

## The attention of the new public service in implementation of local autonomy bureaucracy in Indonesia

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### Abstract

A principle of New Public Service in building performance is important in maintaining the efficiency, effectiveness and customer satisfaction. Paradigm of New Public Service as a public servant more prioritizes the interests of the public by improving the quality of service. Administrators who are responsible have to work to involve citizens in implementing programs to achieve general goals. The economic crisis that hit Indonesia since 1997 until today shows that Indonesia does not have a solid foundation to be tough to face global changes. The Government has always had difficulty in reducing this nation to rise from adversity of economic, social, and politics. This misunderstanding increases uncertainty of economic, social, and politics, while the cost of providing government also increased. Changes in Law No 5 in 1974 to Law No 32 in 2004 and Law No 25 in 1999 has not produced output that benefits society. In fact, there were impressed that the society is getting harder to obtain rights of public service. Moreover, if they are associated with the quality of government bureaucracy, the realization of local autonomy and rise of abuse of authority in government bureaucracy that estimated the systemic and even to the affected areas.

Keywords: new public service, bureaucracy, local autonomy

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## 1. Introduction

The most-recent paradigm in public administration according to Denhardt (2007) is the paradigm of New Public Service (NPS). Different between the Old paradigm of Public Administration (OPA) and paradigm of New Public Management (NPM) is the steering. In the paradigm of NPS, the government's role is as a serving. The assumption toward the official's motivation and administrator in NPS paradigm are public services with the desire of serving the society. Accordance with the above paradigms, the public services increasing and public satisfying is on final goals of bureaucracy reformation conducted by the government. Moreover, the quality of public services (for the scope of Indonesia) becomes a barometer for the success of local autonomy implementation.

Therefore, all agencies and local government have a clear achievement targets each year. "We need to get there. There should be measurements and indicator each period. Then there should be an annual achievement" Said the vice president, Budiono based on the meeting of bureaucracy reformation in her office. (Newspaper of Jakarta 3 November 2010). Budiono added that the result of bureaucracy reformation cannot be felt immediately because many aspects to be improved. "It cannot expect in a day. It is a medium and a long term" this confirmation of Vice President at the same time is addressed to answer the fears of the society due to the decrease integrity of the public service.

The public sector integrity survey released by the Corruption Eradication Commission (KPK) says that the results are declined compared to 2009. In 2009, Integrity Index reached 6.5, while in 2010, it reaches 5.42. The decline was due to lower quality of public services in some service units. Survey conducted from April to August 2010 in 353 unit service centers who spread in 23 central institutions, six vertical institutions, and 22 municipalities. Boediono added that the government was working on a strategic plan in bureaucracy reformation of medium-term until 2014 and long-term until 2025.

The perspective of new public service began its view from the recognition in the society and the position which is very important for democratic governance. National identity is not only viewed as a matter purely for self-interest, but also involves values, beliefs, and caring for others. The societies are positioned as the owners of government, and therefore, they are to act together to achieve something better. Public interest is not only viewed as the aggregation personal interest but also as a result of dialogue and community involving in searching for shared values and common interests. The perspective of public service requires the role of public administrators to involve the society in the government and the duty to serve the society.

According to Law Number 32 in 2004 about Local Government, Local Autonomy is defined as an authority of local of autonomy in managing the society's interest based on society aspiration accordance with the legislation. According to Soenyono (2001), the paradigm suitable for the implementation of local autonomy is democratization.

The substance of the implementation of autonomy, according to G. Shabbir Cheema and Dennis A. Rondinelli (Sidik Jatmika, 2001), is able to manage themselves, such as economical authority, political authority, government authority, especially the economic authority and cultural authority. Something that can be managed by the region will be managed by the region. Something that cannot be managed by the region will be helped by the central government to manage it. Therefore, there are substantially belief, chance, and instrument on regional society in order to manage themselves. That is the basis of civil society concretely in the regions.

The implementation autonomy is often associated with decentralization, which is often interpreted as the delegation of central government authority to the local government. In this case, the local government can have two meanings. The first, the local government is based on the principle of de-concentration. The second, the regional state government is the sense of autonomous local self-government (Tri Ratnawati, 2000). In achieving the objectives of regional autonomy should be considered a very important element. These elements according to Syaokani (2001) consist of institutional strengthening, improving the ability of local government officials and financial capabilities to finance the local building. Therefore, the local governments

are required to improve and develop the elements so that it can manage some problems, which may occur in the implementation of local autonomy.

The supporting factors which are strongly associated with the implementation of regional autonomy by Syaokani (2001) are: 1) The growth of self-reliance and courage to take the role, (2) a commitment sense of unity, (3) the existence of an egalitarian society, and (4) the increasing willingness of empowerment society. Ryaas Rashid (1998: 71) cites one small part of Guy Sorman's book, which exemplifies human-resource management of officials in Singapore. In the book, Liang Lee Hsien explains that an excellent country could be maintained if it managed by good governance. The government will be good if it holds in the best people.

Regional autonomy as a result of the demands of governance reformation in the practice should be preceded by careful preparations starting from the arrangement in the institutional fields, officials, and the other fields. Remembering of the importance, the arrangements in some fields become a must for local governments. The regional autonomy through local government should be able to manage its own household of some aspects such as legal aspect, political aspect, governmental aspect, economic aspect and cultural aspect.

To be able to implement regional autonomy, the role of the regional head is very important determining the success of the local autonomy implementation in the regency. The opportunities should be utilized optimally in order to be make local government more developed. The opportunities of the local autonomy can be utilized strongly, for example. It can be viewed from the efforts improving the image of the bureaucracy which is not well considered by the society.

According to Pide, the implementation of the principle of decentralization will produce "Local self-government" while the affair submitted to the local self-government which becomes the authority is called "Local autonomy" or just called autonomy. The region which receives authority resignation from the central government by using of decentralization or devolution process becomes the local self-government. The region is called the local self-government caused the society to have the right in regulating the interest based on an own initiative. It means that the region has the freedom in managing the household affair (own interest) which is permitted by law without the direct intervention of the central government. The position of the central government is only for directing, supervising, and controlling. Therefore, the autonomy implementation can be kept based on the laws and regulations that applied.

The difference between local self-government and local autonomy is local self-government referring to the geography whereas local autonomy referring to the content of autonomy and society freedom. Charles Eisenmann explains that autonomy is the freedom to make a decision while respecting the law. Liang Gie explains that autonomy is an authority to implement the interests of a group who lives in a certain area, including, organizing, administering, controlling, and developing a variety of things, which is very important for society life. It can be concluded that autonomy is a right given to the society who lives in a certain area in organizing, administering, controlling, and developing her own business while respecting the applicable legislation.

## **2. New Public Service in Administration Public perspective**

The emergence of new public service perspective is supported by several other writings, which developed in a few years before as a reaction toward the dominance of new public management perspective in the worlds. Wamsley & Wolf (1996) conducted a hard critique on reinventing government by editing a book entitled "refunding democratic public administration." They collected many books, which describe the importance of involving society in public administration on the position a citizen not as a customer. Those books emphasize the importance of autonomous government, which set out the participation of society in public administration. The writings in the book entitled "Government thinking: bringing awareness to democratic public administration," explains the concept of democratic public administration by

describing the consequences of three substances of democracy. First, government of the people means that the government will bring legitimacy to public administration.

The other writings are presented by King & Stivers (1998) entitled "Government is us: public administration in an anti-government era." The ideas from the authors explain that the public administration should consider citizens as a citizen not as a customer because the government belongs to the society. Therefore, the main theme of the book is contained in the sentence "Us Government is a democratic public administration that involves active citizenship and administration." The definition of active management is not only improving administrative power but also strengthening collaborative work of the society. Therefore, public administrators should share power with the society, reduce the society control, and increase public confidence in governance through collaboration with the society.

Based on the above description, it can be assumed that the existence of the society through the public organization management and the implementation of new public management perspective acquired many strong criticisms from many experts as already mentioned above. Besides that there are Bovaird & Loffler (2003), and Denhardt & Denhardt (2007) who also gave his critique of new public management perspective. They believe that this perspective, as well as the old public administration perspective, not only brings new administrative techniques but also a certain set of values. The problems are the values such as efficiency, rationality, productivity and business because they can be in contradiction to the values of public interest and democracy. Therefore, Denhardt gives a critique of new public management perspective as in the sentence of "in our rush to steer, perhaps we are forgetting who owns the boat."

The new public service perspective requires the role of public administrators involving the society in government. The public administrator has a duty to serve the public. In performing these duties, the public administrator is aware that there are many complex layers of responsibility, ethics, and accountability in a democratic system. Administrators who are responsible should not only involve the society in planning but also implementation of programs to achieve the objectives of the society. This should be done not only for creating better governance but also for creating governance, which is based on the democratic values. Therefore, the public administrator job is not only directing or manipulating incentives but also serving the society. It can be concluded that, the new public service perspective can be viewed from some of the principles raised by Denhardt and Denhardt (2007). Principles or basic assumptions of The New Public Service are:

### *2.1. Serve of society, not customers*

Each paradigm has a different view of the public served. Old Public Administration public opinion is a client. The definition of client is "a party for which professional services are tended." The word 'client' is derived from the Latin word meaning dependent or follower. From this meaning, the public as a client is a dependent party which needs service. Government's role is to meet what the public needs through the public administration.

The New Public Service views the public as a society that has the same right and obligation. It is not only as the customer seen from the ability to purchase or pay for products and services but also public service receiver and user provided by the government. In addition, the society is the subject public duties such as obey the laws, pay taxes, and defend the State. New Public Service viewed the public as the society that has rights and obligations in the wider community. The compulsion element in order to obey public obligation making state relation and public are not voluntary. Therefore, public servants are not only responsive to the customer, but also focus on the fulfillment of public rights as well as efforts to build a relationship of trust and society collaboration.

## *2.2. Majoring the Public Interest*

Public administrator has a role in building collective values and togetherness in the public interest. The objectives are not finding a solution based on the individual choice, but it is the result of shared interests and shared responsibility. According to the old paradigm of State Administration, the thing which parted between politics and administrations is formulating of public interest fully becoming monopolies or political leaders. Public administrator or bureaucrat is only as the implementer of public interest formulated in public policy. The public administration functions are limited to administrative functions or policy implementation established by political officials efficiently and effectively.

The New Public Service believes that the official is not the main actor in formulating what is in the public interest. Public administrators are important actors in the wider governance system consisting of society, groups, legislators, and other institutions. State administrators have a role helping society articulate the public interest. They are given one choice in every stage of a governance process. They are not only involved during the general election, but also the Public administrator is obliged to facilitate a forum for public dialogue. This argument affects the roles and responsibilities of public administration, which is not only oriented to the achievement of economic goals but also the values which become a manifestation of public interest such as honesty, justice, humanity, etc.

## *2.3. Value Citizenship on Entrepreneurship*

The New Public Service views that citizen involvement in the administration, and governance is more important than the government-driven entrepreneurial spirit. New Public Service argued that the public interest would be better if it is formulated and developed by officials together with citizens who have committed to valuable contribute in life together than by entrepreneurial managers who act as money and public property that belong to them.

This principle has implications on the role of government and its relationship with society. The government in the past was more tended to direct the society through functions managing to control such as the function of regulation, giving service, determining of regulation and incentive. Modern life is increasingly complex demanding the government's role shifted from the function of controlling to agenda setting, facilitation, and negotiation. The problem solving always involves a coalition of government institution private and nonprofit. Therefore, the public administrator is not enough if it is only to master the skill of management control but also negotiation skills and conflict resolution.

## *2.4. Think Strategically, act democratically*

The main idea of this principle is that the policies and programs to answer the needs of the public will be able to be effective and responsive if they are managed through a collective and collaborative process. This principle relates to how the public administration translating or implementing public policy as a manifestation of public interest. Model of policy implementation in the old paradigm of public administration is top-down, hierarchical, and unidirectional. Because of the influence of scientific management and formal organization (bureaucracy), it focuses on the implementation of behavior management so that it bases on the rules or standard policies.

The main focus of implementation of the New Public Service is on citizen engagement and community building. Citizen involvement should be viewed as a part which should exist in the policy implementation of a democratic system. The involvement covers all stages of policy formulation and implementation process. Through this process, citizens feel involving in the governance process. Organization becomes a public space where citizens and administrators with a different perspective act together for the beneficence of public. The interaction and the involvement of the citizen in this country give objective and meaning in public service.

### *2.5. Recognize the accountability which is not simple*

Public officials should not only give priority to the interests of the market, but also give priority to respect for the constitution, laws, social values, political values, professional standards, and citizen interests. Accountability of public administration in the concept of Old State Administration is hierarchy and legal. Administrators should not do a lot of discretion. They only implement policies, rules or instructions, which have been outlined by elected officials politically. The accountability is intended to ensure that administrators comply with the operational standards and the operational rules. This is based on the principles of politics and administration dichotomy.

According to the New Public Service, efficiency, effectiveness and customer, satisfaction is important. However, the public administration must be accountable for its performance in terms of ethics, the principles of democracy, and the public interest. Public administrator is not self-employment on their own business where the consequences of failure due to his decision should carry alone. The risk of a failure of public policy implementation will be borne by all citizens. Therefore, the accountability of public administration is complex and multifaceted or my dimensions such as professional liability, legal, political and democratic.

### *2.6. Serve rather than Steer*

Public officials are required to apply leadership based on the value of unity in helping citizens articulate and meeting the common interests is not for controlling or directing the public towards the new destination. In addition, this principle relates to the role of manager or leadership in public sector organizations. This principle relates to the role of manager or leadership in public sector organizations. Public organizations in the paradigm of the Old State Administration follow the model of bureaucracy with the structure of command line. All the leaderships are steering or controlling, the behavior of subordinates to act towards the achievement of organizational goals with the principle of unity of command. The division of tasks and the delegation of authority are in a hierarchical manner.

Leadership in the New Public Service focused on human energy for the benefit of humanity. Public sector leadership is based on the value called moral or transformational leadership not transactional leadership. Transactional leadership is driven assuming feedback motive and beneficial each other between leader and subordinate, and vice versa.

Moral leadership or transformational leadership is leadership, which is capable of being a good aspiration of moral either for leader, subordinates, and the public as a whole. Moral leadership produces consistent action to the needs, interests, and aspirations of followers as well as the actions that fundamentally change the moral and social conditions. In the end, this leadership has the capacity to mobilize groups, organizations, and communities towards achieving higher goals. New Public Service Leadership is a shared leadership which government control is not only centralized in leadership but also involving the society. The position of the leadership is not the owner, but it is the public server.

### *2.7. Appreciate people, not just productivity*

Public organizations and their networks will be more successful for a long time if they operate through a process of collaboration and shared leadership based on respect for all people. The perception of the Old State Administration considers economic value and efficiency. The assumption is that people would not be profitable if they are not forced to do so. Workers will be productive only if they lured incentive money or management providing penalties for poor performance. So approach coercion and threat models or humans understood by assuming theory X of Douglas McGregor.

New Public Service does not view humans as a slacker or just selfish. Human behavior is driven by the dignity of the human factors (human dignity), a sense of belonging

(belongingness), concern for others, service, and public interest. It is not only simply economic parameters but also the values of honesty, fairness, responsiveness, empowerment, etc. because the size of the employee's performance.

### 3. Bureaucracy and Autonomy

The term of bureaucratic originally proposed by Martin Albrow to provide the attributes of the term used by the French physiocrat Vincent Gournay that for the first, time used the term bureaucracy in the system outlines the Prussian government in 1745 (MiftahThoha, 1991). This issue is very complex bureaucracy and everyone. Even the experts themselves also have their perspective in explaining the bureaucracy. Martin Albrow (1996) offers seven bureaucracy concept. They are: 1) bureaucracy as a social organization, 2) bureaucracy as inefficient organization, 3) as a governmental power which runs by officials, 4) the administration of the state bureaucracy (public), 5) as the governmental bureaucracy runs by officials, 6) bureaucracy as an organization, and 7) bureaucracy as a modern society.

Syukur Abdullah (1991) distinguishes bureaucracy into three categories consisting of: 1) general government bureaucracy, the government organization that runs a series of tasks of public administration, including maintaining order and security, from the central to local levels. These tasks are more "set" (regulatory), 2) the development of bureaucracy, the government organization that runs one of the specific areas of the sector in order to achieve development goals, such as agriculture, health, education, industry, and others. Leading function is the function of development (development function) or function adaptation (adaptive function); 3) bureaucratic services, namely organizational unit of government which was, in essence, a part of or associated with the community. Its main function is the service (service) directly to the public.

Santoso (1997) classifies the various kinds of insights that often arise in bureaucratic terms of three categories, namely: 1) bureaucracy in the good sense or rational (bureau-rationality) as contained in the definition of Hegelian and Weberian Bureaucracy; 2) bureaucracy in the sense of a disease (bureau-pathology) as revealed by Karl Marx, Laski, Robert Michels, Donald P. Warwick, Michael Crocier, and Fred Luthan; 3) bureaucracy in terms of neutral (value-free), that is not associated with the good or for bad. In this case, sense can be interpreted as a whole bureaucratic state official under political officials or the entire state officials in the executive branch, or the bureaucracy can also be interpreted as any large-scale organization (every big organization is bureaucracy).

Related to the model of government bureaucracy implemented by the local government district in several regions in Indonesia, there are two types of bureaucratic models implemented, namely the Weberian and Parkinson model. Weberian bureaucracy can be seen from the manufacture of the organizational structure of local government areas in the city that occurred during this time. Structure of regional organization created by local governments based on Government Regulation (PP) is issued by the central government. By the regulation, it interprets itself and adapts to local needs and conditions. Local governments can develop the organizational structure of the area in accordance with a special character or a local government which may establish new institutions or culture in accordance with the conditions that exist in the area.

Bureaucratic model of Parkinson's can be seen as the establishment of the organizational structure of the area is based on Government Regulation No 84 In 2000. Government regulation is intended to accommodate a variety of authorities delegated to the local government district / city. However, PP is actually followed by issuing a variety of Regulations on the establishment of regional organizations, which indicate the presence of overlapping authority. To accommodate the growing institutional authority delegated by the central government also increased the number of personnel responsible for the authority.

In the era of democratization, model of Parkinson's has become an obligation. Democratization requires a strong bureaucracy figure, large, and capable, because with that kind of bureaucratic government, regulatory capabilities can be realized. Nevertheless, the

concept of Parkinsonianbe is conducive for democratization if accompanied by a concrete agenda. Parkinsonian, however, remain needs of the present and the future, meaning that in line with a rising level of complexity of social, economic, political, community and political awareness is still needed enlargement quantitatively figure bureaucracy.

#### **4. Autonomy and Problems Faced**

Since the Enactment of Law No 22 in 1999 on local Government, the region has been raised by the euphoria of regional autonomy because of changing in an almost whole system of government, both at the level of the central government and the region itself. Broad regional autonomy, real and responsible, in the view of the public and government officials at the local level, a reverse flow of power and authority during this centralization is that just thinking about the interests of the central government, while the area feels less attention.

David Osborne (1996) in his book, *Reinventing Government*, states that the government reforms the destination rather than the formation of the government is to accelerate the achievement of community goals. Societies are free from fear, and avoided a prosperous community from the threat of environmental damage. People could access the varied facilities available, as well as various desires, which are the demands of human life in a community.

Model of bureaucracy implemented by a local authority is not explicitly contained in a regulation or a specific provision that refers to the officials in the local government in implementing the tasks and activities. However, the administrative model of government implemented by the local government at least can be analyzed through the institutional aspects and government officials (bureaucrats) who perform the duties and functions of the institution. From this aspect, it can be known more about the bureaucratic model of government that is performed by the local government in the era of regional autonomy.

However, it turns out the Act No. 22 of 1999 is not old age. Just walk about 5 (five) years, this Act should be replaced by new ones of Law. In September 2004 there has been a big change and a paradigm shift regarding the substance of regional autonomy with the Enactment of Law No 32 in 2004 on Regional Government. It replaces to the Law No 22 in 1999 which have been considered irrelevant to be applied as a legal law of Implementation Regional autonomy in Indonesia. Law of the Indonesian Republic Number 32 in 2004 on Regional Government in lieu of Law Number 22 in 1999 on local Government has been passed and enacted by the Indonesian President Megawati Sukarnoputri on October 15, 2004.

The fundamental difference of the two meanings of regional autonomy under both laws is the elimination of the phrase "public interest at its own initiative based on the aspirations of the people" of the meaning of regional autonomy as stipulated in Law Number 22 in 1999. Omission of the sentence will have implications for the authority of the head of the independent regions delivered. Autonomous region would be limited only to the legislation in force and not on the wishes and aspirations of the local community. In fact, significantly legislation in question is none another legislation that authority over local regulation making power is in the Central Government. Here is impressed that Law Number 32 in 2004 on Regional Government will restore the concept of decentralization as a basic concept of a centralized implementation of regional autonomy that is precisely the meaning of autonomy itself.

#### **5. National Integration in the Implementation of Regional Autonomy**

Basically, democracy must also exist in the lives of the people at the local level. For the central government, the most appropriate way switch on the local-level democracy is by practicing decentralization (Smith, 1985). However, when the strategy is implemented, the central government also faces a dilemma. Dilemma is related to the emergence of an understanding of the area of how the implementation of democracy at the regional level. Nuance understanding of democracy actually perpetuated various regional powers in contrast to the sovereignty of the central, regional elites' power over his subjects, and even the local



power over other areas that would lead to conflict between the people and the people. Cases of ethnic violence between Dayak Kalimantan and Madura or religious background unrest in Maluku and Poso is evidence that cannot be denied in the democratic process at the local level (Davidson, 2005).

However, since this has become a necessity for the ongoing reforms, the central government should realize the condition of democracy. The central government could actually suppose, when democracy was not escorted especially at the local level, then that shows up is the chaos that could threaten national unity. Especially in the new democratic processes implemented, there are also issues relating to the seizure of power (building power) among the political elite in both the national and political scene in the stage area (Kleden, 2003). This trend could also affect the political behavior of the people in the area. Therefore, efforts to circumvent the power struggles among the elite or political groups existing are the governments recommended the transitional process towards democracy that goes with peace, both at the national and local level. Significant changes in the central government in a democracy at the local level are to give regional autonomy to the widest area.

The central government believes decentralization (political and financial) will facilitate the implementation of democracy at the local level. Rondinelli & Cheema (1983) describes some of the advantages of decentralization provision is mainly in the central and regional aspects of the relationship. The advantage is, among others, is to overcome the problem of excessive central control over regions that can bring people to dislike the central area, adding to the sensitivity of the central problems in the area, make room for representation of various political groups, religious, ethnic, and able to enhance political stability and national unity. Underneath it all, regional autonomy is also one form of freedom for designing the area to engage in political activity and government at the local level in order to strengthen the national government power (Smith, 1985).

Since the Implementation of The Law number 22 in 1999, its presence was greeted with great joy by the people in the area, especially elite. For the Presence of Regional Folk Law number 22 in 1999 reinforces their political rights in governance. In addition to the political recognition of their existence, the Act also promises a more rapid development to the area. The impact of this law is to bring forth a positive competition between regions in command of government programs, as well as the development of better public services. This can be seen in the first year of implementation of this Act in which the local government has prepared a strategic plan to achieve the goal.

The other thing too is an inevitable boundary disputes districts / cities with other autonomous regions that actually add to the list the case as the excesses of decentralization, which is widest (Wasistiono, 2005). In the districts that were largely a starting point, the implementation of regional autonomy appears also problems in raising revenue to fund government programs that would later give rise to a variety of charges levied from the people. In this case, the meaning of the Autonomous area is expected to be a paradox when the elite of the area and its people have a different understanding of the implementation of this autonomy. It can be proven, with the emergence of regionalism excessive egocentricity so no place for immigrants to work in that area. Political elite felt great in the region and strengthen its power over the people. The powers of local elites were often abused, especially in appointing people to sit in the bureaucracy area just based on cronyism and family (see next Pratikno, 2005; Asrinaldi et al., 2005).

Obviously, all this negative impact is not in accordance with what is actually expected by the center related to democracy and regional autonomy. As a result, the implementation of democracy and regional autonomy is considered to have a new problem in the administration of the state in Indonesia (Bertrand, 2004). When it is seen institutionally, there is also competition between the executive and legislative power of the region. This situation led to the political relationship between the executive, and the legislature becomes harmonious (Wasistiono, 2005). Based on Law number 22, 1999 Articles 46 paragraphs (3) shall be declared the legislative authority area are the local Representatives Council (DPRD) to dismiss the head of the region

(the governor, regent / mayor) if the accountability at each end of the budget year parliament rejected. The amount of power is also visible in the local parliament of Article 49 paragraphs (g) where Parliament can dismiss the head area when the performance of the duties found to cause a public crisis. Dismissal is done when the head area information cannot be accepted parliament. In fact, the council does have enormous power that the position of the regional head does not feel safe, especially when it provides an annual accountability report before Parliament.

Until the Law number 22, 1999 implemented January 1, 2001 there has not been significant progress related to the implementation of democracy in the region. In contrast, the emerging behavior is far from being democratic as strong authoritarian leadership style in the area, there is also regional chauvinism, ethnocentrism in the autonomous exercise of power even feudalism emerged back in the area. Evidence of the practice of feudalism is where the head of the region and his staff in the government has an enormous power over the people to determine the government's work program without listening to the will of the people. Involvement of the people in power control is very limited. In fact, the local government is not submissive to the people. The opposite is the people who should be submissive to government elites. This can be seen, to increase revenue in order to finance government programs, often in many places the head area and Parliament issued Regulation (Regulation) to withdraw a sum of money in the form of taxes or levies on its people.

This alarming reality, the central government took a policy to revise the Content and Implementation of the Law. 22, 1999 has been practiced over approximately five years. The central government believes that it must take a meaningful political decision to change the Law number 22 in 1999 so that uninterrupted democracy agenda. Through study and discussion by the House of Representatives (DPR), the National Government Replaces The Law number 22, 1999 by Act number 32 of 2004. Obviously, that aim to replace the Act is to foster the re-implementation of regional autonomy that does not conform to the expectations of the center for a more harmonious life and democratic, where disputes often occur in practice, both between local government and its people. Issuance of the Law number 32 in 2004 was, by some considered to perpetuate the power back to the center to intervene in the implementation of democracy at the local level. Therefore, if the Act is in force, the central government has the constitutional legitimacy to control the autonomous region.

In this case, implementation of regional autonomy is contrasted to the New Order period Reform Order, namely: (i) From aspects of the Act which provides that local autonomy in the New Order execute based on the Law number 5/1974. Temporary, regional autonomy is the Order Reform the Law number 22/1999 and revised by Law no. 32/2004; (ii) The Law principle of autonomy number 5 in 1974 is a real autonomy and responsibility that a local government authority carrying out duties in accordance with his ability. Responsible for the implementation of the autonomy of the local government authority must be in accordance with the objectives set. If the central government considers that local governments are not able to carry out its authority, the center may withdraw the authority given to the area. Law Number 32 in 2004 is the autonomy that the region is given the power to manage and organize all administrative matters outside the affairs of the central government are governed by this Act. In explanation of the Law number 32 in 2004 that the implementation of regional autonomy should be the widest possible implementation of the principle of harmony it is with others, namely real autonomy and responsibility. The central government considers decentralization is not a panacea to overcome all the problems in the area. Therefore, decentralization depends also to the conditions under which it applies autonomy. Implementation of regional autonomy should be allowed to give birth to intervene. To intervene must state that it is a strong position.

## 6. Conclusion

Observing the principles of New Public Service is presented by experts can be concluded that, in essence, Dernhardt and Dernhardt want to come up with ideas that oppose the mainstream models in the theory of public administration is very pro-market. However public organizations

have a clear reason different from business organizations, so that cannot be controlled as if the agency business. There are more important values, rather than a just economic value, which must be realized public organizations. The nature and mission of the public of public administration are serving the citizen society as citizens, as human beings that have the right and obligation of the public the same regardless of the identity and capacity of social, political and economic.

Based on the study of the meaning of bureaucracy can put forward some conclusions, namely: 1) the government bureaucracy runs by some local government districts / cities in Indonesia leads to two models, namely the Weberian and Parkinsonian. These models can be analyzed through the institutional aspects, and government officials (bureaucrats) are performing their duties and functions of institutions, 2) future models of government bureaucracy that is expected to anticipate change and openness is the bureaucratic model which transforms the values, principles, and entrepreneurial spirit into a bureaucratic institution.

From the above, conclusions can be suggested that: 1) Government officials (bureaucracy) should be improved. Establishment of the organizational structure of the regional government executive authority delegated to local governments must be adapted to local conditions and needs. Use the principle of "poor but rich structure function" in managing the bureaucracy; 2) government bureaucracies it is appropriate to change the paradigm of "asking to be served" a "servant" of society. The bureaucrats also must have the courage to transform the values, principles, and entrepreneurial spirit in bureaucracy organization to impress people who have felt about bureaucratic behavior can change for the better.

Implementation of regional autonomy should be perceived as a process of empowering local communities to build and organize autonomous government in accordance regional aspirations and characteristics of the area. Threats to the disintegration of the implementation of regional autonomy are not to be politicized for the sake of greater political and re-fetched to legalize decentralization as done in the past. Things you should do are to create a central government regulation and safeguards for autonomy in the framework of the unity, not scrapping the regional authority that was initiated at the will of the people in the area. This is where the new public service role in providing insight about the need for community involvement in the area to determine the direction and strategy of regional development based on their own volition.

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