

Bureaucracy Pathology on the Regional Secretariat of Makassar City in Providing Service

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ABSTRACT

The study focused on the attitude of the government bureaucracy apparatus in the regional secretariat of Makassar city in providing service to the societies. The study is entitled “The Bureaucracy Pathology in Regional Secretariat of Makassar City in Serving Communities”. The study is expected to give input to the government in evaluating the bureaucracy in the Regional Secretariat of Makassar City. The research aims to describe and explain the attitude of the bureaucratic apparatus in giving service to the community in the Regional Secretary in Makassar City. It is a descriptive study collecting data from two methods: library research and field research. To obtain objective results, data from the field were analyzed qualitatively. Quantitative complementary data were obtained from field reports and notes. Based on the research findings, types of bureaucracy pathologies found in the Regional Secretariat of Makassar City included the apparatus being indisciplined toward the time, they were less responsible, they showed some discrimination, and they were less polite in serving societies.

Keywords: Pathology, bureaucracy, service

INTRODUCTION

Bureaucracy is an institution born from a long and complex social process. The existence of governmental bureaucracy is usually perceived dichotomically. Besides being necessary to run the daily governmental tasks, it is also usually considered as a system causing the governance and public service to halt and ramble (Ida et al., 2020). It is different from the private sector, which serves the public quickly. The bureaucratic organization is born from a series of rambling procedures, and it is socially contextual and is almost universal in a society. Conceptionally, the birth of bureaucracy can be explained through a governmental philosophical perspective.

Bureaucracy pathology of public service becomes a problem in many countries; thus, reformation of effective service bureaucracy is needed. According to Kotler (2003), service refers to an act or performance that can be offered to others. In the context of the government, public service is essentially an extension manifested as a public organization that aims to fulfill its role as a provider of services for the benefit of the public (Arsyad & Febriansyah, 2022). The presence of government through bureaucracy aims to serve the community, not to serve itself or the boss or ruler (Setyawan, 2012). The governmental philosophical perspective explains that nobody on earth can live alone. Everyone needs help from others to achieve their willingness and to fulfill their needs. Therefore, humans live in a social community consisting of a number of people to

collaborate. The social community will then form a state after they agree on a social contract to live together. However, each individual has a different willingness, thus, societies in a community usually face various problems and conflicts between individuals and groups.

Reformation in politics is not followed by the reformation in its bureaucracy. As a consequence, there is no improvement in public service performance (Anwar, 2015). Bureaucracy pathology does not stand alone, yet it has resulted from the interaction of various aspects, like between bureaucracy and individuals in the environment. It is because the government bureaucracy apparatus are less disciplined, not responsible, and unable to give reasonable concepts, initiative, and creativity (Rusli et al., 2022). The bureaucratic roles can result in multiple contradictory effects to societies. In the one hand, it can be beneficial by supporting societies to achieve their life goals, but in the other hand, it can trouble, oppress, and exploit societies. Thus, the topic of bureaucracy is important in social and political studies.

It is not impossible to reform the bureaucracy to function based on the ideal paradigm. To form a good bureaucracy, the individuals and the bureaucracy should interact well. On the other hand, if the interaction does not occur well, various problems will emerge in the bureaucracy (Ishak, 2021). No matter how big the willingness or the intensity of the effort to create an ideal bureaucracy, there will always be gaps and problems that emerge. In other words, bureaucracy pathology will always occur. The condition also happens in the bureaucracy of the Regional Secretariat of Makassar City.

Bureaucracy pathology can be referred to as "Bureaucracy disease". As the bureaucracy has the role as the implementation of political policies or governmental implementation, bureaucracy pathology is defined as problems occurring in the implementation of governance due to the inability of the bureaucracy to fulfill the public's needs well (Mantiri, 2017). In any country or government, members of bureaucracy are referred to as civil servants or national servants. To ensure that the civil servants obey rules like discipline, the regional governments and all heads of SKPD Regional Governments should ease the access needed by all staff (Adiwilaga, 2019).

In terms of the internal situation of bureaucracy pathology, it has been generally known that the human resources management in the modern bureaucracy has tried to implement the meritocratic principles (Nurhidayat et al., 2016). The irregularity of the relationship between governmental composition in the implementation of governance and service frequently leads to confusion in the communities when dealing with the government (Ismail, 2018). Bureaucracy should act based on its functions, tasks, and roles. The attitudes of all bureaucracy members are reflected in how they serve the communities. The implementation of principles of functionalization, specialization, and task distribution is important for societies that need service in bureaucratic institutions. Principally, the service from a bureaucracy to societies should be fair, quick, and friendly, and no discrimination.

Bureaucracy pathology is not only caused by ineffective bureaucracy structure, like inappropriate hierarchy, rigid procedure, abundant bureaucracy fragmentation, and other structural problems (Amruddin et al., 2022). Therefore, government employees are civil servants, not to be served. It should be implemented in the daily national administration practices. The bureaucracy members should avoid attitudes not in accordance with their role as civil servants or community servants, like serving slowly, serving complexly, collusion, and nepotism. Challenges that they face are not only from the government bureaucracy, which possibly is suffered by bureaucracy diseases like the managerial style of the functionaries like having lack knowledge and skill, breaking norms, laws, and rules, but they also face changes occurring among societies like politic, economic, knowledge, technology, and social aspects (Mirnawati, 2020).

Various forms of bureaucracy diseases widely faced by societies are like when processing something in the governmental office; the procedure is convoluted, slow, needs much cost including additional costs, unfriendly service, collusion, corruption, and nepotism (Borut, 2021). Strategies to solve the bureaucracy pathology is basically by providing prime service to societies (Hadmah & Sa'ban, 2020). The writer considered that it is important to understand the bureaucracy pathology related to attitudes. Understanding of attitudes related to bureaucracy pathology is important studied from working ethos, individual characteristics, and bureaucracy characteristics (organizational culture) applying to a particular bureaucracy. Robbins and Judge (2017) propose that organizational culture can be defined as a collective system of shared values and beliefs that influence the interactions among individuals within a company or organization. This culture is intertwined with the organizational structure and supervision systems, shaping the established norms of behavior within the workplace (Arsyad et al., 2020). The organizational culture of a bureaucracy cannot be separated from the social culture of the whole community. Organizational culture is important to understand because it plays many roles as the controller of the attitude of government bureaucracy members. It is because the organization also determines what is good and what is bad, what is allowed and what is prohibited, and what is considered normal and abnormal. To be admitted and accepted as a good bureaucracy member, the attitude should be based on the culture of the organization which in this case is the Regional Secretariat of Makassar City.

METHOD

This study was carried out in Makassar City, in the Regional Secretariat of Makassar City, considering that the office is the center of Makassar City governance; thus, it allows all phenomena occurring in this office to expand to other institutions/offices and departments in Makassar city. This type of research is mixed method, (Samsu, 2021; Subagyo, 2020). It aims to get the description or illustration of the situation systematically, factually, and accurately related to the attitude of the bureaucracy apparatus, including the pathological relationship of the bureaucracy apparatus attitude in the Regional Secretariat of Makassar City. In this study, we carried out two types of data collection: library research and field research. To get objective findings, data we obtained from the fields were analyzed qualitatively. Quantitative data were only supplementary. They were obtained from reports and notes in the fields.

RESULTS AND DISCUSSION

The public service offered by the bureaucracy in the Regional Secretariat of Makassar City included: reporting complaints from societies, making the Decree Letter of Imam or TPA teachers' workplace distribution, ordering sports facilities, receiving letters addressed to the Secretariat of Makassar City, and receiving program funding from the Mayor of Makassar. All of those services directly interact with the communities. Apparatus in serving communities, based on the interviews and observations we carried out, showed some bureaucracy pathologies like 1) indiscipline on time, 2) less responsible, 3) discriminative, and 4) serving the community rather impolitely. The more detailed findings are as follows:

Some apparatuses were absent from the workplace while some others were late to arrive, indicating that they were not disciplined with the time. Sometimes they also did not finish a task on time or meet communities based on appointments. The apparatus's attitude in giving service

to communities in the Regional Secretariat of Makassar City, indicating their indiscipline with the time, was also identified from interviews as presented in the following Table 1:

Table 1
The apparatus did not arrive at the office on time

Questions	Apparatus Statements	Observation Data	Analysis Results
1. What time do you arrive at the workplace?	1. Always coming to the workplace	1. apparatus came late to the office	There are some differences between statements of the apparatus and observation we made on them in the Regional Secretariat of Makassar city. All apparatus said that they come to the office on time and seldom not present at work. But in reality, some apparatus showed indiscipline with the time.
2. Do you always come to the workplace?	2. coming to the workplace on time	2. apparatus did not follow the morning ceremony because of arriving at the office lately and did not follow the afternoon ceremony because of leaving the office early	
	3. coming between 6.30-7.30 morning	3. apparatus only came to fill in the attendance list and left the office, and did not go back to the office (truancy)	
	4. there is a strict rule about the discipline to come to the workplace	4. when there is a working day flanked by two or more holidays, in the beginning, or at the end of the week, there are usually some apparatus truant.	

Source: Research Interviews

Table 2
Finishing Task Not Ontime

Questions	Apparatus Statements	Analysis Results
1. Do you finish your task with quick methods?	1. The apparatus had the willingness to finish the task quickly.	Not all apparatus completing their tasks and responsibilities. Because some apparatus stated that how quick a task can be finished depends on how urgent it is meaning that there should be some tasks need longer time so that communities needs longer time to wait. Some apparatus also waited instruction from the leader to quickly finish a task, thus the process was not fair because some tasks were completed quickly while others were finished late.
2. how long do you usually finish a task?	2. Apparatus understood the consequences of not quickly completing a service	
	3. the apparatus understood how to give a good service to communities	
	4. the apparatus understood the condition of communities who came to them for processing something	
	5. the apparatus served the communities based on the priority scale (prioritizing the most urgent one).	
	6. The apparatus waited for instruction from the leaders about which services needed to be completed quickly.	

Source: Research Interviews

Table 3
Imprecision on Appointment Made to Society (Statements from Apparatus)

Questions	Apparatus Statements	Results of Analysis
If you make an appointment with communities, do you make it on time?	<ol style="list-style-type: none"> 1. In making an appointment with communities, the apparatus always fulfilled their promises. 2. the apparatus fulfilled the appointment based on the set time. 	In fulfilling appointment, the apparatus was always ontime (based on the time they had agreed upon).

Source: Research Interviews

Table 4
Imprecision on Appointment Made to Society (Statements from Communities)

Questions	Communities' Statements	Results of Analysis
When making appointments with communities, do the apparatus fulfill their promises on time?	<ol style="list-style-type: none"> 1. Apparatus was not on time to fulfilling their agreement with the communities. 2. Apparatus liked to postpone a task that had been agreed to be finished before a set deadline. 	<p>The apparatus was not on time to fulfilling its promise to serve communities.</p> <p>Apparatus usually forgot appointments they made, so the communities received poor service from them.</p>

Source: Research Interviews

Based on table 4, it can be identified that according to the public, the apparatus was not on time fulfilling their promise to serve communities; the apparatus also liked to postpone completing tasks under their responsibilities that they had promised to the public. Gaps found in statements from apparatus and communities show that the apparatus acts did not confirm their statement. What the public experienced reflected the apparatus's indiscipline with the time; they were not on time with the appointment they made with the public. It is a bureaucracy pathology existing in the Regional Secretariat of Makassar City.

Discussion about bureaucracy pathology in terms of poor responsibility, in this study, we found that the apparatus was poorly responsible for completing its tasks. Based on the findings, it can be considered that the apparatus is poorly responsible for running their tasks because some of them stated that some of their tasks had been completed while some others had not yet. Meanwhile, to perform optimally on duty, all tasks have to be completed well.

Table 5
Apparatus was Poorly Responsible

Questions	Apparatus Statements	Analysis Results
1. What are the apparatus's responsibilities?	1. The apparatus understood its responsibilities well	In general, the apparatus had understood responsibilities.
2. What are the indicators to measure how well an apparatus fulfilling its responsibilities?	2. When they get an appraisal from their boss	However, they had not realized them through their behavior and attitudes in giving services to the public. Some apparatus did not run their tasks and did not feel regret when not completing the duties, and there were no other apparatus taking over the tasks. It indicates that the apparatus had low responsibility in completing their task and job.
3. Have you regretted not performing your responsibilities?	3. Finishing tasks well and quickly	
4. If you are unable to come to the office, is there another apparatus taking over your task?	4. Able to complete all of their tasks	
5. Have you completed your tasks?	5. They never regret not completing their duties	
	6. Other apparatus took over the task but probably not prioritized	
	7. There were no other apparatus taking over the tasks	
	8. Apparatus does not completing their tasks because they considered them not crucial;	
	9. Apparatus does not completing their tasks because they are lazy and bored.	

Source: Research Interviews

Based on the pattern of Table 5, it can be identified that the apparatus in the Regional Secretariat of Makassar City understood their responsibilities well but in reality, their attitude and behavior were in contrast to their understanding. The apparatus showed poor responsibilities in running their job, which is a form of bureaucracy pathology occurring in the Regional Secretary of Makassar City. The cases indicate that much apparatus did not complete the tasks, did not regret completing their tasks, and showed no effort to finish the task when the person in charge could not come to the office.

Discriminative acts include being unfair in serving the public. Bases for discrimination can be primordialism (tribal or race factor), social status, and other subjective considerations. To identify discriminative acts performed by apparatus in serving the public, we interviewed some communities who had experienced their service. However, first, we need to investigate how the apparatus perceived the way they treated the communities, either discriminative or not.

Table 6
Discriminative Acts from Apparatus

Questions	Apparatus Statements	Analysis Results
How do you behave when serving communities? Do you give special treatment to your families, friends, or official families?	1. The apparatus tried to serve everyone well, nomatter who they were	All apparatus mentioned that they did not do discriminative action against societies. There was no special treatment for anyone coming to the office.
	2. Serving people based on the applied service standard	The apparatus treated the public based on the applied service standard.
	3. Treated everyone equally without discriminating anyone; any citizen coming to the office will be treated well.	

Source: Research Interviews

Based on Table 6 above, it can be identified that the apparatus treated all communities coming to the office equally, without discrimination and special treatment to their families, friends, or official's families. All of them were treated based on the applied service standard.

Table 7
Discriminative Acts from Apparatus to the Public

Questions	Communities' Statements	Analysis Results
1. Do you receive equal treatment from apparatus without considering their social background, families, groups in every matter you mentioned?	1. Apparatus acted discriminatively as they served the leader of a youth organization more quickly.	Discriminative and unequal acts performed by apparatus lead societies to feel treated unequally. It indicates that there is pathological bureaucracy related to discriminative acts by the apparatus in the Regional Secretariat of Makassar City.
2. Are you satisfied with the service they provide?	2. Apparatus acted unequally by giving permission to a child of an official to use a government facility.	
	3. Apparatus acted unequally by letting communities wait too long as they serve their families	

Source: Research Interviews

Based on table 7 above, it can be identified that the apparatus discriminatively treated the public. It can be seen from the action to accelerate the service process for a youth organization leader while neglecting the common people. They also unfairly permitted a son of an official to use the facility of Makassar government while other people were not allowed to use it.

Based on the interview we carried out with the apparatus and public, as presented above, it is clearly seen that there was a pathological bureaucracy in the governmental organization. They discriminated against the communities, and such actions automatically disadvantaged them. The communities expected to be treated equally, but unfortunately, they were not served as they expected.

In a civilized society, politeness is a part of social rule. Therefore, maintaining politeness among governmental apparatus is crucial, especially the one who has direct contact with communities. It should be prioritized. In this study, to identify the apparatus's impolite acts, we carried out interviews and observations.

Table 8
Impoliteness Acts of Apparatus in Serving the Communities

Questions	Communities' Statements	Analysis Results
1. Are you treated politely and friendly by the apparatus in every case you mentioned before?	1. The apparatus did not treat the communities politely	Apparatus attitude in serving communities was impolite. It is based on the statements of communities that they were treated impolitely, as the apparatus treated them impolitely and unfriendly. The impoliteness acts performed by apparatus are kinds of bureaucracy pathology in the Regional Secretariat of Makassar City.
2. Were there any attitudes they performed indicating impoliteness in serving the public?	2. The apparatus did not treat the communities friendly	
3. Are you satisfied with their service?	3. The apparatus only use slippers when working at the office	
	4. The apparatus spoke loudly, like shouting when asking societies	
	5. Apparatus were ignorant and not responsive to persons coming.	
	6. Communities were not satisfied with the service from the apparatus due to the ways they treated them.	

Source: Research Interviews

Based on table 8, it can be identified that according to societies, the apparatus of the Regional Secretariat of Makassar City were impolite and unfriendly in serving the public, indicated by their attitudes that is one of the indicators to consider whether an action is polite or impolite. We can also say that in the Regional Secretariat of Makassar City, there was bureaucracy pathology in the form of impolite service from apparatus to communities.

CONCLUSION

The apparatus in the Regional Secretariat of Makassar City has created a bureaucracy pathology in the governmental organization in terms of their indiscipline at the time. Apparatus generally arrive at the office late, do not follow the morning and afternoon ceremonies, are absent from the office in the day between two holidays at the beginning or at the end of the week, do not give quick service, and do not fulfill appointment they made with the communities; the responsibility of the apparatus in the Regional Secretariat of Makassar City in completing their tasks is low. Their theoretical understanding of the apparatus' responsibility was high, but in reality, they ran their task less responsibly. For example, they did not complete tasks under their responsibilities, and nobody took over the task when the apparatus in charge was absent. The attitudes of the apparatus indicated that they were poorly responsible on their duties; 3) there is a bureaucracy pathology in public service in Regional Secretariat of Makassar City in which the bureaucracy discriminatively serves communities. In serving the public, the apparatus treats them unfairly; they will serve their family faster or prioritize the children of officials over common societies, and 4) in serving communities, there are still apparatuses showing impolite attitudes like wearing sandals when working, ignoring communities, unfriendly in serving, and showing unfriendly face to people. In this case, the bureaucracy pathology which impolitely serves communities was identified from the way the apparatus in Regional Secretariat of Makassar City

treats public. In addition, it is important to note that the organizational climate in public service offices also plays a crucial role in maintaining the effectiveness and quality of services. Organizational climate encompasses the working atmosphere, culture, and norms within the work environment. A positive organizational climate will encourage officials to work with discipline, accountability, and treat the public fairly and courteously. On the other hand, a poor organizational climate can influence the behavior of officials to become unprofessional and unresponsive to the needs of the public. Therefore, attention to the organizational climate in the context of bureaucracy is highly important in creating effective and quality public services.

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