



RESEARCH ARTICLE

THE QUALITY OF PUBLIC PERSONNEL RESOURCES IN DEVELOPING BUREAUCRATIC NEUTRALITY

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ABSTRACT

Local autonomy age requires the presence of bureaucratic neutrality. Fulfilling this requirement is a fundamental challenge, which the successful achievement will receive a public spotlight. Excellent quality of public personnel is very important for bureaucratic neutrality, especially for the implementation of local autonomy in Pasuruan City. The objective of research is, firstly, to describe the planning for improving public personnel quality to develop bureaucratic neutrality in Pasuruan City Government, and secondly, to analyze factors that support and constrain this planning. Research type is a descriptive study with qualitative approach. Data collection technique includes observation, in-depth interview, and documentation. Analysis procedure involves data triangulation. Result of analysis indicates that public personnel in Pasuruan City Government is already neutral. Bureaucratic model of Max Weber's perspective consists of basic principles of legal-rational authorities. These principles are: (1) standardization and formalization; (2) job division and specialization; (3) hierarchy of authorities; (4) professionalization; and (5) written documentation. It is consistent with a decree stipulated by the Ministry of Public Personnel Utilization and Bureaucratic Reformation (MPPU-BP) No.5/2014 on Civil Service Personnel, and also with Article 233 in Local Autonomy Act No.23/2014. However, the expertise of technology that is required to support e-government and to deliver information openness is not yet optimum, and the quantity of non-formal staffs has overburdened personnel budget. Therefore, it is necessary to develop a specific agenda to maximize the delivery of information through e-government and to rationalize the quantity of non-formal staffs. The Local Agency for Personnel Issue (Badan Kepegawaian Daerah - BKD) will act as the facilitator of education and training given to the staffs on job qualification in order to create bureaucratic reformation that respects bureaucratic neutrality in Pasuruan City Government.

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INTRODUCTION

Since the succession of New Order regime to Reformation Order, there is a lot of changes happening. Some legislations are becoming more democratic, decentralist, transparent, and accountable. Reformation also touches administration or bureaucracy, and affects the functions of bureaucracy as the organizer of national affair, and as the formulator and implementor of national policy. As said by Bintoro in Sudrajat (2009), good governance is the most leading issue in public administration management. Law No.22/1999, after being subjected to a revision with Law No.32/2004 and being finalized with Law No.23/2014 on Local Governance, has stated that:

"Local governance shall be implemented to accelerate the emergence of public welfare, which it can done by delivering public service, providing empowerment, and creating public participation, and also by increasing competing ability of the locals by enforcing principles of democracy, distribution, equality, and distinction within a system of the Unitary State of the Republic of Indonesia".

Local government plays important role in local governance implementation. Law No.22/1999 on Local Governance has been enacted to achieve one reformation target, respectively to evoke fundamnetal changes in local governance system. One change is a conversion from centralist to decentralist governance pattern. The implementation of local autonomy is a mandate for the locals rather than a right entitled to them (Sarunda in Kuncahyo, 2017). As notified by Husein (2015), in accord with the Unitary State principles, it is said that:

"The powers held by local and regional organs have been received from above, and can be withdrawn through new

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legislation, without any need for consent from the communes or provinces concerned”.

Article 31 in Law No.23/2014 on Local Governance has stated that: (1) the implementation of decentralization shall involve local restructuring; and (2) local restructuring must be done through procedures. As declared by Fitriyah in Laksana (2015), decentralization to the locals is a mechanism of empowerment (*improvement*) for local society because decentralization allows the locals to control their own work by making their own public policy. Both vision and mission of local autonomy may be successfully attained when local public personnel in local government bureaucracy have strong commitment to fulfill their mandates (Mustapa Didjaja in Sugiyono, 2014). Local government bureaucracy has a very important role in organizing local autonomy. As a result of democratization age, people in locals begin to demand for a reformation in local government bureaucracy (due to the presence of gap amongst idea, value, alternative conception, and operation definition) (Hariyosoin Makmur, 2015). The above description of bureaucracy is consistent with Ismani in Sophia (2017), especially in relation with the functions of bureaucracy to organize governance and development. Bureaucracy is made of government organizations, government personnel, and also governance systems and procedures, which all must be arranged for interests of people or society. Local public personnel in local bureaucracy, therefore, are required to be more professional, creative, innovative, and accountable at work. Few strategic steps are then proposed to develop and improve personnel capability (also called *capacity building*). Facilitating these strategies, bureaucracy shall need a system of personnel management or development to produce more proportional and professional management by exploiting the objective potentials of the existing resources. At the context of development of personnel resources, priority is mainly given to procurement and deployment of professional personnel (Tjokrowinoto in Bakar, 2006).

The role of bureaucracy in governance is explained by Tjokroamidjojo (2001:6) as follows. Reformation of bureaucracy in Indonesia is to depart from bureaucracy as political instrument or political pillar that is previously centralist and autocratic, and to arrive at bureaucracy as public sector instrument that is oriented to public service. Neutral bureaucracy is not determined by the power of political parties, and people do not have to loss their citizenship right when they give vote. Such bureaucracy is not political participant, and thus, bureaucracy shall act in this way. According to Susanto (2017), Max Weber’s model of bureaucracy is very supportive when it is applied to local governance, and this model gives few advantages, such as that: (a) It provides rules, norms, and procedures to administer government organizations; (b) There is clearly defined job specialization and job description; and (c) It gives a formal hierarchy of authorities. Unprofessional bureaucracy and strong bureaucratic politicization are characterizing bureaucracy that tends to be political participant, which consequently, it excludes bureaucratic meritocracy and reduces bureaucratic objectivity to all stakeholders’ interests (Thoha in Dwiyanto). In association with political system, the ideal bureaucratic building at the context of power relationship is that bureaucracy must be *a-political*, which means that bureaucracy must serve people and always be free from certain interests, including those from government as the giver of assignments. Many historical facts

indicate that regardless whatever regimes that hold the power, bureaucracy is always an important element with key roles at some levels, such as planning (*policy-making level*), implementation (*operational level and organizational level*) and evaluation (*policy assessment*) (Hardjosoekerto in Santosa, 2009). One demand emerging in reformation age is the implementation of local autonomy. It is a time when the government is required to improve professionalism and neutrality. The question of why bureaucratic neutrality is strongly demanded has been answered. Too many reasons are involved, such as: multi-party election system, coalition-based administration, and too much strong authority possessed by DPRD. Some reasons are going nasty, such as compulsory appointment of local descendants for local leadership posts (*primordialism*) and too many Local Leaders who come from the ruling political party (*an sich*). Such party-based political appointment may happen due to patrimonialism relationship and political cronyism that always disregard the values of capability, ethic, commitment, and others. Yudoyono in Salim (2010) has written an article titled with “The Implementation of Local Autonomy”. It was said that local autonomy age has been suffered from DPRD arrogance because it receives more extensive discretions and functions regarding to budgeting, legislation-making, and supervision. Both Law No.22/1999 and Law No.25/1999 shall trim and deal with various bureaucratic anomalies that mark New Order age, and must not develop new anomaly in Reformation Order through bureaucratic politicization. It shall not be surprised when Pasuruan City Government also encounters much same problem. The goals of local government are attained by utilizing local resources through local autonomy design. By taking into account few phenomena above, the author takes an examination on bureaucratic neutrality in Pasuruan City Government by elaborating this issue into a thesis titled with “The Quality of Public Personnel Resources in Developing Bureaucratic Neutrality (Analysis Study on Local Public Personnel in Pasuruan City)”.

LITERATURE REVIEW

One earlier study (Cheung, 2009) took an investigation on Hong Kong civil servants and found that a public personnel can play a double-role where a quasi-minister still holds civil-service status. Other study (Triantafillou, 2015) insisted that neutrality ethos must be brought back into public administration, and this finding was obtained after examining the benefits of political actions and the costs of contemporary strategies under bureaucratic neutrality perspective. Another study (Spicer, 2015) declared that public administrators cannot escape from the influence of moral and political values, but they may still learn to be “ethically neutral”. This position is supported by a study (Stivers, 2015), which stating that neutrality, based on Weber’s ideal type of bureaucracy, is more a matter of technicality than ideology, and neutrality is needed for bureaucratic legitimacy. However, Weber-Wilson’s administrative principles, such as principles of neutrality and political administration dichotomy, have been subjected to hard criticism in the last few years. The first American literature of public administration that talks about bureaucracy was the work of Woodrow Wilson (1887) titled with “The Study of Administration”, which is also the first classic literature of public administration. Wilson uses a term of “bureaucracy” to encompass either good or bad structures and behaviors of the government (Wilson, 1887:202,217). Based on this term, bureaucratic structure is considered as a fixed

Table 1. Description of Characteristics of Max Weber's Bureaucratic Model Based on Basic Principles of Legal-Rational Authorities

Indicator	Sub-Indicator	Improvement of Public Personnel Resources	Supporting and Constraining Factors	Neutral or Not Neutral
Standardization & Formalization	<ul style="list-style-type: none"> • Workload. • Organizational Structure. 	<ul style="list-style-type: none"> • Improvement & development of human resources. • Information openness. 	<ul style="list-style-type: none"> (+) MPPU-BP's Decree No. 5/2014. (-) Limited information about ABK. 	Neutral (though with less information about ABK and e-government).
	Job Analysis	Agenda for education and training.	<ul style="list-style-type: none"> (-) Reduction of personnel quantity. (+) Improvement of education and training. 	Neutral
	Policy Concerning Organization	<ul style="list-style-type: none"> • Improvement of personnel competence through BKD. • Legal adjustment for benefits and rank class. 	<ul style="list-style-type: none"> • Improvement of personnel competence through BKD. • Legal adjustment for benefits and rank class. 	<ul style="list-style-type: none"> (+) Rules concerning benefits for civil servants. (-) Sudden change on rules (adjustment in Mayor Decree).
Job Division and Specialization	Standard Operational Procedure (SOP)	<ul style="list-style-type: none"> • SOP execution. • Improvement of quantity and quality of education and training. 	<ul style="list-style-type: none"> (+) SOP from BKD. (-) Very long process. 	Neutral
	Functions and Main Tasks (<i>Tupoksi</i>) for organization and units.	Personnel deployment on competence (Right Man in Right Place).	<ul style="list-style-type: none"> (+) Standard rules made by BKD for education and training of personnel. (-) Some personnel are deviant. 	Neutral
Hierarchy of Authorities	<ul style="list-style-type: none"> • Distribution of personnel to organizational units. • Concentration on tasks. 	<ul style="list-style-type: none"> • Distribution to OPD based on qualification. • Agenda for education and training on neutrality. 	<ul style="list-style-type: none"> (+) Qualification and competence are fit already. (-) Personnel are differentiated into static, dynamic, and also mobile. 	Neutral
	<ul style="list-style-type: none"> • Veto selection. • Assign tasks. • Recognize, review and reward work performance differentially. 	<ul style="list-style-type: none"> • Selection of new personnel or improving the existing personnel. • Mutation. • Education and training (<i>merit system: creating competence</i>). • Appointment process. 	<ul style="list-style-type: none"> (+) Referring to the rules to produce clear functions and main tasks. (-) Non-formal staffs may burden the budget. 	Neutral (though with less optimization on formal personnel/ PPPK/ non-formal staffs)
Professionalization	<ul style="list-style-type: none"> • Personnel deployment on knowledge and skill. • Payment based on hierarchy of authorities. 	<ul style="list-style-type: none"> • <i>Merit system</i> based on qualification and competence. • MPPU-BP's support to the system. • Benefits given to personnel based on job, rank, and class by referring to job analysis and ABK. 	<ul style="list-style-type: none"> (+) Improvement of education and training, and also benefits given based on job analysis and ABK. (-) Change on rules, concerning with information, transparency, and accountability. 	Neutral
Written Documentation	<ul style="list-style-type: none"> • Documents and references. • Other notes as supplements. 	<ul style="list-style-type: none"> • Improvement of qualification to access information. • The presence of e-government to support accountability and openness of public information. 	<ul style="list-style-type: none"> (+) Website accessible by public. (-) Limited information about electronic-based job analysis and ABK for Pasuruan City. 	Neutral (though with less optimization on transparency and accountability of public information)

Source: Processed by the author, 2018

instrument of government, which is made of skilled personnel who deliver exclusive and arbitrary services to certain stakeholders but disregards public interest. Most political analysts define bureaucracy from structural and behavioral aspects (Heady in Kadir, 2015). According to Almond & Powelin Kadir (2015), bureaucracy is a set of formally organized tasks and ranks, which create a complex connection between formulators and implementors of laws. As also said by Riggs in Kadir, bureaucracy is a governance through number of bureaus or departments managed by staffs who are "appointed" rather than "elected", organized on hierarchy, and whose presence depends on absolute authority. Also explained by Morstein Marx in Kadir (2015), bureaucracy is a type of organization used by modern government to assign public personnel to implement specialized tasks in administration system. Basically, this definition indicates three structural characteristics of bureaucracy, which includes: (a) hierarchy; (b) differentiation/ specialization; and (c) qualification/ competence. Blau and Meyer in Kadir (2015) said that Max Weber's ideal type of bureaucracy is a function of all abstract conceptual frames used to determine factors influencing investigation and elaboration. Bureaucracy is a wide scale organization where within it, public officials exercise legal-rational authorities using administrative staffs. Authority is a legitimate power. The base of legitimacy to this authority is legal-rational basic principles.

Blau & Meyer in Kadir (2015) also explain some characteristics of Weber's bureaucratic structure: (1) Daily tasks aimed for attaining organizational goals are distributed on predetermined procedure, and must be considered as formal duties; (2) The offices are organized on a principle of hierarchy; (3) Task implementation is arranged on a consistent regulation system; (4) An ideal civil servant is implementing tasks with formal enthusiasm and without being interfered by personal interest, retaliation, greedy, or even compassion; and (5) Tasks are assigned on technical qualification, and personnel are protected from unilateral dismiss. By taking into account explanations previously given, the author arrives at a deduction that Max Weber's bureaucratic model contains with basic principles of legal-rational authorities, such as: (1) standardization and formalization; (2) job division and specialization; (3) hierarchy of authorities; (4) professionalization; and (5) written documentation.

MATERIALS AND METHODS

Research type is qualitative descriptive. Analysis procedure is triangulation with verification, which is focused on Max Weber's bureaucratic model. Data are collected with several techniques, such as: observation, in-depth interview, and documentation.

RESULTS AND DISCUSSION

This research attempts to understand the quality of public personnel resources in determining professionalization and bureaucratic neutrality in Pasuruan City Government. Max Weber's model of bureaucracy is characterized by basic principles of legal-rational authorities, such as: (1) standardization and formalization; (2) job division and specialization; (3) hierarchy of authorities; (4) professionalization; and (5) written documentation. The description of each principle is given in Table 1. The improvement of personnel resources and neutrality in Pasuruan City Government is closely related with Max Weber's legal-rational type of ideal bureaucratic authority. Improvement of public personnel in Pasuruan City to develop bureaucratic neutrality is then investigated by current study to collect understanding about neutrality. It is done by some reasons: Neutrality is an effective instrument (Cheung, 2009); Neutrality prevents one from abusing the job (Triantafyllou, 2015); Neutrality brings equity and other virtues to administrator (Spicer, 2015); Neutrality attaches legitimacy to Weber's ideal bureaucratic type (Stivers, 2015); and Neutrality is a norm to examine modern institutions. Indeed, public personnel must be improved to develop bureaucratic neutrality in Pasuruan City Government. Bureaucratic neutrality is also *outcome* and *output* that is important to support bureaucratic reformation in Indonesia.

Conclusion

Pursuant to the result of analysis, it is concluded that the improvement of public personnel resources in Pasuruan City Government has been successfully developing bureaucratic neutrality. On the process, it is consistent with Max Weber's bureaucratic model because it complies with basic principles of legal-rational authorities, such as: (1) standardization and formalization; (2) job division and specialization; (3) hierarchy of authorities; (4) professionalization; and (5) written documentation. However, less optimization on the expertise of information technology and information openness to support e-government is very obvious. The quantity of non-formal staffs has overwhelmed the budget.

Suggestion: Public personnel in Pasuruan City Government shall improve their expertise of information technology. The openness of public information can be brought to a reality through e-government. Improvement of public personnel is very helpful to maximize information agenda through e-government. The Local Agency for Personnel Issue (BKD) is the facilitator of education and training. Rationalization process must be given to non-formal staffs through training and development based on qualification. All personnel, including civil servants and non-formal staffs, must support one to another in order to create bureaucratic reformation that respects neutrality value in Pasuruan City Government.

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