Pathology of Bureaucracy in Implementation of E-Government at the Gampong Government in Lhokseumawe City

Muhammad Fazil[1*], Asrul Fahmi [2]

[1] Universitas Malikussaleh
[2] Universitas Malikussaleh
[*]Corresponding author. Email: *mfazil@unimal.ac.id*

ABSTRACT

This research is entitled Pathology of Bureaucracy in the Implementation of e-Government to gampong Government in Lhokseumawe City. Along with technological developments and changes to bureaucratic reform, stagnancy in the implementation of e-government has become stronger with new problems in the realm of the bureaucracy. The implementation of e-government in the village government is not only related to the availability of information and communication technology equipment. However, the problem is also caused by the process of developing infrastructure, leadership, and community culture. This study aims to identify and describe the pathology of bureaucracy in the implementation of e-government and the impact on gampong government in Lhokseumawe City. Methods Qualitative research with a descriptive approach will be carried out in the gampong government in the Banda Sakti sub-district in Lhokseumawe City. The determination of research informants is done purposively or intentionally according to the needs of this study. Data collection techniques through observation, interviews, and documentation. Data analysis techniques with interactive models are through (1) data reduction (2) presentation (3) concluding/verification. The results of the study found that pathological symptoms in the bureaucracy also emerged from several sources of problems, namely perceptions of the managerial style of officials in the bureaucracy, low knowledge and skills of officers implementing various operational activities, dysfunctional or negative bureaucratic behavior, and the internal situation of various government agencies which resulted in negative for bureaucracy.

Keywords: Pathology of Bureaucracy 1, Implementation 2, E-Government 3, Gampong government 4.

1. INTRODUCTION

The state with the implementation of the bureaucracy must carry out and understand a logical consequence of the acceptance of the hypothesis that the state has a good mission, namely to prosper its people. For this reason, the state must be directly involved in producing public goods and services needed by its people. However, in the periodization of its activities, the bureaucracy often shows unfavorable cable empirical condition, which then becomes a habit and becomes a disease in it. The condition of the bureaucratic journey has given rise to the activity side with various complaints and criticisms regarding the performance of the bureaucracy.

The bad image of the bureaucratic journey is further compounded by issues that often come to the surface,

especially the issue of corruption in its various forms on the position and authority of public officials in the bureaucracy. Complex bureaucratic issues with slow services and procedures that use the expectations of bureaucratic members. As a result, the bureaucracy itself is identical with convoluted procedures, there is no certainty of time, high costs, and the attitude of the apparatus is not friendly to the community. Bureaucratic pathology has also begun to develop with various everyday realities that are always experienced in the government bureaucracy in general, such as complicated work procedures, piling up files on the work desk, delays in delivery delayments are not maintained, the workload is uneven.

One of the administrative and service improvement designs that support the current work of the bureaucracy is Electronic Government (e-government). E-

government is a demand for modernization in the mechanism for administering government administration and services both internally and external stakeholders. E-government is also a new pattern in the bureaucratic process that demands quality, professional, transparent and accountable services. The implementation of e-government has become the government's commitment as stipulated in Presidential Instruction 3/2003 concerning National Policy and Strategy for E-government Development (Presidential Instruction of the Republic of Indonesia Number 3 of 2003 concerning National Policy and Strategy for e-Government Development. Indonesia, 2003).

The presence of e-government can answer at least three things, first, e-government provides an analysis of governance by the ideals of the law on public services and regional autonomy, secondly, e-government is a positive answer to globalization. Third, e-government reinforces technology-based democracy, so that the principles of good governance in terms of accountability are achieved. Along with technological developments and changes to bureaucratic reform, stagnation in the implementation of e-government has become stronger with new problems in the realm of the bureaucracy. The source of the problem is not always related to the availability of information and communication technology equipment. However, the problems faced in implementing e-government at the central and regional levels are intertwined between issues of infrastructure development, leadership, and community culture.

The Lhokseumawe city government is also one of the city governments that participates in the implementation of e-government in supporting more transparent, credible, and accountable public administration and services. There is a government commitment to support the availability of information and communication technology equipment in supporting development in the region, especially improving the process of improving village government administration, public services, and improving databases as well as in supporting tourism promotion for gampongs (villages) in the city of Lhokseumawe. However, in its development, the implementation of e-government did not go well in the gampong government in the city of Lhokseumawe. From initial observations, researchers in several gampongs in Lhokseumawe City found that the implementation of an online system based on e-government in each village in Lhokseumawe was still not working and was very weak. This then becomes a problem to be studied more deeply in the realm of bureaucracy. Therefore, the researcher presents the problem in a problem formulation, namely how the pathology (disease) of the bureaucracy in the implementation of e-government in gampong (village) government activities in the city of Lhokseumawe. The study focuses on bureaucratic pathology through first, Managerial Perception and Style, Second, Lack of Knowledge and Skills, Third, Negative dysfunctional behavior Fourth, Nepotism, Fifth, Direct and indirect impacts felt by society.

This study is considered very important to know the bureaucratic pathology in the implementation of e-government in the lowest government areas in the structure of the government system and dealing directly with the public in administration and services. This study deserves to be investigated considering that the power of the bureaucracy in implementing e-government in village government (gampong) has not been maximized and only at the informative level of the three maximum stages of achieving the expected e-government implementation, namely the informative stage, interactive stage, and transactive stage.

2. LITERATURE REVIEW

Pathology in medical science is the science of diseator to knows kinds of diseases suffered by humans. Bureaucracy pathology (Bureaucracy pathology) is a collection of excessive and unpleasant behaviors by bureaucrats. In general, bureaucratic pathology is a disease in the government bureaucracy of a country that arises due to the behavior of bureaucrats and the conditions that open up opportunities for it, both those involving politics, economics, socio-cultural, and technology. Bureaucratic pathology according to [1] can be categorized into five groups: (1). The pathology arises because of the perception and managerial style of officials in the bureaucratic environment. (2). Pathology is caused by a lack of knowledge and implementing officers. (3). The pathology arises because of the actions of members of the bureaucracy who violate legal norms and applicable laws and regulations. (4). Pathology manifested in dysfunctional or negative bureaucratic behavior. and (5). Pathology is a result of the internal situation of various agencies within the government.

Several studies on bureaucratic pathology, [2] in Pathology Bureaucracy: Reality of the Indonesian Bureaucracy and Prevention, have seen that bureaucratic pathology is something that must be prevented if the bureaucracy is to carry out its duties properly. One way that can be done is by conducting bureaucratic innovation (innovation in structure, system, culture). Bureaucratic innovation will not only make organizational changes to prevent bureaucratic pathology but also as material for discretion over something. Furthermore, [3] in The Pathology of the Bureaucracy in the Era of Regional Autonomy in Tegal City. Found that one of the most prominent bad behavior in leadership is accepting bribes when placing employees as executors of the duties of the head of the service, for professional reasons. The wrong use of authority was also found when the leader asked for

special facilities for his child who attended one of the schools.

Meanwhile, [4] in a study of Bureaucratic Pathology in the Implementation of Finger Print Electronic Absence Policy (Finger Print) at the Medan City Trade Office, found that the visible inner bureaucratic pathology is the existence of deviations in the implementation of fingerprint attendance at the Medan City Trade Office. [5] in his study of Bureaucratic Pathology Causes of Weak Public Service, found that bureaucratic pathology is a disease that exists in the network of the bureaucratic system that is difficult to eliminate. It is part of a bureaucratic disease that is always present and sticks to the cells of the bureaucratic system and what if it is allowed to exist. Can quickly spread the entire network system, so that it can undermine the value of the bureaucracy itself.

3. METHODOLOGY

The study was conducted in South Hagu Village in Banda Sakti sub-district. The selection of the gampong was based on the researcher's initial observations that the gampong had begun to provide information and communication technology facilities and internet facilities which were placed in the gampong office space. The study method used in this study is descriptive qualitative. Data collection techniques in this study used observation, interviews, and documentation. With interactive model data analysis techniques [6] through data reduction, data presentation, and conclusions/ verification.

4. RESULT AND DISCUSSION

4.1. Lhokseumawe City and South Hagu Village

Lhokseumawe City is located between 4˚ - 5˚ North Latitude and 96˚ - 97˚ East Longitude with an average altitude of 13 meters above sea level. The boundaries of Lhokseumawe City are in the north by the Malacca Strait, in the south with Kuta Makmur District (North Aceh), in the east with Syamtalira Bayu District (North Aceh), and in the west with Dewantara District (North Aceh). The area of Lhokseumawe City is 181.06 km2, 60% of the area of Lhokseumawe City is a residential area where the population of Lhokseumawe City in 2016 was 195,186 people.

In this study, the research took place in the gampong of South Hagu, which is one of the gampongs/villages within the Banda Sakti sub-district. South Hagu Village is one of the villages that has started to implement the information and communication technology field in managing village documents and databases.

Geographically, the South Hagu gampong area is included in the Lhokseumawe city area and is directly adjacent to the Malacca Strait. The average minimum air temperature is 21oC and the average maximum air temperature is 34oC. The average humidity is between 81% to 86%. With an average air pressure ranging from 1.009Mb to 1011Mb and an average rainfall of about 117 mm.

4.2. Bureaucratic Pathology in the Implementation of e-Government in Government village

The implementation of e-government applications in Indonesia is not encouraging even though the government has tried to formulate many laws and regulations related to information technology. Government support for the importance of e-government only began to appear in the early 1990s. Realizing the importance of implementing e-government, the government issued Presidential Instruction No. 3 of 2003 regarding e-government development strategies. This support certainly requires commitment and synergy in its implementation, both from regulations to budget policies in meeting the needs of implementing e-government.

At the smallest government scale at the village/gampong level. The implementation of e-government at the village government level in Aceh, especially in several gampong governments in Lhokseumawe City, is still constrained in the manual transformation process to digitalization with a database. Many obstacles were encountered, both in the distribution of administrative data and online services that were not understood or the information was not touched on the publication of potential regional income strategies.

From observations in the South Hagu village, it can be seen that the implementation of e-government is not going well. Some gampong government officials do not understand the e-government launched by the government. Computer equipment, printers and information, and communication technology used in the administrative and service processes are only to collect and store data. However, most of the information technology equipment is good and supports the implementation of e-government but is not online yet.

In terms of implementing online applications, the gampong government in Lhokseumawe City only runs applications provided by the city government through the relevant agencies, such as the SisKeuDes application from the Gampong Community Empowerment Service (DPMG), the e-Musrembang application from the Lhokseumawe City Bappeda and the population application. These applications are only for the fulfillment of city government data such as reports on the use of village funds and also population. Meanwhile, there is no information on gampong such as the website. Support for information and communication technology equipment in administration and services, the gampong

government bureaucracy should have been able to implement e-government at the village government level, however, this has not been fulfilled.

Symptoms of bureaucratic pathology have long undermined the government bureaucratic system in Indonesia where various forms of pathology and various causes can be identified, but therapy or solutions to overcome them are not an easy thing. Based on the data, this study looks at the pathology of bureaucracy in the implementation of e-government [3] which includes the following findings:

Perception is the act of compiling, recognizing and interpreting sensory information to provide an overview and understanding of the environment so that it can provide a stimulus to the public about government, especially in the field of e-government implementation. In carrying out their duties, the gampong leadership keuchik have carried out their duties well in regulating the existing bureaucracy. These tasks should have a very strong influence on the implementation of e-government in the gampong government. The implementation of e-government as expected by the government is far from the conditions of thinking and perceptions of the village head keuchik.

"We are very supportive and willing to implement an online administration and service system and we also budget for the procurement of the latest computers for technological advances in the village government, but in terms of implementing e-government we do not fully understand ...".

"We are in the southern Hagu village government, we have tried to procure online devices for 2 years and also internet from Indi home...but in the implementation of e-government we have not fully understood the implementation".

There are many views on e-government. In general, it can be seen that the village government understands e-government by using information and communication technology tools. However, for the implementation of e-government in concept and application, they still do not understand and still expect training and standardization of its implementation from the Lhokseumawe city government.

The implementation of gampong government administration so far, the implementation of e-government has received approval and commitment from the keuchik, where this commitment is in the form of directives on the budget plot for the procurement of computers and internet data subscriptions at the gampong office. Directions are in the form of making data with a computer so that there is a separate database in the administrative archive. This commitment is also open to input from subordinates for the process of using technology in the gampong government. This can be seen from some of the heads and divisions who work in the gampong government who are still young and have knowledge of technology and provide input for their field handling information technology. Moreover, in the South Hagu Village, they have recruited information technology operators from informatics technology graduates to support the change from manual to digital administration systems with databases.

Online gampong administration activities receive support from leaders in the gampong government bureaucracy. This is very good when the policy comes down from above because in the bureaucratic system that takes place in the gampong government, the role of the keuchik as the head of the village is very strong and becomes a reference in carrying out gampong activities, be it development, public benefit or in the implementation of e-government systems in village government. This condition is certainly not easy when directives become absolute for the implementation order even though there are several suggestions from the community. This is traced to a managerial style where the tendency to maintain the status quo and assume some changes will be difficult to adapt to a society where the majority of fishermen and civil servants are. Most of the failure of e-government applications in developing countries is due to a lack of understanding of the current state of where we want to get from e-government projects. In other words, what often happens is a wide gap between the current reality and e-government designs that are intended to change the situation at hand. "…where we are now and where the e-government project wants to get us" [7].

Even a strong commitment will not work well if the existing human resources are still weak. In the implementation of e-government in the gampong government, ideally, it should be carried out by well-skilled workers with knowledge and mastery of information and communication technology. This means that low work productivity and service quality are not solely caused by dysfunctional actions and behavior, but it is very possible because the level of knowledge and skills is not by the demands of the task at hand. In the implementation of administration and services to the community carried out in the South Hagu gampong government, the implementation of e-government is still not well understood. This condition is due to the gampong government bureaucracy not understanding the implementation mechanism and also the standard operating procedures that apply to the implementation of online management

"The application of e-government in government institutions is not optimal due to the limited number of competent experts in the field of information technology... it is necessary to increase the knowledge and skills of the members of the bureaucracy to support e-government..."

"We don't know the mechanism for implementing e-government yet in detail...it's good to have a briefing, it's a briefing as an operator..."

There is standardization in the application of e-government so that the implementation goes well and is directed towards realizing system synergy in government. In the implementation in the gampong government, so far the rules handed down from the Lhokseumawe city government are only in the form of central government regulations in the obligation to implement e-government such as Article 28F of the 1945 Constitution. Presidential Instruction No. 3 of 2003 National Policy and Strategy for E-Government Development and Basic Implementation of E-Government. However, so far the orientation of the gampong government has not led to the implementation of the e-government. There is not even socialization of the rules yet.

In conditions where the rules are not strong on the implementation of e-government at the gampong government level, this can also be followed by the level of discipline of the gampong apparatus in carrying out administration and services to the community. The condition of the observation results illustrates that the level of work discipline in the gampong government is also still weak. The presence of working hours on time to serve the community is still difficult to find as well as during breaks. There are still many gampong officials who do not show up on time, which interferes with the services that are carried out for the community.

Government officials are quite et access to technology and no less many leaders have a vision of developing services electronically. However, the problem is that when the implementation of e-government is carried out at the lower community level, it often collides with cultural factors of the community which is indeed less supportive where attendance in management becomes a habit in society. Furthermore, the cultural factor of bureaucrats in dealing with policy changes that are not accompanied by rules often results in a lack of awareness and appreciation of the importance of implementing e-government itself. This is of course very basic which requires a strong commitment to change in the entrenched bureaucratic culture and status quo.

The bureaucratic culture that often arises is excessive fear or worry that e-government applications will threaten their already established positions and are then hampered because each of them does not want to share data and information. This has become a serious bureaucratic disease in the implementation of e-government, especially the barriers to attitudes and narrow ways of thinking in the government's own bureaucracy.

Human reality can of course distinguish which actions are good and which actions are not good in the order of social life. However, in people's lives, sometimes we still encounter actions that are not by the rules (norms) that apply to society and also in the government bureaucracy. Deviant behavior usually occurs such as abuse of authority and position for personal/self-interest or certain groups that are more important than the broad interests or the interests of the community at large.

The researcher's observations during visits to the village which is the object of the study, it appears that administrative and service activities are going well, all apparatus involved in service work carry out their respective duties and so are other aparatur such as the Kaur and Kasi as well as the head of the hamlet who helps citizens receive reports. This condition shows a public servant and functional bureaucracy. Even though some apparatuses divide the hours to accommodate other interests to leave the room. In attitude and attitude, direct services provided to the community are carried out in a friendly and unpretentious manner. Although in some cases the problem solving is still not fast enough and still has to be discussed with other officials. In principle, the behavior of the bureaucracy that is built for the process of community service and others is with morality and Islam.

"...In all activities in the gampong government, we apply good service, which is by the rulebyall apparatus are expected to have good morals as required by religion in internal relations and relations with the community, both in the office and in neighbors..."

"The community service that we do here is based on an Islamic concept".

In carrying out the work of a bureaucracy must be able to show a stable movement and can provide convenience in the organization. Bureaucratic implementers in this case are less able to carry out their duties so that there is inaccuracy and dexterity, inability to explain leadership policies, complacency, acting without thinking, low ability, unproductive, and confusion. So in carrying out the task less responsible. This of course will give loss and destruction to the organization.

Organizational culture of course also affects the performance of the existing bureaucracy. This situation resulted in the emergence of groups latent in the organization. Inadequate working conditions will result in blurring of job descriptions and indicators and are less conducive to being able to work/work optimally due to conflicts of interest between individuals and the public, and the absence of leaders who can be used as role models and role models.

5. CONCLUSION

Conclusions of the Bureaucratic Pathology in the implementation of e-government in village government in Lhokseumawe City, which refer to the form of bureaucratic pathology (Sondang, 1994). In general the implementation of e-government in village government is not carried out properly and the level of understanding is also low on the application of e-government in administration and government services, both internally between governments, communities, and business people.

The bureaucratic pathology in the implementation of e-government that occurs in the gampong government is more in the form of (1) In terms of perception and managerial style, Keuchik's leadership becomes respectable and a role model in the gampong government (bureaucracy) and the community. So that it has an impact on the role model and direction of the leader's mindset in following technological developments and legislation such as the implementation of e-government. (2). The lack of knowledge and skills of the apparatus in understanding the concept of e-government has resulted in bureaucratic implementers in this case the village government apparatus being less able to carry out e-government then human resources are decreasing and there is a lack of discipline in the administrative process, stagnant ability, not innovative, not technology literate, maintain a bureaucratic culture and difficult to adapt to the latest technology. (3). In negative dysfunctional behavior, undisciplined time and waiting for direction in tasks and field functions. (4). In nepotistic behavior, there is no obvious bureaucratic pathology, but bureaucratic behavior that is more beneficial to oneself and one's relatives may exist. (5). The direct impact that occurs is not online reports and services.

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