

Bureaucratic Reform in South Tangerang City

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Abstract As early 2014, the Government of South Tangerang (Tangsel) has not implemented significant bureaucratic reform programs. Three focuses in this study include the reform of organization structure, organizational strengthening and human resources (HR). This study uses several theories related to bureaucratic reform, especially those related to the theory of *Effective Governance* of Callahan. This research uses descriptive qualitative approach that uses observations, interviews and documents review. The results showed that the bureaucratic reform in South Tangerang City has not been implemented well, thus the effective governance has not been achieved.

Keywords Bureaucratic Reform (BR), *Effective Governance*

1. Introduction

Bureaucracy is regarded as a large-scale organization and has a broad scope for responding the complexity of administrative tasks [1]. However, bureaucracy is considered as obstacles, due to the hierarchical, inefficient, inflexible, ineffective and not autonomous system. Such bureaucratic obstacles will grow continuously if allowed in the community and will reduce the level of trust towards the service and performance of the bureaucracy.

In addition, local governments should become the spearhead of community service, but in real practice, there are many regional heads are entangled with corruption. However, today's society is increasingly open, requires a change of *mindset* and *culture set* from local government bureau- cracy. Therefore, in 2010 Government issued Regulation No. 81 Year 2010 on the Grand Design of Bureaucratic Reform as a guide for ministries, agencies and local governments to implement reforms to support effective governance.

There are three objectives in the Grand Design of Bureaucratic Reform, i.e. the first target (2010-2014); the second target (2015-2020); and the third target (2021-2025); as well as the nine areas of change. Near the end of 2014, each local government should have implemented the bureaucracy reform, including the South Tangerang (*Tangsel*) City Government. However, the preliminary results showed that South Tangerang City Government apparently did not implement the bureaucratic reform.

Organization structure in South Tangerang City has not shown identified rightsizing, as allegedly happen in excess

structure that does not follow the provisions of Regulation No. 41 Year 2007 about Regional Organization Unit. In the area of the organizational strengthening, employee empowerment is not optimal because there is a number of employees who were recruited exceeding the demand. *Moral hazard* was seen very thick on the removal or placement or rotation of human resources in South Tangerang City.

In the context of bureaucratic reform, restructuring is necessary to refresh or revamp the organization structure and the function is not redundant to avoid inefficiency [2]. In addition to the appropriate structure of organization, it makes the organization effective and the government's performance in the public sector [3]. Local Government bureaucracy as an organization and sub-system cannot be separated from the influence of other environmental sub-systems [4]. Therefore, the Organizational strengthening is required to improve the adaptability to the environmental development. Similarly, the issue of human resources should receive greater concern in the development and management, as employees plays an important role within an organization [5].

Looking at the complexity of the problems in the above-mentioned areas of change, South Tangerang City Government should have carried out the reform of the bureaucracy. But in reality, Tangsel City Government has not implemented the bureaucratic reform yet. Although, reform has been measured, but it is insignificant, thus the effective governance has not been achieved [6]. According to Callahan, so far the government has failed in realizing their performance; therefore effective governance should have measurable performance, accountability and public participation.

To see how the implementation of bureaucratic reform in South Tangerang City, this research tries to describe and analyse: The implementation of bureaucratic reform in the

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areas of the organization structure, organizational strengthening and human resources in South Tangerang City; the implementation of an effective bureaucratic reform, which led to the establishment of effective governance; and the model recommendation of an effective bureaucratic reform in Tangel City.

2. Research Method

2.1. Study Objective

South Tangerang City Government is a result of the expansion of Tangerang city, Banten Province in 2008 making Tangel considered as a relatively new city. The new definitive mayor was Airin Rachmy Diany who was inaugurated Airin Rachmy Diany in April 20th 2008. In terms of governance, Tangel City has seven different districts and 54 villages with a total area of 147.19 km² or 14,719 ha [7]. While the Local Government Unit as much as 33 Local Government Units (SKPD), Local Legislative Secretariat Consisted of 1 Regional Secretariat, 13 Departments, 6 Regional Technical Institutions, 10 Offices (including districts and villages) and 2 other institutions.

2.2. The Research Approach and the Technique of Data Analysis

Descriptive qualitative approach used in this study is to explain the phenomenon of bureaucratic reform in South Tangerang City, because it is difficult to be explained by the quantitative approach [8].

The technique of data analysis in this research uses the procedure of data analysis as explained by McNabb [9]. Through 6 stages, which include:

Stage 1: Organize the data, the process of collecting both qualitative and quantitative data about the implementation of bureaucratic reform in Tngsel City.

Stage 2: Generate categories, themes and patron, the stage of simplifying conceptualizing and grouping the data on bureaucratic reform in Tangel City.

Stage 3: Code the data, the stage of labeling phenomenon related with bureaucratic reform.

Stage 4: Apply the ideas, themes and categories, the stages of implementation of ideas themes and categories so the relationship in formulating reality of research findings.

Stages 5: Search for alternative explanation, which avoid flaws in interpreting data from research findings.

Stages 6: Write and present the report, the stage of the writing a report descriptively about the phenomenon on bureaucratic reform in Tangel City, which is supported by the data either narrative or tables.

2.3. The Research Focus

2.3.1. Organization Structure

The focuses in analysing the organization structure are vision and mission, organization structure, and efficiency

and effectiveness.

2.3.2. The Organizational Strengthening

The organizational strengthening focuses on incentive system, empowerment of employees, leadership, organizational culture, and communication.

2.3.3. Human Resources (HR)

Human resources focuses for recruitment and appointment, salary, training, working condition, and performance.

2.4. Data Processing

The data source of this study consisted of 34 informants selected by purposive sampling, events or occurrences, and documents (written sources). The data collection procedure is done through interviews, observation and examination of documents.

Interviews are conducted to obtain information that can answer the focus of the research on structure reform organizational strengthening and the reform of human resources that are related with bureaucratic reform in Tangel City. Interviews use the list open questions to 34 informants from the offices of Tangel City Government (Regional Secretariat), Local Government Units (Local Department, Agencies and Offices) and Local Legislative (DPRD). In addition, as comparison the implementation of reform that is successful in Surabaya and Tangerang, this research also conducted interviews with the Head Administration of Local Department of Transportation in Surabaya City and member of Tangerang City Legislative Council (DPRD).

Observation is conducted to observe the behavior of bureaucracy's indisciplinary, services, performance and working condition of Tangel City Government Offices.

Document review is conducted to the organization structure, Regional Regulations (Perda) and Local Regulations (Perwal). That are formulated by Tangel City Government and Government Regulations (PP). Besides there are documents that support data collection which is quantitative and presented in forms of tables, such as the number of employees (PNS, non PNS, incentive nominal, etc).

Once the data is collected, it is grouped and sorted according to the research focus. Then the formulation of ideas, themes and categories in the research findings, to seek an alternative explanation for some of the problems found in the field, to avoid errors in the data interpretation. Last, the composition the final report.

3. Results and Discussion

3.1. Reform on the Organizational Structure

3.1.1. Vision and Mission

Based on document reviews about Vision and Mission

Tangsel City, in the context of bureaucratic reform, South Tangerang City Vision is not a problem, because it has strived to achieve various programs. While the problem is application of the mission, especially the sixth mission, *Enhancing Good and Clean Governance*. In the context of bureaucratic reform, based on the result of interview with one of the staff at Tangsel City Office and member of Tangsel City Legislative, showed that the sixth mission has not been able to be realized by South Tangerang City Government, because there is still a high moral hazard. Licensing costs are quite expensive, retrieved by Licensing Service Agency in the level of district and sub-district officials. Placement, rotation and mutation of employees were based on Corruption, Collusion and Nepotism as stated by several staff and members of commissions 1 of Tangsel City Council.

The high *moral hazard* indicates bureaucratic pathology [10] in the bureaucracy body in South Tangerang City, resulting in inefficient and ineffective services. This is not in line with the Law No. 28 Year 1999 on clean and free-corruption state implementation. Moreover, it is not appropriate to the objectives and desired outcomes of bureaucratic reform in 2014, i.e. governance that is good, clean, free of corruption, collusion and nepotism [11].

3.1.2. The Organizational Structure

After document review about organizational structure and Regional Regulation (Perda) No. 6 Year 2010 South Tangerang City Government and comparing with Government Regulation (PP) No. 41 Year 2007, it is clear that the structure of organization in South Tangerang City still shows inconsistent regulation, confusing positions and authorities, as well as overlapping and weak coordination and the absence of employees in the structure. Regulatory inconsistencies were seen between the Regional Regulation (Perda) No. 6 Year 2010 about The Regional Organization Unit in Tangsel City with Government Regulation (PP) No. 41 Year 2007 about The Regional Organization Unit and Regulation of the Internal Affairs Ministry, on Technical Guide for Structuring the Regional Organization Unit as Stipulated in No. 57 Year 2007. The discrepancy between the regulations was seen in the excessive of total technical agencies, excessive amount of structure, leader positions on classification is lower than the subordinates.

Ambiguity for position and authority indicated on the placement position of Regional Disaster Management Agency and General Hospital in the Structure of the Regional Secretariat. According to Article 15, paragraphs 4 and 6 of Government Regulation (PP) No. 41 Year 2007, Regional Disaster Management Agency and Hospitals can be categorized as Regional Technical Agencies. Thus it has to be outside of the structure of Regional Secretariat, so that the direct responsibility of the Mayor is through the Secretary. But to date, it is directly accountable to the Regional Secretary.

Weak coordination and overlapping work programs occur

at the Regional Environmental Agency with the Cemetery and Parks Department in the park management. Other example of overlapping programs and weak coordination occur between Department of Cooperatives & Small and Middle Scale Business (*DKUKM*) with the Department of Industry and Trade (*Disperindag*). Base on the results of interviews and documents review about organizational structure, there is an absence of personnel structure of Technical and Functional Implementation Unit at each Regional Working Unit.

In the context of the bureaucratic reform, among the regulations should not be any difference and contradiction, since *Regulation as a policy guidance, to support policy makers, to give details, to give indicators and information*. Excessive structure does not need to occur, because the downsizing structure (restructuring) is an agenda for administrative reform [12]. In addition, creating more proportionate, efficient and effective regional organizations [13] and the goal of reform, i.e. efficiency, effectiveness and improvement of public services can be achieved [14].

Structure should not only be seen in the boxes and hierarchy lines form in the organization chart, but should be observed as a holistic organization. There should be division of labour in different tasks and coordination among them [12]. Coordination is necessary in designing a structure, because it is one aspect that needs to be developed in the design of structures [15]. The coordination indicates that the organization structure has connection system, thus established communication and integration of all activities of an organization, both vertically and horizontally.

The absence of personnel can lead to negative prejudice, because the Local Government is considered as manipulating the data which affect the inefficiency and effectiveness. Manipulation of data and information must be prevented, therefore personal integrity and ethics are needed in the bureaucratic behaviour change.

3.1.3. Efficiency and Effectiveness

Excessive amount of structure and personnel, punctuality and rapidity of work are indicators to overview the efficiency. Base on documents review it is observed that there is excessive structures occur in South Tangerang City, both of the number of regional organization and other institutions contained in the organization structure. Excessive numbers of employees were seen in 8 of 33 Local Government Unit (SKPD). The ideal number of employees should be 550 persons, but in reality there are 1,227 employees. So, the total number of excessive employees is 677 persons.

Punctuality and rapidity of work cannot be said to work well, because the completion is far from the target. Base on an interview with the Head of Sub Division of Secretariat Institution of South Tangerang City shows that since 2012, the Position Analysis and Workload Analysis for every employee in order to help the employee placement and work division has been planned to be completed in 2013, but until this research is deployed, both of these products have not

been resolved.

However, the effectiveness in South Tangerang City has not been considered as successful because base on an interview there are only two achievements in recent days, i.e. WTP Award (fair without exception) on financial in 2012 and ADIPURA Award on cleanliness in 2013. But in 2014, the title of WTP degradate to WDP (fair with exceptions).

Thus, efficiency and effectiveness in South Tangerang City is not in accordance with the principles of bureaucratic reform as outlined in the Grand Design of Bureaucratic Reform [11]. Therefore to achieve it, it should be supported by slim organization structure, clear and non hierarchical procedures (governance) as well as the adequate capacity of human resources (HR).

From the explanation of structural reform, the reform of the bureaucracy to achieve effective governance, Callahan [6] suggested three elements, namely performance measurement, public accountability and public participation. These can be used as a tool of analysis to *build Effective Governance*.

- **Performance measurement** [6], required good planning strategy, thus will help the organization focus. In the context of South Tangerang City, organization structure cannot be measured well as the strategic planning does not have a clear standard yet. In this case, the vision and mission as the spirit of the organization's strategic plan did not follow up the standards of good and planned organization structure from the beginning. It is difficult to realize the *Effective Governance*. Conversely, if performance measurement is based on the strategic plan, then the policy's direction, size and clear standards for the organization can be obtained. The performance was more oriented to concrete and measurable results, as expected in one of the concept of *Neo Weberian State* (NWS), i.e. results orientation.
- **Public accountability**, organization structure requires strict and clear regulations and strong coordination. Thus operationally, it has accountability. This is important in terms of bureaucracy accountability [6] which emphasizes on the control through firm and clear rules and regulations. This accountability is a necessary keyword in realizing the structure of the organization well.
- **Public participation**, elected administrative officials in South Tangerang City was affected by *moral hazard*. It seems like administrator acts as a ruler and resident becomes the subject. Public participation should run equally between the policy actors and public. Because policy actors have a responsibility to their constituents to deliver the best accountability; not to act irresponsibly of *moral hazard*. The ideal model of public participation is a model in which the resident as a voter and administrator as the implementer [6]. This model depicts a representative democracy in which the administrator is chosen as official by the people to represent their interests and he/she is responsible to implementers the public policy.

3.2. Organizational Strengthening

3.2.1. Incentive System

Incentive system is the overall revenue received by employees, in addition to regular salaries of civil servants or honorarium for non-civil servants. It includes civil servants additional income, events honorarium and incentive fees.

After document review and interviews about the additional income (incentive), specific to Civil Servants' Additional Income is set in the Regulations Mayor of Tangsel No. 4 Year 2012 about the Granting of additional income. Additional Income of Civil Servants in South Tangerang City was considered as higher than Surakarta, Central Java as seen in the table below:

Table 1. Example Comparing Additional Income

No	Position	Tangsel (Rp)	Surakarta (Rp)
1	Secretary of Regional	15.000.000	10.000.000
2	Secretary of Institution	7.000.000	1.250.000
3	Sub-Department Head	4.500.000	750.000

Source: Interview & Attachment of Local Regulation (Perwal) Surakarta City No. 27 B Year 2010.

However, the high incentives have not been able to support the performance improvement in the bureaucratic apparatus of Tangsel City. This is because the amount of civil servants' additional income is perceived as unfair and proportional.

Providing incentives is necessary as rewards to employees, improving the welfare and performance. Therefore, the incentive is noteworthy, given the previous research by Dwiyanto [16], it is stated that the absence of incentives system causes less efficient, unresponsive and unprofessional work of bureaucracy. Supposedly, welfare directly affects the employee's duties, responsibilities, authority and risk, and job performance [16]. However, the obligation of employees should also be arranged in such way that balances the provision of rights with obligations. The incentive should be based on merit-based analysis (performance), thus increase in performance can be realized.

3.2.2. Employee Empowerment

Base on interview and document review, the appointment of the voluntary employee implemented throughout and the amount exceeds the requirement. From 33 Local Government Units, 8 assessed units have 843 voluntary employees. This number exceeds the number of civil servants who ideally needs only 550 persons. It means there is an excessive 293 persons for the voluntary employee. There is circular letter from Internal Affairs Ministry No. 814.1/169/SJ in January 2013 on the Prohibition of appointment of honorary workers (including the voluntary employee), however it was ignored, because the salary payment is handed over to the respective local governments.

Independency of recruitment was caused by *patron client relationship* [18], category of *diffuse flexibility*, i.e. a flexible and widespread relation. This bond is not only based on kinship, but due to various social status. It is not limited to money and services, but also the power and strength of support. In addition, the behaviour of the bureaucratic apparatus nuanced nepotism shows that bureaucrats are often involved in making policy agenda and instead elected officials (executives or politicians) are often involved in administrative matters. It is as illustrated by the second Model *theory of political control over the bureaucracy* [19]. Although the bureaucratic apparatus is professional, they are following the instructions of the political leaders [20]. Thus, the political influence on the bureaucracy in South Tangerang City is very strong to affect the bureaucracy in decision making, even though the policy is not *popular*.

3.2.3. Leadership

The issues of leadership that needed in an organization are *commitment, coordination and supervision*. In the context of the bureaucracy reform, base on the research findings, through interview as well as observation, leadership commitment of South Tangerang City Government is very low, because in practice they did not implement the Grand Design of Bureaucratic Reform (GDRB) 2010, until this study conducted.

Base on an interview, the coordination and implementation in South Tangerang City are still low. It is demonstrated by overlapping implementation of program activities between Regional Environmental Agency with the Cemetery and Parks Department, and the Department of Cooperatives & Small and Middle Scale Business with the Department of Industry and Trade.

Commitment of leadership not only on paper as the government made the *Integrity Pact*, but must have the *political will, political decision* and empirically proven. It has been implemented by city officials of Surabaya City Government, particularly in the Technical Implementation Unit of Motorized Vehicle Testing in Department of Transportation. Base on an interview and observation, the reform that was conducted by the Departement of Transportation in Surabaya City is the removal of excessive employees and followed by the use of information technology.

3.2.4. Organizational Culture

In this study which is base on interview and observation, collusion, corruption, nepotism, indiscipline and hierarchical service culture is permissive on *moral hazard* behaviour. It is identified in bureaucratic apparatus of South Tangerang City Government.

Culture of corruption seen in the arrest of the husband of Mayor Tangel and Chief Medical Officer related to the purchase of medical equipment in South Tangerang City [21]. Base on observation, being not on time and taking a break outside working hours, become indicators of employees'

indiscipline in South Tangerang City; although it has been using electronic system (*fingerprnt*). Hierarchical service is indicated at some Local Government Unit like Subdivision of Information and Data in the Office of Officials, Education and Training Service, Department of Health, the Regional Secretariat and the Department of Revenue Finance Management and Public Asset.

Corruption, indiscipline and hierarchical services are bureaucracy diseases that can lead to dysfunction of bureaucracy and weakened government capacity [22]. Therefore, the reform of bureaucracy is necessary, because one achievement in bureaucratic reform in 2014 was the strengthening of good governance, clean and corruption-free [23].

3.2.5. Communication

The ability of the government to involve community participation in development and partnerships (*networking*) with private sector as well as the use of technology is part of the communication. The community participation has been made in the development plan forum in South Tangerang City, either from the level of village, district to city. However, the final decision on the implementation of plan development, are in the hands of local governments.

While the partnership is still relatively low, because not all Local Government Unit cooperate with the private sector. Even so, some co-operation on education has shown, e.g. with the Department of Industry and Trade, BKPP, DKUKM and the Department of Education.

The use of information and communication technology in South Tangerang City is still low. Base on observation technology (computer) is only seen as a typing tool, not as a system of effective programs to improve productivity in bureaucratic organizations [24], as carried out in the Department of Transportation in Surabaya.

Based on the above analysis of Organizational Strengthening in terms of **performance assessment**, the amount of incentive should create more diligent and disciplined bureaucratic apparatus of Tangel. But in practice, it has no effect on employee discipline. Otherwise, the goals of incentives are to maintain the level of discipline and to achieve the performance. This shows that the rewards did not succeed in improving employee performance. Therefore, it requires performance standards as the basis of measurement, thus stakeholders can control the behaviour of employees by ensuring compliance of existed performance with the performance standards.

In terms of **public accountability**, Tangel government require accountability in the empowerment of personnel, thus recruitment is carried out in accordance with the real needs of South Tangerang City. Organization's accountability is also determined by the leaders' commitment in bringing reforms in their region. Weak accountability on the organization has an impact on the ability and initiative in serving the community.

In terms of **public participation**, not all local

Government Unit residing in South Tangerang City Government implement cooperation, partnering, and creating network with private and public. Thus most activities of the program are directly handled by the internal self-management. Weak community involvement in the implementation of program activities in fact is due to the lack of communication between apparatuses in South Tangerang City Government.

3.3. Reform of Human Resources (HR)

3.3.1. Recruitment and Placement

Base on the interview, it is found that the recruitment and appointment of staff, both civil and non civil servants in South Tangerang City, is not based on merit, competence and position analysis, and non-civil staff exceeds the demand. This is due to the transfer of the province of Banten, Tangerang Regency and influence from politicians and the regional heads of a successful team. In addition, there are emerging of *Cipasera Dynasty* (Cilegon, Pandeglang, Serang and Rangkas) which is a continuation of *Atut* (Governor of Banten, corruption actor) *Dynasty*.

Based on the paradigm of bureaucratic political model, the phenomenon of recruitment and placement in Tangsel Government is a decision made as a result of the offer and compromise with the various elements of the organization in the executive branch. This means that the decision is based on the agreement made of bureaucratic apparatus in Tangsel. Both among elected officials with members of the legislature (parliament), and between elected officials with supporting community or between bureaucrats with specific groups.

Dimensions of Behaviour and Institutional Structure and Power Distribution of Bureaucracy Political Theory can also explain the above phenomenon. It shows that decision-making by the bureaucracy, especially in matters of human resources in South Tangerang City, due to bureaucracy or a beneficial interest as Exchange Theory [25] which is well-known as the Theory of *Rent-Seeking*. This kind of bureaucracy behaviour is considered deviant, because bureaucracy is seen as an individual who has emotions, values and goals that are not always in line with the organizational objectives. This behaviour dimension is also emphasized by previous research that *street-level bureaucratic* influence the political decision-making [26].

While the dimension of *Institutional Structure and Power Distribution* described the decision was made to accept extra recruitment in South Tangerang City does not establish alone. But it is related to the owned authority and organization formally. It means that it is not on the will of the bureaucracy itself, but due to the influence of the officials in local government circles.

Otherwise, the advent of *Cipasera Dynasty* can be explained by the *diffuse flexibility* from the theory of *Patron-Client Relationship*. The kinship system was formed as a continuation of *Atut Dynasty*, because the Mayor of Tangsel is the sister- in-law of *Atut*.

In the context of bureaucratic reform, human resources are one of the change areas of and the spearhead of the public service to achieve the goals of administrative reform [9]. Under the new Law No. 5 of 2014 on State Civil Servants, recruitment of civil servants must comply with the requirements. For that each agency shall develop job analysis (*anjab*) and analysis of workload requirements (*ABK*). In article 58 of the Law, provision of civil servants should be announced publicly (article 60) and through the stages of: planning, vacancy announcement, application, selection, selection results announcement, the work probation period, and the appointment to be civil servant (Article 58).

3.3.2. Salary System

Employee payroll issues to date have not been a problem, because it has been set by the central government [27]. As for the additional and volunteer staff of Tangsel government were regulated separately by the City Government.

Base on the document review on the payroll structure of the city government for Tangsel bureaucratic apparatus and interview, the welfare level is considered pretty well, except for temporary employees and volunteers, because the incomes are still low. Specific to the bureaucratic apparatus with civil servants status, besides the addition of incentives, the government has raised average of 15% for the basic salary in 2004-2011, the 13th remuneration and earnings improvement for the lowest class of civil servants.

According to Griendle, if the level of well-being has improved, it means that the payroll system affect the enhancement of performance. Because the experience shows that public services will increase performance, if the human resources are well-paid. Similarly to the statement of Dao [28], civil servants in East Asian countries are not motivated, primarily because of the low salaries. It turns out that the statement of Griendle and Dao has not been proven in South Tangerang City, because the salary structure has not been functioning as a trigger for improving the performance [29].

3.3.3. Training

Base on document review, the Office of Officials, Education and Training of Tangsel conducted more hierarchy training compare to the Technical and Functional Training. In addition, established Technical and Functional Training has not been able to increase the capacity of employees, thus the performance is difficult to achieve. Base on an interview, to obtain additional quality training, human resource of Tangsel bureaucracy is often sent for extra training, as Regional Life Environmental Agency.

Education and Training sector is a mirror to review the capacity of bureaucracy apparatus and Tangsel local government. It is due to the development of human resources in general to increase the capacity of individuals to carry out their responsibilities professionally and technically. This is also supported by regulation of the Institute of State Administration No. 12/2013 on Guidelines for the

Implementation of Level III Educational Leadership. It is needed by the official bureaucratic apparatus, especially echelon III to define the vision and mission of the organization [30], thus in carrying out their duties, they can realize good performance and public accountability.

3.3.4. Working Conditions

Base on observation, the working conditions in South Tangerang City Government considered to be uncondusive and did not support the provision of good service to the community. The three indicators that show the working conditions are: scattered office locations in eleven sites, such as home and home-store; and the room space of each office looks cramped, thus it is comfortable to work and provide services to the public.

These working conditions indicate that South Tangerang City Government ignores the infrastructure as a standard of public service. While in the context of bureaucracy reform, governance principle should lead to excellence, qualified, efficient and effective public service.

3.3.5. Performance

South Tangerang City Government has not been able to show its performance, either in terms of work's quantity, quality and punctuality. The quantity that worked out by the Government of South Tangerang City has yet to show concrete results, only limited to the road widening (infrastructure). However, the infrastructure is not fully completed, because there are several parts of the road that have not been completed, thus it seems *half-hearted* implementation. The award of WTP (fair without exception) becomes unqualified title too, because it does not provide a guarantee to the public that Tangsel is a *clean government*. There are some officials and the husband of current Mayor of Tangsel that are involved in corruption.

Base on interview and abservation, the performance of Tangsel bureaucratic apparatus is considered as still low. There are time lags and inaccuracies in completing the job. Although their salary has been good, they have not been able to generate a good performance. This is contrary to the commitment of *integrity pact* that has been signed by the leaders and employees.

Previous research noted that the performance of the bureaucracy was low, because the bureaucracy is incapable of taking the initiative in serving the community. Being in the context of bureaucracy reform, the bureaucracy's performance must be converted into market orientation and involve private participation.

From the perspective of *effective governance*, **performance assessment** showed the reform of human resources in South Tangerang City has not achieved the targeted outcomes. Preparation of personnel formation is not completely based on job analysis and workload analysis. Thus the allocation of budget resources and human resources of Tangsel does not meet the real needs of the organization, as well as appointment in the office, promotions and

transfers. It is entirely based on competence and performance. Payroll structure in Tangsel has not served as a push factor of performance improvement. Training has not supported individual capacity plus working conditions that have not been integrated, thus affecting the performance of individual or institution.

In terms of **public accountability**, incompetent staff placement affects the performance and accountability, specifically bureaucratic accountability (accountability of the organization), and the responsibility of the bureaucracy towards society. It is based on the relationship between subordinate with supervisors supported by a system of regulation and procedures as the way of administrative behaviour.

In terms of **public participation**, the participation patterned community as the subject and administrator as ruler [6]. The community is not involved in the decision-making process. Although discussion has been implemented, the execution of the policies is in the hand of local government authorities.

Ideally the developed pattern of participation is community as co-producer and administrator producer. This relationship described co-production and collaboration are ideal where residents and administrators collaborate with each other to solve the problem. This relationship indicates an active relationship with a shared responsibility for maintaining the strength and health of the community and the ability of public sector programs for running. These co-production relationships improve trust and confidence in the public sector and more support to government.

4. Conclusions

Bureaucracy reform in South Tangerang City, either in terms of organizational structure, organizational strengthening and human resources are basically being processed. Organizational structure performance cannot be measured, because of the lack of strategic planning and regulatory standards are not clear, thus resulting in *high moral hazard*.

In terms of the organizational strengthening, employee accountability has not been seen, because of discipline, competence and initiatives of employee are low. Apparatus communication is weak, thus community involvement in policy development and program activities is also low. Leadership commitment to reform the bureaucracy has not seen yet. Human resources placement in Tangsel is not based on competence, performance and accountability, thus it is difficult to achieve bureaucratic reform in South Tangerang City.

In order to realize effective bureaucratic reform in South Tangerang City, there are three determinants as follows: a) the existence of operational, clear and outright standard regulation; b) placement and empowerment of human resources appropriate to their competencies; and c) leaders support with commitment and positive exemplary.

5. Recommendations

5.1. Short Term

Increasing commitment by organizing special training for leaders and bureaucratic staff, thus the level of their understanding of bureaucratic reform becomes better. They need to utilize an outside consultant to immediately begin the implementation of bureaucratic reform.

5.2. Long Term

South Tangerang City Government should conduct an open (transparent) recruitment. Human resources originating from the province or main regency should be re-tested immediately. Immediately lay off the workers who have reached retirement age and change with potential workers. Reduce the human resources amount that exceeds the needs, especially volunteer and honorarium employees.

Appendix 1. Recommendations Model

Organizational Structure	Organizational Strengthening	Human Resources
<ol style="list-style-type: none"> Vision and Mission: Has not been implemented properly, especially the sixth mission. Organizational Structure: <ul style="list-style-type: none"> Inconsistent regulation Authority confusion Overlapping, lack of coordination The Absence personnel in Structure Efficiency and Effectiveness: Not efficient and effective 	<ol style="list-style-type: none"> Incentive system: Although there have been incentive, it has not been fair and proportional. Empowerment of employees: Not optimal. Leadership: low commitment Culture: discipline is low, and the corruption, collusion and nepotism is hierarchical. Communication: <ul style="list-style-type: none"> Networking is still lacking The use of information and technology is not optimal 	<ol style="list-style-type: none"> Appointment and Placement: <ul style="list-style-type: none"> The appointment is not based on transparency and merit system. Placement is not competency-based Payroll: Have not been able to push the performance Working conditions: Not conducive Education and Training: <ul style="list-style-type: none"> Not support the capacity Not competencies-based. Low performance.

EFFECTIVE GOVERNANCE APPLY

Changes Area	Performance Assesment	Public Accountability	Public Participation
Organizational Structure	Having clear standards of Strategic Planning	<ul style="list-style-type: none"> Having and implementing a set of regulations and procedures that are clear and unequivocal as the direction of administrative behavior. Applying intensity control 	<ul style="list-style-type: none"> Expanding community involvement The relationship of public and government is equal.
Organizational Strengthening	<ul style="list-style-type: none"> Making incentives as performance. Running a clear performance standards 	<ul style="list-style-type: none"> Providing a fair and clear system of reward and punishment. Optimally empower employees. Enforcing commitments of leaders Eliminate lazy culture, corruption and hierarchical 	<ul style="list-style-type: none"> Increase Networking Extending and increasing the intensity of external communication
Human Resources	<ul style="list-style-type: none"> Formation based on employees' merit. Appointment based on competence Promotion and mutations based on competence and measurable performance Payroll structure to push improving performance Training to support the capacity and competence of the employees. 	<ul style="list-style-type: none"> Appointment of HR is not based on merit, competence; giving rise to the incapable human resources. Education and training are not substantive, so it is not able to increase capacity. Bring up the Cipasera dynasty <i>Moral hazard</i> in the placement of HR 	<ul style="list-style-type: none"> The entire apparatus is given a more transparent space to be involved in the decision making process, thus affect the attitude / service provided to the public.

Success Key for Effective Bureaucratic Reform in South Tangerang City

Performance Measures	Public Acoutability	Public Participation
<ul style="list-style-type: none"> Commitment of Leaders The Operational, Clear and Decisive Standard Regulation. Utilization of appropriate human resources competencies 		

STRATEGIC STEPS

Organizational Structure	Organization Strengthening	Human Resources
1. Preparation of Regulations and Strategic Plan that Can Set The Right Organizational Structure, and clear: <ul style="list-style-type: none"> • Setting goals • Have a strategic plan • Redesign the work • Strengthen horizontal and vertical coordination. 2. Arrange effective and outright organizational structure and utilization of human resources that supports the appropriate competencies. Strict rules. 3. Ensure consistency of policy direction of the leaders in accordance with the appropriate organizational structure: <ul style="list-style-type: none"> • Consistency with the applicable rules 	1. Preparation of various rules and operational strategies to support strengthening the organization 2. Repair the reward and punishment system to be fair 3. Placing accurate and appropriate requirement Human Resource 4. Develop leadership training in order to have a commitment. 5. The creation model at all levels of the organization. 6. Developing a culture of hard work and discipline of all the elements, especially the element of organizational leadership. 7. The use of information and communication technology. 8. Transparency in policy formulation	1. Preparing fair and transparent system rules of Utilization and Capacity Building. <ul style="list-style-type: none"> • Use of the merit system • Reduction in the number of employees • Education and training to increase the capacity and competence. 2. The provision of decent wages and penalties for breaking the rules 3. Formulating clear rights and obligations of employees.

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