Bureaucratic Reform Strategy In Improving The Quality Of Public Services By Implementing Bureaucratic Communication Model in Cimahi City

Titin Rohayatin 1), Agus Subagyo 2), Agustina Setiawan 1), Siti Munawaroh 1)* & Widuri Wulandari 1)

1) Program Study of Public Administration, Faculty of Social and Political Sciences, University of Jenderal Achmad Yani, Indonesia
2) Program Study of International Affairs, Faculty of Social and Political Sciences, University of Jenderal Achmad Yani, Indonesia

Submitted: 06 December 2021; Reviewed: 06 December 2021; Accepted: 19 April 2022

Abstract

This study aims to look at the bureaucratic reform strategy for improving public services in Cimahi City. This study uses a qualitative descriptive method, namely interview data collection techniques, literature study, and observation. Research result; mapping of the condition of the Cimahi City Regional Government in terms of institutions, management, bureaucratic ethics, a description of the reasons why bureaucratic reform is needed, and the formulation of general guidelines for bureaucratic reform strategies that refer to the Grand Design of bureaucratic reform through 8 (eight) areas of change, namely: Mental Apparatus, Legislation - Invitation, Performance Accountability, Management, Supervision, Institutional, Apparatus HR, and Public Services. And the formation of a model of government bureaucratic communication. The bureaucratic communication model is expected to be able to accelerate the process of bureaucratic reform in government. The models are SR (Stimulus-Response) model, Aristotels Linear communication model, Linear development communication model (Shannon and Wever), SMCR Communication Model (Sender, Message, Channel, and Receiver), Bureaucratic Communication Process model, and Bureaucratic communication model. With the government bureaucratic communication model in public services, it is expected to create quality and effective communication.

Keywords: Strategy; bureaucratic reform; Bureaucratic Communication Model; and Public Services.


*Corresponding author: E-mail: siti.munawaroh@lecture.unjani.ac.id

ISSN 2085-0328 (Print) ISSN 2541-5913 (online)
INTRODUCTION

The massive shift in a new paradigm of government by the existence of Bureaucracy Reform. Samin (2011) Reform is the movement to change behavior and form of a government arrangement because it is not appropriate with a necessity period, undemocratic, and inefficient. In terms of determining the aim to attain success in terms of implementation in a country, a bureaucratic state is an intense vital element. According to Thoa (2000), bureaucratic government or community management that orderly planned, written, well-documented, and done by people who are civilized and educated.

According to the role of bureaucracy reform of government to able respond defiance which is not only repaired or simplify the structure of bureaucracy but able to modify bureaucracy culture, the mindset to various role in the governance of government management that direct to institutional (organization) management, public service operator, human resources and accountability. According to Asropi (2008) inside the work of government bureaucracy reform in the region, culture held a large effect. In the globalization period, the bureaucracy reform strategy of the government is very necessary as a foundation for improving a bureaucracy culture and structure that is also used as a substance for determining direction and foundation of wisdom inside arrange a program at the government level.

With the rapid advancement of information and communication technology, along with global competition, a society must be sensitive toward the performance of government bureaucracy and very extremely care about increasing their life quality. The credibility level of society is seen in the good and bad of bureaucracy performance. Asropi (2008) said that became the main issues in bureaucracy reform is human resources that are related to the quality and morality of it, and the system as one of the factors that determine a work of region government bureaucracy reform is not satisfying.

Bureaucracy communication is one of the factors that influence the productivity of government work in a manner of improving the quality of organized public services, develop bureaucracy communication between government and society is necessary, It's also necessary to make and implement the model of the government Bureaucracy Communication in Public Services. Created and implemented the bureaucracy communication model in government organizations to assist in the specification of communication form along with the main purpose give interpreting the importance of building communication. The aim of bureaucratic communication can bridge the diversification in government organizations. To obtain the process run as expected with exact and fast by developing the bureaucracy communication. Therefore, this case can attain the purpose as well as the target of government organization by establishing the bureaucratic communication so it can be built the interaction between the organizer of services and the user.

The productivity and work of government organizations in the manner of giving services can be affected by the quality of communication that develops in government organization life. Rogers (2005): "Organization as a system that cooperates to attain the collective purpose, through of distinctly rank level and distribution of duty, it describes government organization in built the effectivity of communication inside organization or unity of government occupation for improving the quality and synergy of personnel that exists inside them. Government communication was related to knowledge about political communication, organization communication, bureaucracy leadership, and the bureaucracy itself. According to Rorke (Azhari, 2011) bureaucracy is "an administration system and implementation of daily duty that structured, in a hierarchy system that well defined, done by written rules, run by the specific section that separated with other section, by persons who chose base on ability and expertise in his field. However, in this case, bureaucracy can be understood as simple as an apparatus of the state that carries out the government wheel. Dwiyanto (2006) bureaucracy is a "rational organization that is formed for improving the government activity."

The implementation strategy of government duty is more oriented toward a target and formal responsibility, it has affected the quality of implementation of duties and the
function of government, including public services. The consequence of implementation duty has not emphasized the effort to gratify society as a service user, but more emphasized to attain a target and formally can be accountability. However, building good communication with formed and implementing the communication model can be believed to bring a positive impact in creating a good quality of public services in Cimahi City.

RESEARCH METHODS

The method in this research is an analytical descriptive method with a qualitative approach. The technique for data collection is through literature study and field study (observation and interview). The analytical data technique is through a stage of orientation, exploration, and member check. The analytical data technique is through data recap, data reduction, presentation of data, verification, and conclusion. This research object is the local government of Cimahi City. The research source: the delegation of several Regional Apparatus of Organization in Cimahi City.

RESULT AND DISCUSSION

The mapping condition of local Government in Cimahi City from the institutional side, management or bureaucracy ethic and described a reason bureaucracy reform is very necessary, with retardant factors and the effort of region government bureaucracy reform in Cimahi City. Furthermore, the result of the research was indicated that institutional, management through implementation management of government was not maximal enough, and the reason for bureaucracy reform was necessary are the bureaucracy culture-work not supported by professionals, the height of practice of KKN, the quality services did not fulfill a public prospective, low of discipline and professional ethic of an employee, less of efficiency, effectiveness, and productivity of government bureaucracy. There is a retardant factor of bureaucracy reform such as Human Resources factor (SDM), still, a lot of human resources was not qualified in the side of the ability to give services, in quantity side can be said is still less so has been the effect the apparatus performance and social services have not done optimally, financial factor, limited budget in term to support the development program so has been the effect the implementation of program event though use a priority, the limitless number of territorial extent in Cimahi City which cause the low potential territory that effected Locally Generated Revenue (PAD) that more stagnant, factor facilities and infrastructure, Factor Organization, there are apparatus that placed not appropriate with their ability also there is a vacancy in work unit that effect on a duty stack in an organization.

The arranged general guidelines of bureaucracy reform strategy refer to Grand Design of bureaucracy reform by through pf 8 alteration areas such as (a) The Apparatus Mental, (b) Supervision, (c) Accountability of work, (d) Institutional, (e) The Governance, (f) The human resource of Apparatus, (g) The legislations and (h). Public Services. To accelerate the 8 (eight) alteration areas of bureaucracy reform, there are 9 (nine) acceleration programs of bureaucracy such as (a) The regulation number and distribution of ASN, (b) Improvement of the integrity and accountability of Apparatus work, (c) Improvement of the efficiency of Apparatus expenditure, (d) A professional improvement of ASN, (e) Development of an integrated system electronic of government, (f) Improvement of Public Services, (g) The Regulation Structure of Government Organization, (h) Improvement of the prosperity of civil apparatus, and (i) The Development openly system of selection and promotion,

The result of this research is also contriving the model of communication bureaucracy in public services through the model of SR model (Stimulus-Response), Aristoteles model of Linear Communication, communication model of linear development (Shannon and Weaver), SMCR (Sender, Massage, Channel, and Receiver) Communication Model, Process of Bureaucracy Communication model and Communication model of Bureaucracy. With the existence of government bureaucracy communication model in public services was expected can produce qualified communication and communication that is more effective.

Therefore, the effort to improve public services can be done by developing and
increasing the communication in bureaucracy and implementing a communication model between the government as the producer of services with society who use the services are very necessary to obtain the services result in high quality.

Implementing a communication model in government communication to help specifics communication form in relationship between the government with society and the main purpose help to give an interpretation that relates to communication. The purpose of the existence of communication bureaucracy can be a bridge in government organization between user and producer of services. However, the profit that is obtained from developing the bureaucracy like the process can run as expected is exact and fast in a settlement, and able to reach the purpose or target from those government organization, which is establishing the communication so can build an interaction between user and producer services, which the final result can be realized a process of services with more quality.

The strategy in the implementation of the duty of government that lately oriented on target and formal responsibility, which can influence the quality of implementation of the function and duty from government, including inside the public services. The impact is the implementation of service become unsatisfied the society as a user of service, but more emphasized to formally reach the target can be accountable. However, the development of good communication can bring a positive effect on public services, which can create a qualified service, especially in the scope of government in Cimahi City.

There are some models of communication in terms of improving the quality of public services in Cimahi City. First Stimulus Communication-Response (SR) model. This is the base of the communication model. This model is usually influenced by psychological discipline, especially an ideology of behaviorists, those models describe the stimulus relationship and response.

The SR model described that communication as a simple process of action and reaction. The SR model usually disregards communication as a process, especially related to the human factor. The implicitly has assumption inside SR model which in response or human behavior can be foreseeable. Communication is considered static and humans are considered as behaving because of strength from outside or stimulus, that is not based on desire, will, or the ability to free.

The second is Rhetorical Model or Communication Model by Aristoteles. This Aristoteles Communication model is a communication model that is very classic and often called a Rhetorical model. Communication happens when the speaker conveys the conversation to the public in terms to change the behavior. Precisely propose 3 (three) elements in a process of communication such as speaker, message, and listener.

The third is, Linear Communication Model. This communication model is a verbal expression such as Who (communication), to Whom, and with what effect?. This model described the process of communication with the function that is assumed inside of society and it is the oldest model of communication but is still used now to reach a specific purpose.
This model of communication is one communication linear, this model is very simple and describes the communication that happens in one way. Linear communication is directly able to describe and explain the process of public speaking and this model was centered on conversation as sender.

The fourth communication model by Shannon and Weaver, this fourth model as a developer from the linear communication model. In this model, the messages were sent from medium to recipient. The message is a coded form that sends through those mediums and the recipient must receive the code before understanding and interpreting it. This model is intended to repair the communication technique.

The component of this model (1) Sender/Source (attitude, social system, communication skill, knowledge, and cultural system), (2) Message (message content, message substance, treatment, message structure, code), (3) Channel/Medium (hear, see, touch, sense, feel), (4) Receiver (system social, attitude, culture system, communication skill, and knowledge.

Based on those several communication models so the researcher can describe the Process of Bureaucracy Communication Model (Model 6) inside of distribution the services as like the picture here.

Picture 3 Linear Communication Model (Aristoteles)

Picture 4. The Development of Linear Communication Model / Shannon and Weaver

In those communication models, there are 6 (six) elements such as information source as a sender of a message that chooses a medium that will use, an encoder (transmitter) person who uses a medium to deliver the message, a channel is a medium that use to send the message, a decoder (transmitter) is medium that use to interpreting a message, Receiver/Distinction is people who receive the message, a receiver of this message give feedback according to the message that sent by the sender, Noise is an interruption or obstacle that cause receiver not receive the message in a good way.

Fifth is SMCR (Sender-Message-Channel-Receiver) communication model, this model is a result of the development communication model by Shannon and Weaver. SMCR communication Model was emphasized in process of decoding and encoding that happens before the sender sent the message and the receiver receives the message. SMCR Communication Model can be seen in the picture there.

Picture 5. SMCR Communication Model (Sender-Message-Channel-Receiver)

The component of this model (1) Sender/Source (attitude, social system, communication skill, knowledge, and cultural system), (2) Message (message content, message substance, treatment, message structure, code), (3) Channel/Medium (hear, see, touch, sense, feel), (4) Receiver (system social, attitude, culture system, communication skill, and knowledge.

Based on those several communication models so the researcher can describe the Process of Bureaucracy Communication Model (Model 6) inside of distribution the services as like the picture here.

Picture 6. The Bureaucracy Process of Communication Model

Picture 6 points out the process of communication that occurs between the apparatus government with the society of service user, those communication relationship is sending a message that is delivered by the government apparatus to the society of services user and the content of the
message that is received by society who use the services. The society that uses services gives feedback toward the apparatus government as a giver of the message related to the message content that is given.

Based on several communication models and the basis of process bureaucracy communication, the research can describe the bureaucracy communication model (Model 7) in the conferral of services in the following picture.

![Picture 7 Bureaucracy Communication Model](image)

That picture described the relationship between a government with command or a relationship of bureaucracy with the public as a relationship of official-client. In communication both the official and client is affected by predisposition factors and situation factor and en-counter variable that happen between an official with a client that is marked by the form of content message or response that effect attitude, knowledge, and each behavior.

By making several models of communication bureaucracy, the Government of Cimahii City is expected can implement a model of communication or can implementation one model of communication to improve the quality of public services. By implementing the communication models are expected the process of services in Cimahi City be more optimal and more qualified, so the final purpose and target of those services can fulfill the society's necessity and improve society's satisfaction and also improve the society's trust toward Government through effective communication.

**CONCLUSION**

The government roles through the indicator of development, services, and endeavoring are not good enough, because there is a development program that is not compatible with RPJMD and there is society does not endeavor by government. Not only that, there are apparatus that does not understand with vision and mission of Cimahi City, and also still have a program that is not compatible with the vision and mission. As seen from indicator management of human resources from side quality is good enough, but from quantity, side is relative, not good. Therefore, the indicator plan of development is quite good, because of the involvement of society in development plans, through Musrenbang. The connection between financial management, financial manager from income, or dismissal is quite transparent. In the facilities and infrastructure, the management is quite good but not maximal enough because of financial limitations. The management conflict that solves the problem is quite good and put forward the consensus deliberation within the family system. Meanwhile, the comprehension of the function of the organization, apparatus is quite understood, but not optimal, because a lot of apparatus who does not understand the function of the organization, it's can be seen from work result and ability in implementing the function that was relatively good, but not great enough, many apparatus not compatible with their competency to occupy the position inside the organization. In leadership, a lot of society does not know the leadership manner of the Regional Head and Deputy Regional Head in Cimahi City, but if seen from an apparatus view, the leadership style of the Regional Head of Cimahi City has a democratic style of leadership. There is still no raw standard of bureaucracy reform design in the government Region of Cimahi City. There is still no government bureaucracy communication model in the Government Region of Cimahi City.

**REFERENCES**


