



## PERCEPTION OF LOCAL GOVERNMENT OFFICIALS BUREAUCRACY IDE ENTREPRENEURIAL GOVERNMENT (**Descriptive Study on Government City of Bengkulu**)

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### A B S T R A C T

This study aims to describe the perspective of bureaucratic officials in Bengkulu City Government accepts and understands the concept of entrepreneurship. The method used in this study is descriptive with questionnaire data collection techniques (questionnaires), interviews, observation and documentation. As a source of data and the population is all the structural environment of the City of Bengkulu by using stratified random sampling. From the analysis and interpretation found that understanding and knowledge of government officials over the city of Bengkulu on the concept of entrepreneurship in general can be said to be still low. This is reflected in the number of officials who do not understand the ideas that are in entrepreneurship such as customer oriented, citizen charters, performance-based budgeting, incentive systems, sunset law, competition among providers, a partnership with the private and profit-orientation for the government.



## INTRODUCTION

Regional autonomy is expected to be a way for solving the problems the nation is facing and a hope for the community as a momentum to find new ways to design the wheels of government, both concerning the dimensions of political, social, economic and cultural life. Regional autonomy demands a change in the structure, culture and paradigm of governance.

The level of people's trust in the integrity of the government has begun to be questioned and is showing signs of decline with many forms of expression of people's dissatisfaction, such as vigilantism, demonstrations, protests, criticism, insults to the public bureaucracy, and even some regions are willing to separate from Indonesia. The government with its bureaucracy is expected to be a way to solve problems but instead become a source of problems for the problems faced by the nation. Various forms of bureaucratic disease (bureau-pathologies) (see Caiden, 1991; Siagian, 1994; Hariandja, 1999) are the result of the arrogance and mismanagement of state administrators at all levels and in all sectors of life.

The demands and aspirations of the people who are increasingly coming to the fore in the era of regional autonomy for governance include at least several things; first, the reform of the political system which is a fact that cannot be denied to lead to a more democratic political life; second, the demand to realize good governance and clean government in the

administration of the state which is supported by the basic principles of legal certainty, accountability, transparency, justice, professionalism and democracy as echoed by the World Bank, UNDP, United Nations and several other international institutions (see Edralin, 1997).

In an effort to respond to the dynamics of society and these various demands, Law Number 32 of 2004 concerning Regional Government was born and Law Number 33 of 2004 concerning Financial Balance between Central and Regional Governments.

The existence of this law gives great authority to regions to manage their own households and offers various possibilities for implementing a new paradigm in reorganizing the regional government system and finding new ways to run the public bureaucracy in an efficient, effective, responsive, transparent and accountable manner. to community needs. Regions can develop democratic life, participation, initiative and community empowerment as well as the preservation of regional diversity values which in the end local governments can determine the design and model of the right public bureaucracy to respond to demands, aspirations and dynamics that happens in society. Failure to respond to demands for change can create new sources of conflict between the government and the community which in turn can disrupt the legitimacy and functioning of the government.

To design and determine the right bureaucratic model, it is necessary to make fundamental changes to the 'anatomy' and 'genetic code' of the public bureaucracy in Indonesia in order to create a bureaucracy that is able to adapt to the dynamics of changing strategic environments. Osborne and Plastrik (1997,48) say firmly and make it as... the first rule of reinvention: No new DNA, No Transformation, which means the first rule of change is no new DNA, no transformation. This is even more so for the Regency or City area, including the Bengkulu City Government, in entering the era of regional autonomy, which requires them to be independent in managing and managing their own household in the midst of global competition and increasing public awareness of the real role of the public bureaucracy. It is time for the Bengkulu City Government to reposition its role back into a public bureaucracy that is accountable, responsive, innovative and professional and has an entrepreneurial spirit. Regional bureaucracies must be more creative in carrying out modern government functions, namely, 'service, development and community empowerment' (Rasyid, 1997, 48).

Old patterns in bureaucratic culture, leadership, institutional structure, human resource management and so on must be oriented towards the formation of an adaptive public bureaucracy to changes in the strategic environment that take place rapidly and globally.

The concept of public bureaucratic change has basically been around for a long time (1980s) introduced by theorists such as Hood and Pollitt, as a critique of the performance of the old bureaucracy (the Weberian model) which has been unable to meet the expectations of society in line with

changes in the strategic environment. As the thesis put forward by David Osborne and Ted Gaebler (1992, 13) that: "The form of government that developed during the industrial era, with its slow and centralized bureaucracy, compliance with rules and regulations as well as the chain of command, is no longer running well. They (government bureaucracy) have become swollen, wasteful and ineffective. And when the world started to change, they failed to adapt to it.....didn't work at all in the fast-changing, information-rich and knowledge-intensive society and economy of the 1990s."

The change in the public bureaucracy introduced by these theorists is a change in the public bureaucracy through the NPM (New Public Management) approach as a new paradigm in an effort to 'transform a rigid, hierarchical, official bureaucracy in its public administration form into a flexible and market-oriented bureaucracy - service users/customers - its form of public management' (Hughes, 1994, 1).

This NPM approach, if drawn as a common thread (Hughes, 1994, Ferlie, et.al, 1996, Osborne and Gaebler, 1992) requires a public bureaucracy that has the criteria of Good Governance and Entrepreneurial Government with the ability to stimulate competition, accountability, responsiveness to change, transparency, , adhering to the rule of law, encouraging the participation of service users, emphasizing quality, effectiveness and efficiency, considering a sense of justice for all service users, and building an orientation on values to realize Good Governance and Entrepreneurial Government itself.

Observing the many new ideas, concepts, approaches and paradigms regarding bureaucratic regional autonomy and reorganization of government

administration that have been put forward by experts, but very rarely followed by a critical study of the behavior, attitudes and perceptions of bureaucratic elites who carry out regional autonomy. It is acknowledged that there has been a development of discourse (discourse) on Good Governance and Entrepreneurial Government and has become a debate by many groups, including politicians, academics, government practitioners and the public with different perceptions and arguments. The bureaucratic elite should respond critically and constructively and conduct regional autonomy first on the behavior, mindset and culture as well as the competencies that must be possessed in responding to the demands and dynamics of these changes.

Restructuring, updating, redesigning, regional autonomy in the government sector and new government management, or whatever the name is (Osborne and Plastrik, 2000) is a big job and demands inventors, pioneers who have an entrepreneurial spirit so that they can transform the system. and official organizations into entrepreneurial organizations. Awareness, understanding and in-depth knowledge of the bureaucratic elite regarding the entrepreneurial spirit in the public sector in the context of bureaucratic regional autonomy must be an important agenda. A wrong, partial, non-holistic and not comprehensive understanding of this will lead to various problems and strong resistance from the bureaucratic elite to maintain the status quo and be anti-change which is actually good for society.

The initial survey conducted by the author regarding the perception of

Bengkulu City Government bureaucratic officials on the idea of Entrepreneurial Government. It can be seen that the perception of Bengkulu City Government bureaucratic officials on the idea of Entrepreneurial Government is still low, besides that it can also be seen that personal factors inherent in individuals such as age, gender, education, rank and position in work can affect a person's perception of an object.

Starting from this background, how important and urgent is the awareness and understanding that every official must have in order to know and understand the various paradigms of modern government administration and make them the basis for carrying out bureaucratic reforms of government at all levels. So the author considers the need to do a research on the perception of bureaucratic officials in accepting and understanding new ideas and paradigms of governance for bureaucratic reform in implementing regional autonomy to realize good governance.

## MATERIALS AND METHODS

In this study there is no clear affirmation of the approach to be used, both the positivistic approach and the naturalistic approach, but tries to combine the two approaches. This is in accordance with the suggestions and criticisms of social researchers on quantitative research which is deductive in nature and tends to fail to produce new theoretical thinking and says that, in many cases, both forms of data are needed, not quantitative testing qualitative, but the two forms are used together and when compared each can be used for the purposes of developing a theory. (see



Glazer and Strauss, 1976; Kleden, 1987). This is also possible and in line with the opinion of Julia Brannen, (2002:50).

This research is a descriptive study using a survey method, which is a type of research that is intended to collect information about the status or existing symptoms, namely the situation according to the symptoms as they were at the time the research was conducted (Suharsimi Arikunto, 1996:309). The research is not only limited to data collection but also includes analysis and interpretation of the meaning of the data. In addition, all the data collected may be the key to what is being studied (Moleong, 2001: 6).

Descriptive research is generally a non-hypothetical research, so that in this research there is no need to formulate a hypothesis (Suharsimi Arikunto, 1996:245). Descriptive research aims to describe / solve problems systematically, factually and accurately regarding the facts and characteristics of a particular population or area (Rianse and Abdi, 2008:30).

This study is intended to attempt, describe and describe the perceptions of the structural officials of the Bengkulu City government in accepting and understanding the idea of Entrepreneurial Government.

## RESULTS AND DISCUSSION

### *Entrepreneurial Government*

#### **1. Aspect Costumer Oriented**

Based on the results of the research, there are still doubts and misunderstandings from employees about citizen charter, customer choice, and the private sector that provides services, while for community empowerment, respondents understand and agree more. Apart from

that they still think that the community is not ready and immature in responding to changes in public services. The clarity of rights and obligations between consumers and service providers causes many people to hesitate to apply the concept because there are consequences in it. According to Wahyudi Kumorotomo (2007) said that: "Citizen charter can be interpreted as a service contract, in practice, citizen charter is used to encourage service providers, service users and other stakeholders (stakeholders, key holders) to make a "mutual agreement" about the type, procedure, cost, time & method. give service. The purpose of the establishment of a Service Contract is to make public services more responsive or responsive, transparent and responsible or accountable. Therefore, the formulation of the Service Contract must involve service users, all units involved in providing services, NGOs, DPRD, local community leaders, and others. There are many things that are very functional in the Service Contract, namely that it can be used as a form of formulation of an open collective agreement, as a public instrument to control service delivery, and also as a means to regulate the rights and obligations of users and service providers. in a balanced and fair manner. Thus the assumptions contained in good governance are very much in line with the Service Contract, namely that public services will be a shared affair and responsibility between the government, the private sector, and the user community in general.

David Osborne and Ted Gaebler (1999) in their book entitled entrepreneurship bureaucracy say that: "Customer-oriented

government has the following characteristics:

1. Forcing service providers to be responsible to their customers;
2. Depoliticize decisions on the choice of service providers;
3. Stimulate more innovation;
4. Give people the opportunity to choose between a variety of services;
5. The expenditure is less, because the supply is adjusted to the demand;
6. Encourage customers to make choices, and encourage them to become committed customers;
7. Create greater opportunities for justice."

From the description above, it can be concluded that most of the respondents do not understand and fully understand the concept and application of customer oriented aspects.

## **2. Aspects of Innovation and Creativity**

Based on the results of research from the aspect of innovation and creativity seen from partnerships, there are mistakes in seeing and understanding the idea of partnership, which is seen from the sunset law, many respondents do not agree. Meanwhile, judging from the commissions review, most of the respondents did not agree with the commissions review and some agreed. The idea of the need for every local government to have a strategic plan, most respondents agree. Question items regarding SOTK changes, many respondents disagree. Meanwhile, from the point of view of the government seeking profit, many do not agree. This contradicts the opinion of Siagian (2000) which says that: "Creativity is the apparatus' ability to deal with obstacles in providing services to

the public by innovating. This needs to be taken to end the public's slanted assessment of the public bureaucracy which is considered rigid in its work. The formation of a creative apparatus can only occur if: there is a conducive climate that is able to encourage government officials to seek new ideas and new concepts and apply them innovatively: there is a willingness leaders to empower subordinates, among others, through participation in decision-making regarding work, quality of work, career and task problem solving. "Innovation (innovation) is a manifestation of the desire and determination to seek, find and use new ways, new work methods, in carrying out their duties. The most basic obstacle to innovative behavior is a sense of satisfaction with the work that has been achieved".

From the description above, it can be concluded that most of the respondents do not have high innovation and creativity in carrying out their duties as bureaucrats.

## **3. Competitive Aspects in Service Delivery**

Based on the results of the research, the views of local government officials basically agree with the development of competitive (competitive) values, and they also understand that competitiveness in public services is needed to break the monopoly of public services by the government. This is in line with what was expressed by David Osborne and Ted Gaebler (2007) who said that: "Competitive government: injecting competition into service delivery. That is, trying to provide all services does not only cause government risorsis to become exhausted, but also causes a must service provided is

growing beyond the ability of the government (public organizations), this of course results in poor quality and effectiveness of public services they provide. Therefore, the government must develop competition (competition) among the public, the private sector and other non-governmental organizations in public services. The result is expected to be greater efficiency, greater responsibility and the creation of a more innovative environment."

Implementing a competition system will result in greater efficiency and thus bring in more money, competition forces the government (or private) monopoly to respond to all the needs of its customers, competition rewards innovation, and competition raises the sense of self-esteem and fighting spirit of civil servants.

Thus, it can be concluded that the views and understanding of local government officials in understanding the idea of competition in terms of public services is quite good even though there are still a small number of people who reject the idea.

#### **4. Aspects of Knowledge and Attitude towards Entrepreneurial Government**

From the results of the study, it can be seen that most local government officials do not understand well the concept of entrepreneurial government. In addition, most of the respondents agree that the concept of entrepreneurial government can be applied to the bureaucracy in Indonesia. And most of the respondents also agree that the application of the entrepreneurial government concept needs to be modified according to the bureaucratic context in Indonesia. This is in line with the statement

of Betran (Soleman,1986:29) which says that: "knowledge is the constituent element of every social system without taking into account the right or wrong of a knowledge, the important thing is that knowledge is considered true or correct by members who are in the social system"

This is also supported by Peter L. Burger (1990) who says that: "there is a relationship between knowledge as an individual's perception and the social environment and this relationship enters into an adequate sociological analysis of these contexts".

From the description above, it can be concluded that from the aspect of knowledge and attitudes towards entrepreneurial government, Bengkulu City Government officials do not fully have knowledge of the concept of entrepreneurial government.

### **CONCLUSION**

The knowledge of Bengkulu City Government bureaucratic officials on the idea of Entrepreneurial Government, as shown by this study, is still low. Judging from all the indicators used in this study, the understanding and knowledge of Bengkulu City government officials about the concept of entrepreneurial-style government (Entrepreneurial Government) is still low, as indicated by the low understanding and knowledge of customer-oriented principles (community-oriented government). There is a rejection of the idea of a citizen charter (citizen charter) and the concept of customer choice (customer choice) in terms of public services.

Bengkulu City government officials still want the government to take over all activities to fulfill public needs and the

absence of trust in the private sector and the community in managing it. Although there are some who have an understanding and knowledge of entrepreneurial-style government (Entrepreneurial Government), the number is small and tends to be meaningless. For the concept of empowerment in the community, most of the officials agree and quite understand the concept.

Some innovative and creative thoughts in entrepreneurial government such as partnerships with the private sector, the idea of sunset law (limiting the enactment of a regulation), the existence of regulatory review commissions (review commissions) are not fully understood by Bengkulu City government officials. Then the concept of strategic planning in government policy, most officials understand it well. For the idea of preparing SOT (organizational structure and management) in local government organizations, there are many rejections by those who are harmed by the arrangement, and are accepted by those who benefit. For the concept of the need for the government to develop business in the framework of profit oriented (seeking profit) as a source of income, it received a considerable rejection because of the understanding that it is something that is forbidden for the government, which means that the government is the same as the private sector.

For the competitive concept in the provision of public services, it can be concluded that most officials understand it well and some do not understand it. Competition between providers, both government and private in terms of public services, has received great support from some officials as well as the idea of the

need for the government to encourage and develop a spirit of competition in public services. The provision of incentives to service personnel based on their performance also received great support. Furthermore, most officials also believe that healthy competition will encourage improvements in the quality of service to the community, but in its implementation it is difficult and takes time.

The low understanding and knowledge of Bengkulu City government officials about the concept of entrepreneurial-style government (Entrepreneurial Government) in this thesis can be explained by several aspects, both inside and outside the official. Judging from the knowledge and attitudes of officials towards this concept, it is indeed low, this is because officials rarely get knowledge of this concept either from seminars, trainings that have been attended, from reading or from formal education, both S-1 and S-2. Regarding the attitude towards the application of this concept into the bureaucracy, most officials do not believe it and some believe it with some modifications that are adapted to the bureaucratic context in Indonesia.



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