to have no end, because there have been many ways to deal with deviant behavior but until now there are still bad employees. Employee delinquency starts with small things, such as arriving late, leaving early, skipping work, playing games or social networks (Ida et al., 2020).

In the government bureaucracy in general, there are many different everyday realities that we always experience, such as winding work procedures, frequently seen a lot of files scattered around, lots of letters that arrive late at the address, documents that are not well maintained, workloads that are not evenly distributed, etc. for a certain person, the working atmosphere is not pleasant, it is even possible that there are bottlenecks in a task due to a lack of discipline, the government bureaucratic apparatus lacks managerial skills, abilities, skills, does not have a sense of responsibility and is dry from concepts, initiative and creativity as well in providing unsatisfactory services to the community is part of the disease suffered by a bureaucracy (Haning, 2018; Martini, 2010).

This process of acute bureaucratic pathology in Indonesia is not something that came suddenly, but has been maintained for a long time. The bureaucracy is used to being a symbol of prosperity and royalty for its apparatus to receive services from the community. Even though the government has tried to reduce it by reforming the bureaucracy, changing the old paradigm is still very difficult to do (Ahmad, 2008). This is a challenge and at the same time a demand for the government bureaucracy in the future. The challenges that must be faced are not only the government bureaucracy which is likely to suffer from bureaucratic diseases such as the managerial style of officials, the lack of knowledge and skills of implementing officers, violating applicable legal and regulatory norms and others but also challenges from the whole community who experience changes in various fields, politics, economics, science, technology and social (Hamirul, 2017)

Previous research conducted by Mu'min Ma'ruf (2010) on bureaucratic pathology stated that bureaucratic pathology is a disease that undermines the joints of life in the bureaucracy. This disease is not something that comes suddenly, but has existed and been maintained for a long time. Building a system of control and public accountability is significant in combating bureaucratic pathology. As the "executor" of bureaucratic power it is very easy to be lulled and tempted to commit "abuse of power". For this reason, in dealing with various empirical symptoms of pathology in the bureaucracy, it is time to make efforts so that the bureaucracy has a higher resistance to various diseases that attack it, bureaucratic reform must also be carried out radically and comprehensively, because basically the bureaucratic pathology that occurs does not stand alone, but rather It also involves law enforcers, politicians and others.

Previous research conducted by Aris Tri Haryanto (2007) with the title efforts to create an efficient, innovative, responsive and accountable bureaucracy discussed that in order to create an organization to be efficient, various paradigms emerged starting from the post-1980 era with Collaborative Individuals, Reinventing Government and Banishing Bureaucracy. everything boils down so that public or bureaucratic organizations can become competitive and play a role not only as spectators but also as actors in highly competitive market mechanisms. For this reason, bureaucratic reform is not only limited to structures, processes or procedures, but also reforms in the moral and attitude of bureaucrats. Without awareness to reduce or eliminate various forms of bureaucratic pathology, reforms in the context of creating an efficient, innovative, responsive and accountable bureaucracy will only be mere statements.

Cianjur Regency, which is an autonomous region, should improve the performance of the bureaucracy in a better direction. So far, efforts to improve the quality of bureaucratic work have begun to be seen by implementing a culture of discipline, both in the form of increased performance and in the form of attendance at work. This effort was carried out in an effort to overcome the pathologies that have existed in the bureaucracy so far, based on preliminary observations by the author there are many diseases that exist within the bureaucracy at the Department of Population and Civil Registry. but the form and type of pathology has not been clearly identified. So this research wants to track and analyze the symptoms of bureaucratic pathology in the Office of the Population and Civil Registry Office of Cianjur Regency.

## **B. METHOD**

Qualitative research is the kind of research that is utilized in the research process. Within qualitative research, the most essential thing to consider is how to identify key informants who are rich in information in accordance with the study emphasis (Sugiyono, 2007). It is possible, via the application of qualitative approaches, to discover and comprehend something that lies hidden beneath a phenomenon that is not even known at all. This method can also be used to obtain insight into something about which very little is known, and it can assist researchers in providing nuanced insights about phenomena that are difficult to uncover using methods that rely on quantitative analysis. The objective of the qualitative descriptive format is to synthesize and describe a variety of conditions, situations, or other aspects of social reality that are present in society. This research use a variety of methods to collect data in order to obtain data that is both relevant and comprehensive. Observation, interviews, and documentation are the methods that are utilized in this study project. According to Miles and Huberman (2007), qualitative data analysis, in general, is comprised of three (three) streams of activities that take place simultaneously. These activities are known as Data Reduction, Data Presentation, and Drawing Conclusions/Verification.

## **C. RESULTS AND DISCUSSION**

### **1. Bureaucratic Pathology**

In broad terms, bureaucratic pathology is a malady in state bureaucracies caused by bureaucrats' actions and the social, cultural, political, and technological environments in which they thrive. Siagian (1994), for example, acknowledges the existence of bureaucratic pathology. It is characterized by pathological tendencies due to perceptions, behavior and managerial style, knowledge and skill problems, illegal acts, attitudes, and internal situations. Likewise Kartasmita (1995) states that bureaucracy has a tendency to prioritize its own interests (self-serving), maintain the status quo and be resistant to change, and concentrate power. This then gives rise to the impression that the bureaucracy tends to be more concerned with procedure than substance, is slow and hinders progress.

According to Islamy (2001), bureaucracy in most developing countries including Indonesia tends to be patrimonialistic: inefficient, ineffective (over consuming and under producing), not objective, becomes angry when dealing with control and criticism, does not serve the public interest, is no longer being a tool of the people but has become an instrument of rulers and often appears as a very authoritative and repressive ruler . According to Islamy (2001), the public bureaucracy can experience organizational slack for a number of different reasons. These include, but are not limited to, a rigid approach or service orientation, a narrow service vision, inadequate mastery of administrative engineering, and increasingly fat public bureaucratic units that are not facilitated with sufficient and reliable 3P (personnel, equipment, and budgeting) (viable bureaucratic infrastructure). As a consequence of this, the public bureaucratic apparatus becomes slow and is frequently mired in mundane operations. Furthermore, it is unresponsive to the ambitions and interests of the general public, and it has a difficult time adjusting to changes in their surrounding environment (Usman, 2011).

According to Siagian (1994) bureaucratic pathologies or diseases can be categorized into five types, namely:

- a. Pathology that develops as a result of the view and management style of bureaucratic officials (bureaucrats). This category of pathologies includes power and position misuse, the acceptance of bribes, arrogance and intimidation, low credibility, and nepotism.
- b. Pathology resulting from a lack or deficiency of ability or expertise on the part of officers executing various operational operations. This disorder is characterized by

inaccuracy and ineptitude, failure to explain leadership policies, complacency, acting impulsively, low ability, unproductivity, and confusion.

- c. The pathology that develops when bureaucracy members break legal standards and appropriate rules and regulations. This disorder encompasses bribe-taking, corruption, dishonesty, kleptocracy, and budget overruns.
- d. The pathology manifested in the behavior of the bureaucracy is dysfunctional or negative. This type of pathology includes arbitrary, conspiratorial, discriminatory, and undisciplined behavior.
- e. Pathology which is the result of internal situations in various agencies within the government. This type of pathology includes exploitation of subordinates, improper motivation, excessive workload, and unfavorable working conditions.

To overcome bureaucratic pathology, the entire community should help each other work together to carry out the process of governance together as well as possible. The solutions to overcome bureaucratic pathology include:

- a. There is a need for global administrative reform. This means that administrative reform is not just changing personnel, not just changing the name of certain agencies, not just changing the nameplate in front of the office, or not just reducing or streamlining the bureaucracy, but also reforming things that are invisible to the eye such as upgrading the quality of bureaucrats, moral school, and changing the perspective of bureaucrats towards themselves and institutions that bureaucracy is a public service tool and not for profit (Irawan, 2013). The role of the quality of apparatus resources greatly influences the quality of service, for this reason cognitive abilities that come from intelligence and experience, skills or skills, which are supported by attitudes or etiquette are factors that can be used to solve problems of bureaucratic pathology related to public services in Indonesia.
- b. Formation of legal and statutory force and clear. The power of law is very influential on crimes, including crimes and diseases that exist in the bureaucracy. Establishment of the rule of law can be carried out by means of fair and strong leadership, law enforcement tools that are strong and free from political interests, and impartial supervision in the implementation of government activities in the bureaucracy (Yunus, 2016). In Indonesia, one of the legal forces in the implementation of government bureaucracy is with the enactment of Law Number 5 of 2014 concerning State Civil Apparatus, which in this law regulates the ASN management system, namely the merit system. With the implementation of this Law, bureaucrats in terms of ASN are expected to be able to carry out their duties and responsibilities properly and correctly and apply an attitude of neutrality in all fields, and prioritize the interests of the state above personal and group interests (Kristian, 2021).
- c. Creating a system of accountability and transparency. The lack of a sense of responsibility that exists in the bureaucracy makes bureaucrats even more daring to deviate from what should be done. Supervision from below and from above is a tool for creating accountability and transparency (Nurhasanah & Yusnalia, 2019).

## **2. Reducing Bureaucratic Pathology to Create an Efficient Bureaucracy in the Cianjur Regency Population and Civil Registry Service**

Efforts to combat bureaucratic pathology are fundamentally a manifestation of the duty of government officials as public servants, which is to provide outstanding service to the community. Nonetheless, community conditions show that public services in the form of population administration services are operating properly, despite the presence of impediments

in the field. The attempts at the Population and Civil Registration Service Office to overcome the pathology of administrative service:

a. Overcoming Discrimination in Services

According to Basir (2015), to improve government services, it has established guidelines related to the mechanisms and stages of procedures that must be carried out by each government apparatus according to the type of service provided. Therefore, it is done so that there is a standard reference that becomes the Standard Operating Procedure (SOP) in public services so that it can facilitate the implementation of work stages and can measure the level of quality, effectiveness and efficiency in the process of public services to the community. and to ensure its smooth running.

The procedures for administrative services vary depending on the type of need, and all of this has been regulated in the SOP for public services which refers to statutory regulations, so that work results are measured based on SOP standards. Efforts made by the government apparatus of the Population and Civil Registration Office in eliminating bureaucratic pathology were overcome in a structured way, namely a friendly culture in serving (Kristian, 2022).

In the case of public services, the pattern of public service delivery has shifted from an initial focus on the government as a provider to a focus on the needs of the community as a consumer. In this manner, there is no alternative starting point for enhancing public services other than listening to the public as soon as feasible. This will increase community involvement in the provision of public services.

b. Responding (responsiveness)

Responsiveness is a response or readiness in providing services to the community that is fast and responsive, which includes: the readiness of employees to serve the community, the speed of employees in handling public complaints, especially people who are domiciled at the Department of Population and Civil Registration. Responsiveness is related to the speed and alertness of employees in responding to complaints from the public. Complaints from people who need services must be responded to and handled quickly and precisely.

Responsiveness is measured by the level of sensitivity of the work to the results achieved, and the priority of urgent tasks and work as well as suitability for the needs of the community, the desire of the staff to help the community and provide responsive service is one of the important aspects in providing satisfaction to the community served. The service procedures that must be passed by everyone who needs services at this agency are actually quite easy and simple, not convoluted, easily understood and implemented by both the people served and the officers providing services.

The form of the implementation of the services that need to be provided is largely determined by the attitude, profession and response to public complaints. Responsiveness shown to residents, namely:

- 1). Provide appropriate information to the public about when administrative services will be carried out;
- 2). Willing to help people who have difficulty in the service process;
- 3). Quick in responding to community requests;
- 4). Provide prompt service to the public

c. Simplification of transparent service procedures

Clarity is very important in public services, because this indicator can affect public trust in government officials at the Population and Civil Registration Service. Services provided to the community must comply with existing service operational standards. Population and Civil Registration Service officials have clear knowledge of how to manage it, so that government officials can complete their work properly.

## D. CONCLUSION

Indonesia's bureaucracy is strongly tied to the country's culture and is heavily influenced by current cultural issues. This is the beginning of the emergence of bureaucratic pathological symptoms, as culture and habits are difficult to alter because they are intrinsically linked to moral principles. The actual situation reveals that the phenomenon tends toward patronage, in which a pattern of reciprocal usage and mutual benefit emerges, also known as symbiotic mutualism. So that extortion, bribery, delayed service, confusing procedures, corruption, collusion, and nepotism have been ingrained in the ethos of the Indonesian people. In an effort to reduce bureaucratic pathology at the Population and Civil Registry Service in the district of Cianjur, a structured approach is implemented, namely the improvement of a user-friendly culture in government-oriented services as a provider of community needs, which is crucial for influencing the level of community satisfaction in areas where services are equitable. ...and without discrimination based on rank or position, which is supported by the availability of suitable facilities and infrastructure in population administration services, in a timely and appropriate manner.

## REFERENCES

1. Ahmad, B. (2008). Bureaucratic Conditions in Indonesia in Relation to Public Services. *Journal of Public Administration*, 4(1), 45-62.
2. Bashir, MA (2015). Bureaucratic Reform in Making Employee Performance Effective at the Office of Community Empowerment in North Buton Regency. *Journal of Socio Science*, 4(1), 1-10.
3. Gedeona, HT (2013). Bureaucracy in Practice in Indonesia: Neutrality or Partisanship?. *Journal of Administrative Sciences: Media Development of Administrative Science and Practice*, 10(2), 232-245.
4. Hamirul, H. (2017). Bureaucratic Pathology Manifested in Dysfunctional Bureaucratic Behavior. *Authority: Journal of Governance Science*, 7(1), 14-18.
5. Haning, MT (2018). Bureaucratic Reform in Indonesia: An Overview from the Perspective of Public Administration. *JAKPP (Journal of Policy Analysis & Public Services)*, 25-37.
6. Haryanto, AT (2007). Efforts to create an efficient, innovative, responsive and accountable bureaucracy. *Journal of Economics and Entrepreneurship*, 7(2).
7. Ida, YW, Raga, Y., Wadu, J., & Ratoebandjoe, P. (2020). Identification of Bureaucratic Pathology in Public Services at the Belu District Land Office. *Journal of Public Administration*, 16(1), 15-31.
8. Irawan, R. (2013). The Urgency of Professional Bureaucratic Management to Overcome Bureaucratic Setbacks in Public Service. *Tapis Journal: Journal of Islamic Political Aspirations Binoculars*, 9(1), 46-59.
9. Islamy, MI (2001). Policy Agenda for State Administration Reform.
10. Kartasasmita, G. (1995). Development Towards an Advanced and Independent Nation: An Overview of Various Paradigms. *Problems, and the Role of Bureaucracy in Development*.
11. Kristian, I. (2021). Evaluasi Kebijakan Penataan Pedagang Kaki Lima (PKL) di Jalan Kiara Condong Kota Bandung. *Jurnal Dialektika: Jurnal Ilmu Sosial*, 19(2), 23-34.
12. Kristian, I. (2022). Implementasi Kebijakan Program Keluarga Harapan Di Kecamatan Pamulihan Kabupaten Garut. *Dinamika: Jurnal Ilmiah Ilmu Administrasi Negara*, 9(1), 23-37.
13. Martini, R. (2010). The politicization of the bureaucracy in Indonesia. *POLITIKA Journal of Political Science MIP*, 1(1), 67-74.
14. Ma'ruf, MM (2010). Bureaucratic Pathology. *Visionary Journal*, 4(3).

15. Miles, MB, & Huberman, MA (2007). *Qualitative Data Analysis (Translated Edition)*. Jakarta: University of Indonesia.
16. Nurhasanah, N., & Yusnalia, Y. (2019). Study of Bureaucratic Pathology in Population Administration Services at the Jekan Raya District Office, Palangka Raya City. *The Public Enlightener*, 6(1), 1-10.
17. Paisa, L., Gosal, R., & Monintja, D. (2019). Government ethics in improving the performance of the state civil apparatus. *Executive Journal*, 3(3).
18. Satibi, I., & Ediyanto, E. (2020). Bureaucratic Ethics and Behavior in Supporting the Strengthening of Good Governance. *Academia Praja: Journal of Political Science, Government, and Public Administration*, 3(02), 234-250.
19. Setyobudi, YF (2013). The Role of the Community in Public Services in Accordance with Law no. 25 of 2009 concerning Public Services. *Journal of Dimensions*, 2(1).
20. Siagian, SP (1994). *Bureaucratic pathology: analysis, identification and treatment*. Jakarta: Ghalia Indonesia.
21. Sugiyono. (2011). *Metode Penelitian Kualitatif, Kuantitatif dan R&D*. Bandung: Alfabeta.
22. Usman, J. (2011). Professional Bureaucratic Management in Improving Public Services. *Authority: Journal of Governance Science*, 1(2).
23. Yunus, NR (2016). Creating Good and Clean Government Based on Sharia Islamiyah in Governance of the Republic of Indonesia. *Nur El-Islam*, 3(1), 143-175.