

## BUREAUCRATIC PATHOLOGY CAUSES OF WEAK PUBLIC SERVICE

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### ABSTRACT

*Smoothness in the process of public service cannot be separated from the bureaucracy, and a good bureaucracy is a bureaucracy that can accelerate the process of public service, but not infrequently the bureaucracy system that can actually hinder the process of public service, it is evident that there are still many bureaucracy pathology popping in the middle - middle of the main government system in the public service system. While bureaucracy intended to organize the system regularly and measurable in the process of service, so the need for efforts to return the values - bureaucracy good and ideal or can be regarded as bureaucracy repair. From these basics can we raise the issue of how bureaucratic pathology can still arise in the provision of public services? And how the ideal bureaucracy, so that it can provide good service? From the problem can be discussed that the bureaucratic pathology is a disease that is in the network of bureaucracy system that is difficult to be removed is part of the bureaucratic disease that always exist and stick to the bureaucracy's system-cell and what if it is allowed to quickly be able to spread all the network system, so that will be able to damage the bureaucracy's own value. Bureaucratic pathology can also mean the same as "Bureaucracy Disease". The role of bureaucracy as the implementer of the public policy or in other words bureaucracy is as the State organizer to serve the community. A good bureaucracy will be able to provide maximum service.*

Keywords: Bureaucratic pathology, Weak services

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### INTRODUCTION

The bureaucracy is meant to organize regularly a work to be done by many people (Tjokroamidjojo, 1984). In the opinion of Bintoro Tjokroamidjojo, we can know that the purpose of the bureaucracy is that the work can be done quickly, precisely, and organized so as to minimize the overlap and error in solving it. In addition, according to Michael G. Roskin, the bureaucracy has several functions, namely administration, service, arrangement or regulation, and information gathering. The spearhead of the existence of the bureaucracy is how to carry out public administration with the best that is demonstrated by the fulfillment of the needs of the community well and the community was happy about the services provided by the bureaucracy.

Over time, the problems that arise in the implementation of bureaucracy certainly will disrupt the running of government. Various bureaucratic issues began to emerge, such as bureaucratic, corruption, collusion, nepotism, and other bureaucratic pathologies which are of course very detrimental to society because public services undertaken by bureaucrats become obstructed. Communities that should be able to obtain services quickly, easily and cheaply have to struggle to get their services by spending more money and in a longer period of time because the process is considered less maximal, because it is disturbed by irresponsible elements, sometimes adheres to understand "If it can be prolonged why it is accelerated, if it can be complicated why it is made easier" which is the cause of bureaucratic pathology such as corruption, illegal levies, and bureaucratic incompetence in service and this will be a culture hard to prevent.

Thus, there needs to be an effort to return the good and ideal bureaucratic values or what we can call as bureaucracy repair. One way that we can take to implement bureaucratic sanitation is by reforming the bureaucracy. The purpose of bureaucracy reform is to suppress and minimize the existence of bureaucratic pathology and improve the quality of public services provided by bureaucrats to the public, so that the government can provide optimal service to the community.

The famous sociologist Max Weber argues that a good bureaucracy is a bureaucracy that can run the organization can move on the basis of rationality, so as to create an ideal bureaucracy that can describe how the organization should be designed to be more efficient and effective in carrying out its duties.

Weber further conveys the ideal bureaucratic edge, among others; the existence of a division of tasks based on certain abilities, there is a hierarchy of authority in the organization, there are provisions that apply thoroughly in the organization, maintaining an impersonal relationship due to rational decisions and only made objectively without emotion, and the election of employee promotion is based on ability, irrelevant considerations.

However, these theories are sometimes neglected and even tend not to be applied, so that the organization goes on the basis of the will of the leader, so that raises the problem, the so-called bureaucratic pathology. So the service becomes disturbed and hampered because of the pathology of bureaucracy.

### FORMULATION OF THE PROBLEM

From the basics mentioned above, then the problem can be formulated as follows;

1. How does bureaucratic pathology always appear in public service?
2. How is the edited bureaucracy, so that it can provide good service?

## DISCUSSION

### The Emergence of Bureaucracy Pathology

In running the bureaucracy government cannot be separated from the system of government itself. The concept of bureaucracy until now still brings problems. The reform demands have not brought significant changes in the Indonesian bureaucracy's face to what is called good governance. Bureau in Indonesia is like a body is a disease that is difficult to be cured because the bureaucracy can answer the community's configuration in ensuring the representation of each social community that has been rooted in the bureaucracy that can affect the running of the organization.

The emergence of a bureaucratic pathology or disease stems from unsuitable recruitment and placement of bureaucrats (based on merit system and employee career). Therefore bureaucratic pathology is a disease that must be cured so as not to go anywhere in the bureaucracy system certainly by making a clear, firm and consistent regulation in a system. The emergence of bureaucratic pathology will lead to diseases of public service for example;

### Bureaucratism

Before discussing about bureaucratism, we need to first understand the meaning of a bureaucracy. Bureaucracy comes from English Bureaucracy, defined as an organization that has a chain of command with a pyramid shape, where more people are at the lower level than the top level, usually found in institutions that are administrative and military. According to Max Weber, the definition of bureaucracy is a form of organization whose application is related to the objectives to be achieved. This bureaucracy is meant as a system of authority that is rationally determined by the sharing of rules. This bureaucracy is meant to organize regularly a work to be done by many people. Meanwhile, according to Fritz Morstein Marx, the definition of bureaucracy is a type of organization that is used by modern government to carry out its tasks that are specialist, implemented in the administrative system and especially by the government apparatus. From the above understanding we can understand that the bureaucracy is an organization whose application relates to the desired objectives with hierarchical structure and implemented by specialization by the government apparatus to achieve organizational goals.

The existence of bureaucracy is expected to smooth the way an organization to achieve the goal. Especially with the specialization on bureaucracy sometimes creates problems especially on the path of coordination. Each section of the bureaucracy has its own function and authority, which sometimes makes it more difficult for the bureaucracy to progress. This is what is commonly called bureaucratization which according to Big Indonesian Dictionary means bureaucracy that hampers the wheels of government, bureaucracy that is not functional. Or understanding according to Leon Trotsky (1932) mentions that bureaucratism is a skewer, and an unhealthy plates. Trotsky also mentions that bureaucratism is a well-defined ugliness, a bad and dangerous dilemma. Bureaucratism itself is a bureaucratic disease that can not be destroyed easily. Bureaucratism itself is a complicated problem that occurs in the bureaucracy because it is a defection carried out by the apparatus in the bureaucracy itself. In fact, not infrequently corruption in the bureaucratic journey by officials who have the authority with the lure of ease in the administrative process. Therefore, to fight bureaucratism alone can not be from a non-proletarian influence alone. Yet it must accommodate the power of the proletariat to bear the resistance of the bureaucratism. This proletarian power can pass through a group to become a vehicle that can influence bureaucracy in the fight against bureaucratism.

### Corruption

Alfiler (1986) specifically specifies what is referred to as bureaucratic corruption as a designed behavior that is in fact a behavior that deviates from the expected norms deliberately committed to obtaining material rewards or other rewards. Bureaucratic corruption occurs in a social context, primarily within the (public) organization, which is the source of authority or authority (discretion) of public servants. Corruption in the public bureaucracy is a complex phenomenon that is driven by a variety of interrelated factors, because it is called 'multi-faceted social problems'. Of the various factors that cause corruption can basically be grouped into cultural, structural, and individual causes.

- Cultural

One of the most common cultural causes for understanding corruption cases in developing countries is the factor of local political culture. The bureaucracy in Indonesia shows the mixed features of the feudal bureaucracy which is the hallmark of royal government and the rational bureaucracy introduced to Indonesia by the Dutch colonial government. The bureaucracy which is a blend of western bureaucratic elements and elements derived from the royal political culture by Max Weber is termed the Patrimonial Bureaucracy.

A leader in a patrimonial-type bureaucracy has a tendency to perceive political power as part of private property, so that in its use it discurs much.

The leader's understanding or perception of power will influence his leadership behavior. The patrimonial culture that considers power as private property is suitable to describe the politicalfeodal culture at the time of the kingdom in Indonesia, especially Java. The understanding and perception of the kings in Java who regard power as their own influence their leadership. The emerging leadership style is the authoritarian and centralized leadership, in the sense that the centralized power in the hands of the subordinate leader is seen as a servant or child who must obey the father. In these circumstances, if the leadership or the holder of power has no high quality of morality and integrity, it will be easy to use his power arbitrarily or for the interests of his own family or group, one of which is corruption and nepotism. And if his boss is a corrupt person, his children (his subordinates) will be assuredly oriented towards his boss's behavior, whether it's for respect or fear or because of his subordinate moral weakness.

- **Structural**

Another factor closely related to corruption is the structural factor that is the factor of supervision. The more effective the surveillance system, the less likely it is for corruption and collusion. Conversely, if corruption and collusion are widely practiced there is something wrong with the oversight system. As is the case with Indonesia's bureaucracy, although functional oversight bodies have been built in layers, they are generally unable to carry out their functions properly. In fact, outside the internal functional oversight bodies there are external supervisory bodies, such as the Financial Supervisory Board and the House of Representatives. The problem is that the government's dominance over the external surveillance institutions is so strong that these institutions become helpless.

Weak supervision occurs because of the influence of the dominant position of government bureaucracy as the main source of goods, services and employment and as a regulator of economic activities; and the dominance of states that dwarf other forces in society (Mochtar Mas'oeed, 1994). Bureaucracy, especially in developing countries, tends to have a stronger position than any other institution, because bureaucracy has a source of power

In addition, the bureaucracy in developing countries is also responsible for development planning, implementation and evaluation of the planning. The government is also a source of employment for many companies that rely on government contracts; as well as providing employment for those who wish to become civil servants. Inequality between bureaucrats and the people in terms of status, education, and control of information and technology may cause officials to make arbitrary decisions or to request services or remuneration from the public for the services or conveniences provided. On the other hand, the weaker citizens will offer a boom in the hope of changing the behavior of bureaucrats who keep their distance closer to him and become his 'patron', so that the citizen can obtain a privileged advantage in business with the government.

- **Individual**

Other factors of corruption that are very decisive according to the Alfiler is the individual factor that is the low level of morale and integrity of employees and the pemimpinkunci. This individual factor, according to Syed Husein Alatas, is more suited to the Asiadari context than the structure factor. "If we look, the Indonesian government is not a law and rules that do not exist but factors that exist outside the structure of government. If corrupt people rule any government of any structure, the structure will undoubtedly be contaminated ... On the contrary, on whatever structure, if the type of positivity and morale are in power, they will naturally breed and defend their power. Throughout history, more power is held by homo venalists than homo moralists (1996: 164-165).

### **Bureaucracy Repair**

Efforts to nourish the Bureaucracy or heal all kinds of diseases and injuries that exist in it is through a concept that developed rapidly starting from the West at that time by Osborn and Gaebler. Their findings and research depart from concerns about poor, corrupt government organizations and loss of trust and even self-esteem in the eyes of the people. The most famous concept is Reinventing Government which is basically a representation of New Public Management paradigm. entrepreneurship government) is a system for exercising authority and power in organizing social, economic and political life with entrepreneurial spirit in each member of government or official. Or in other words, the point is "to entrust the bureaucracy". Application of this concept is none other than for the ideals of any State, namely to create good governance. Therefore in the fundamental reform in a State to create good government is to implement the concept of reinventing government while instilling the entrepreneurial spirit into its officials. This Entrepreneurial Government also adopted the service of New Public Management which reads, "Close to the citizens, have a mentality to serve, and flexible and innovative in providing services to the citizens". Then according to Osborne and Gaebler, to nourish the bureaucracy through a concept of "Entrepreneurial Governance", it is necessary to apply or at least observe the ten principles as follows:

1. The Catalyst Government
2. Government owned by the people
3. Competitive Government
4. Mission-driven Government
5. Result-oriented Government
6. Customer-oriented Government
7. Entrepreneurial Government
8. Anticipatory Government
9. Decentralist Government
10. Market-oriented Government

Government Institutional Structuring through Reinventing itself, among others.

- a. Reorientation. Redefines the vision, mission, roles, strategy, implementation, and evaluation of government institutions.
- b. Restructuring. Reorganize government institutions, build organizations as needed and demand publik.
- c. Alliance. Synergize all actors, namely government, business, and society in a solid team.

According to David Osborne and Peter Plastics, the strategy of renewing the organization of the Government (Bureaucracy) (David Osborne and Peter Plastik):

1. Clarify organizational goals / intent (core strategy);
2. Consequences on organizational performance (strategy consequences)
3. Public accountability (customer / community strategy)
4. Organizations and employees innovate (control strategy)

5. Change the employee's behavior, feelings, and thinking (cultural strategy).

### Case Study of Business Licensing Service

As has often been heard among Indonesian society, the ugliness of government organizations or diseases called bureaucratism in reality is quite bad. Some forms and principles of Weber's bureaucracy become irrelevant if applied to the administration of today's government. One of the shortcomings of bureaucracy in serving the community is a condition of requirements with a convoluted course. Some public circles who are interested in opening a business, investing or simply requesting permits for business premises are often complicated. Yet these things that actually spur the wheels of a country's economy and ensure its stability. Lots of agencies (in this case the service) that must be visited so that takes a lot of time and not a little cost for each 'dismissal' it. Indications of corruption is already a public secret how the payment that should not exist, sometimes invention of how many who go into the State treasury and how much is utilized for its own sake. The main factor of such deviation is the structural factor in which the bureaucratic complexity is not accompanied by strict supervision. Cultural factors also educate individuals to continue the 'tradition' of bureaucratism in terms of public service from time to time. According to a research study by experts, post-decentralization policy of 1999, the then-adaptable local government tried to innovate by developing some licensing and investment patterns but encountered many obstacles such as:

1. Inconsistent and accommodative government regulations that tend to confuse investors and prospective investors,
2. Unpredictable, slow and non-transparent licensing services
3. Inadequate and unpredictable domestic political and security conditions
4. There is no guarantee on the legal certainty of contracts that have been agreed by the entrepreneur, especially related to foreign companies,
5. The role of national banks in disbursing credit to the real sector has not functioned normally,
6. Implementation of regional autonomy has not had a clear direction and tend to create a new government at a lower level.

From some of the above obstacles, licensing affairs are among the most affected. The World Bank's study shows that the Indonesian bureaucracy is very complicated, starting from procedures to start new investments, licensing, land, import-export and tax payment.

But along with a new concept of 'bureaucratic reform', the government finally realized the bureaucratic face that had long been left sick, so there were improvement efforts on one to several aspects of government organization. One effort to restructure the bureaucracy and minimize the possibility of corruption is in the form of business licensing services in the region.

### The Ideal Bureaucratic Type

Based on the definitions conveyed by the bureaucratic experts is a system of control within the organization designed based on rational and systematic rules, and aims to coordinate and direct the activities of individual work to complete administrative tasks.

Weber builds the concept of bureaucracy based on the theory of citizenship system, in which there are three types of authority that have different duties: Traditional authority (traditional authority) where authority exists in the tradition passed on by generation. The charismatic authority of authority based on supernatural personal qualities. And the legal-rational authority (legal-rational authority) authority derived from the prevailing laws and regulations.

Then in Weber's analysis, the "ideal type" organization that can guarantee high efficiency must be based on legal-rational authority. And in an independent and sovereign State, bureaucracy has an important role and function in running the wheels of government in a State. But the pressure and influence of power and politics resulted in the bureaucracy not running as expected, barren and less professional, in the field of public service, the effort has been done is to set the standards of public service, in the hope that the service can be fast, precise, cheap and transparent this has not materialized.

Prime service efforts seem to have not been enjoyed by the community, because the implementation of the less effective, efficient and tend to be convoluted, laban, not respond to the interests of the community. All this is a reflection that the current bureaucratic condition in providing services to the community, still not in accordance with the expectations of the community.

Then as we have said before that, Weber, put forward the ideal concept of bureaucracy, among others, has cirri - cirri; the division of tasks that are based on ability, the existence of hierarchy of authority within the organization, the existence of rules that are applied equally to members of organization, maintaining an impersonal relationship due to rational decisions and made objectively unemotional, and the election of employee promotion is based on one's ability , not based on irrelevant.

### CONCLUSION

From the above exposure can be deduced that;

1. The emergence of bureaucratic pathology caused by a system that is less path so as to make someone to conduct the saving or perform tasks that are not in accordance with operational standards of service, other than that the level of obedience or obedience of a person to the mechanism or bureaucracy is less so that the problems that occur in the implementation of bureaucracy Many bureaucratic issues are emerging such as bureaucratic, corruption, collusion, nepotism, and other bureaucratic pathologies which are of course very detrimental to society because public services undertaken by bureaucrats are hampered.
2. Ideal bureaucracy is a bureaucracy that meets the standard of service that is always done so that the public service process can run well, fast, precise, easy cheap and not buying, responsive against the interests of society and is transparent.

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