

Supervisory Function of the Government in Improving the Capabilities of Governmental Organizations Responsible for Public Services

Fadhilah¹, Tuti Sulastri², Siti Nuraini³

Abstract

In the reformation era, the growth of democracy in Indonesia has encouraged the Indonesian government to enhance the quality of public services. This is particularly true ever since the worldwide monetary crisis, which significantly affected the country. A public service organization's achievement of its goals, vision, and mission is influenced in part by the role of the leader in performing their supervisory function. In this case, the government can serve as an internal supervisor. In addition, the public and other related institutions can also play a significant role as external supervisors. In Bekasi City, its Investment and One-Stop Service Office (DPM-PTSP) is one of the leading public service institutions in West Java, and at the national level (Bekasi City's DPM-PTSP's Strategic Plan, 2018). This status could not be detached from the role of leaders within the organization in improving its capabilities. As a result, the DPM-PTSP has become one of the top public service organizations in Indonesia. Several enhancements have been made by Bekasi City's DPM-PTSP to improve its capabilities. This is one of the reasons why this research was conducted. This research is a case study on supervisory function in improving organizational capabilities, examining the balance of relationship pattern between Human resources - Organizational Structure - Activity Process at Bekasi City's DPM-PTSP. The findings indicate that the organizational structure was still somewhat bureaucratic, so the balance of relationship pattern among those three elements remained suboptimal. To improve the capability of a public service organization, its organizational structure should be adjusted through the evaluation of job design preparation involving the role of the leader who undertakes their supervisory function.

Keywords: Leader's Role, Government Supervisory Function, Organizational Capability, Public Service.

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INTRODUCTION

According to Guedes, Ana Lucia, and Alexandre Faria (2007), the growth of democracy in the era of globalization since the worldwide monetary crisis has encouraged many countries to improve the quality of public services. These efforts have been made in numerous developing countries as well. This has been the case in Indonesia since the passing of the law on regional autonomy, one of the goals of which is to enhance the quality of public services. This process of regional autonomy has the implication that the quality of public services is highly dependent on the management of services supplied by the government of the regency or city region. Bekasi City is one of the cities in West Java that has integrated its public services to improve the overall quality of these public services. This effort was undertaken in Bekasi City to make its DPM-PTSP's vision a reality, which is to provide services that are quick, simple, and transparent (The Strategic Plan of Bekasi City's DPM PTSP, 2017).

To bring this vision and mission into reality, Bekasi City's DPM-PTSP has taken several initiatives, one of which was to establish an online service system and open public service malls, known as MPP (Mall Pelayanan Publik), in a number of different locations. These locations include Bekasi Junction Mall, Pondok Gede Mall, Cibubur Mall, and a few others. The first MPP in the region of West Java opened its doors on December 2, 2018, in Bekasi City. In Indonesia, Bekasi City was the fifth region in the country to launch MPP operations. The concept of a 'one stop center' guided the development of MPPs in Bekasi City. Since it is situated inside shopping malls, it allows residents to access other needs while they wait for the permit application process to be completed. In the beginning, around 17 permits could be processed at the MPP located in Bekasi Junction Mall. In addition to these organizations, others including the National Land Office and Immigration Office would be invited to join. Therefore, this move is a step toward improving organizational capabilities in the delivery of public services (<https://www.bekasikota.go.id/detail/pertama-di-jawa-barat-mal-pelayanan-public-pemkot-bekasi-jadi-peruntungan> on August 15, 2020). This case was interesting to investigate, to see whether the step was accompanied by suitable adjustments to the organizational structure and organizational processes that involved both internal and external supervisory functions.

A number of issues pertaining to public services in Bekasi City still require attention (Fadhilah, 2020). One of them is the ability to execute excellent service processes according to standard operational procedures (SOPs). For example, service time is still perceived as being slow, and procedures are still relatively lengthy. Theoretically,

organizations with the capability to produce high-quality products must be able to successfully carry out a series of effective operational procedures. These procedures must include the formulation of strategic planning, program implementation, program evaluation, and monitoring protocols. Such procedures should fall under the purview of the organization's leader. In the case of Bekasi City, the supervisory functions aim to accomplish the vision, mission, and goals of the DPM-PTSP to provide services that are quick, simple, and transparent.

The bureaucracy of government is interpreted as a state organ whose functions comprise of service, empowerment, and development. To provide services, empowerment, and development, the bureaucracy must have strong organizational capability (Hakam & Mmutiarin, 2016; Rasyid, 2000). Organizational capability is the capacity of an organization to generate beneficial output for its customers (Gryger, Liz, Tom Saar, and Patti Schaar, 2012).

The public administration system in Indonesia is still being plagued by fundamental issues, and its overall capability is considered weak. The current bureaucratic structure, norms, values, and regulations are still geared toward serving the interests of those in authority and are not yet directed toward protecting the civil rights of citizens. The difficulty of reforming public services is yet another problematic factor. This condition relates to the behavior and competency of the bureaucratic apparatus. Also, public sector bureaucracy has not been completely free of corruption, collusion, and nepotism. This issue was related to system factors, organizational structure, and bureaucratic culture (Soendoro, 2004). According to Wiranta (2015), the government attempted to transform the bureaucracy, but the transformation was progressing slowly.

One of the problems that occurred was the DPM-PTSP's inability to execute excellent public service processes in accordance with the expectations of public service users. There was also a discrepancy between achievement target and program realization on the part of the service providers (2018-2023 DPM-PTSP's Strategic Plan). Theoretically, an organization with the capability to create high-quality products must be able to execute a succession of effective operational procedures. The procedures ideally start with strategic planning, followed by the implementation and evaluation of the planning. It is the responsibility of organizational leaders to carry out the supervisory function.

The RBV theory in the concept of organizational performance depends on organizational capabilities, the extent of which is determined by the pattern of relationships between organizational elements. In this theoretical concept, Collis & Montgomery (1998) emphasized the significance of balancing the relationship pattern between Human resources - Organizational Structure-Activity Process. The balance of

this relationship pattern will determine the capabilities of an organization to develop and achieve its goals. Within this framework, providers of public services take steps to plan and develop programs, ascertain budgets, implement programs, evaluate, control, and supervise them. Thus, the two-step strategic formulation (crafting strategy) is implemented by designing a program to enhance the quality of public service delivery. The issue with Bekasi City's DPM-PTST is that its strategy implementation and execution still have several flaws. When it comes to public services, its organizational capability is still inadequate and thus resulting in an imbalance between cost and quality—in which costs are viewed as not entirely reflecting quality. The issue is that public service programs require public service providers to optimize their service levels in order to meet excellent service standards. To provide outstanding services, government service providers are required to be innovative and creative when designing public service programs that can meet the requirements of the public. This responsibility becomes an integral part of the supervisory function of leaders of public service organizations before the formulation of public service programs, during their implementation, and after their execution.

Considering what has been stated so far, research into supervisory function of the government in improving the capabilities of governmental organizations responsible for public services would be interesting to conduct. This will promote synergy between Human resources - Organizational Structure - Activity Process.

This case study on the delivery of public services at Bekasi City's Investment and One Stop Service Office (DPM-PTSP) aims to examine the synergy that involve the role of leaders of public service organizations in carrying out their supervisory function to improve organizational capabilities for public services.

DISCUSSION

If an organization responsible for public services prioritizes the quality of its public services, the organization will, ideally, develop strong service process capability. The capability to implement strong public service process is an activity process that Bekasi City's DPM-PTSP must be able to perform at the present time. This capability is contingent upon the quality of its human resources. Nonetheless, the character of the organizational structure will also be significant.

Conceptually, the relationship between Human resources – Organizational Structure - Activity Process will facilitate the development of organizational capabilities. By analyzing the implementation of the public service processes at Bekasi City's DPMTSP, the relationship between Human - Organizational Structure

– Activity Process that shape the organization's capability can be studied. From the development of its service processes and policies over the past few years, it is possible to analyze the progression of the organization's capability. As a result, it will be helpful to understand the relationship among organizational elements.

The Relationship Between Human Resources-Organizational Structure-Organizational Processes

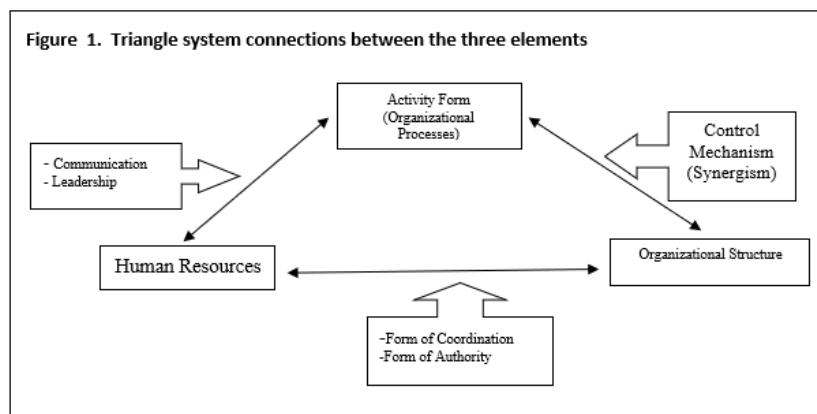
The performance theory proposed by Gibson (1997, 2003) asserts that employee performance is influenced by three variables: individual variables (I), organizational variables (O), and psychological variables (P). Gibson (1997, 2003) examines the level of synergy between behavior (Human resources), organizational structure, and organizational processes in order to examine organizational performance system. Individual performance serves as the foundation for organizational performance. Every individual has performance potential, but not all potential can be realized due to work behavior. To cultivate potential, organizational structure and organizational processes must be adjusted.

An organizational structure is a diagram that illustrates the grouping of individuals and jobs within an organization. The most essential aspect of an organizational structure is the distribution of decision-making responsibilities among members of the organization. If only a small group of leaders are responsible for making decisions, a bureaucratic organizational structure will result. By distributing responsibility to all organization members, an autonomous organization will be created. Organizational capabilities refer to what the organization is capable of doing and how it adapts.

Organizational processes are routine activities carried out in an effort to attain organizational objectives. Gibson (1997, 2003) indicated that the procedure would involve communication, decision making, socialization, and career advancement. Organizations with autonomous decision-making will have different organizational processes than bureaucratic organizations.

Organizational effectiveness is determined by the extent to which organizational structures and organizational processes can facilitate the potential of all members. Collis & Montgomery (1998) studied the nature of the relationship between Human resources, Organizational Structure, and Activities. The relationship between these three variables will generate options for resource management, organizational structure, and business activities. The options are reflected in five variables: special or general resource management, narrow or broad business scope, coordination mechanisms with sharing or transferring processes, control systems with operational or financial controls, and the size of the central office, either large or

small. Their study revealed that there was no discernible pattern. Creativity and intuition are crucial variables for managing organizational effectiveness. Effective management begins with the development of new ideas regarding organizational processes, followed by the mobilization of human resources through the creation of an appropriate organizational structure. This precision is demonstrated by the degree of inter-organizational activity synergy. Based on the framework of Gibson et al. (1997) and the findings of Collis & Montgomery (1998), a comprehensive framework can be formulated as depicted in Figure 3. Change activities began with the development of organizational processes for customer service, followed by the mobilization of human resources through communication and leadership processes. Mobilization of human resources will be accomplished through the process of establishing an organizational structure, as evidenced by the manner of coordination and delegation of authority. The synergy between sections of this organizational structure must be evaluated to guarantee the efficient operation of organizational processes. A process of organizational development has been completed if this systematic change is implemented.



Although the relationship between human resources, organizational processes, and organizational structure will continue to evolve, this does not suggest that the organization lacks form. Stability in the organizational structure will be established by a continual process. The establishment will adhere to the stability of the organization's relationships, but it will reduce the organization's flexibility to develop new processes (Beer, 2005).

Every action must have an expected consequence for a person with common sense. Existence of an internal urge that compels a person to act is a prerequisite for the action itself. This internal motivation is referred to as a motive (Moenir, 2000, cited in Suryadi, 2009). Because basic human needs are universal, motivation can come from within or

from the outside in the form of encouragement. A single objective may be the manifestation of numerous needs. Alternatively, different behaviors may indicate a shared need.

Motivated behavior refers to all types of behavior exhibited by an individual in an attempt to achieve a particular goal, and is caused by the presence of the strongest motive. Hersey and Blanchard (1992) distinguished between goal-oriented behavior and goal-directed behavior. Goal-oriented behavior is motivated behavior aimed at accomplishing specific goals. This is an example of goal-oriented behavior: bureaucratic elites in need of additional income may offer special services. In contrast, goal-directed behavior occurs when a person has been or is involved in the goal itself, such as when service personnel provide assigned services or carry out mandatory duties and responsibilities.

The activities of humans are influenced by three factors: (1) needs, (2) goals, and (3) behavior. Whether or not motives can influence individual behavior depends on the intensity of the motivation. The intensity of motivation is affected by two factors: (1) expectation and (2) availability. Hope is an opportunity based on the individual's perception, namely the evaluation of the likelihood of meeting a particular need based on past experiences. Availability, meanwhile, refers to the perceived environmental limitations of an individual. Expectations tend to influence motivations or needs, whereas availability influences perceptions of goals.

Individuals interpret goals in relation to their availability, i.e., whether they are available or unavailable in their environment, which will affect their expectations. When expectations are high motivation increases. In a patterned system, there will be a cycle between motives and expectations, goals, and behavior (Hersey & Blanchard, 1992).

According to Suryadi (2009), the motives of bureaucratic elites are primarily governed by goal-oriented behavior, not only by goal-directed behavior. Therefore, personal agenda has a significant impact on the development of this behavior.

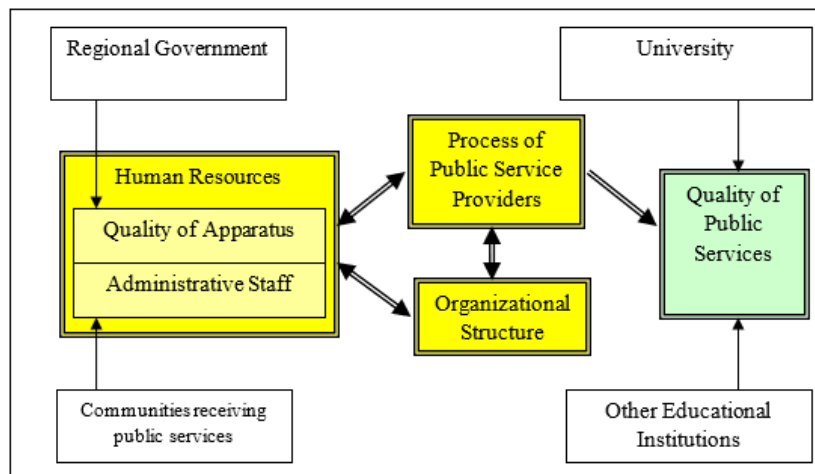
These findings are consistent with those of Priatno's (2007) study on the quality of government services. According to this study, the economic and psychological conditions of employees have a greater impact on employee service performance than empowerment variables such as employee skills and knowledge. This study suggests that the motivations of service providers will determine the effectiveness of public services. In the context of government management, leaders of public service organizations supervise (exercise control) over organizational programs from program planning through program implementation and evaluation. Therefore, it is the responsibility of organizational leaders to enhance the

capabilities of public service organizations. As a provider of both privatized and civil services, including bureaucratic services, the position of a public service organization, in this case DPM-PTSP, is that of an executor of the government's primary task, which is to perform the service function. Government's secondary responsibility is to facilitate community empowerment development (Ndraha, 2001: 85).

RESEARCH MODEL

Based on the service system framework proposed by Lovelock (1996) and the organizational framework developed by Collis & Montgomery (1998) and Gibson (1997), it is possible to develop a conceptual framework for research on service systems for public service providers. The entire system is depicted in Figure 1 below.

Figure 1. Theoretical framework of the relationship between the system of service production and the system of service consumption for public service providers



As illustrated in Figure 1, The service system of the public service provider will be provided primarily by the service provider organization, which will then develop a solid organizational structure to effectively carry out the service process. This description provides an overview of the public service providers' service production subsystem. As recipients of government services, the public will value this service process.

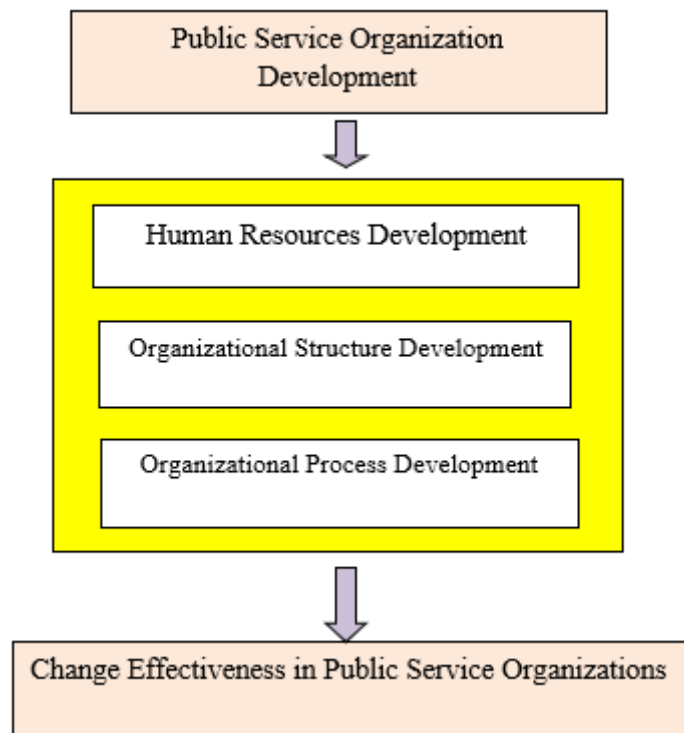
Using this theoretical framework, this process will characterize the service quality of public service providers. In the meantime, the service process will be supported by the quality of service and the quality of the organizational structure, with the three subsystems having interdependent relationships. There is a mutually beneficial relationship between the three subsystems in the subsequent

procedure. This service production subsystem will establish a balance that is relatively distinct from the service consumption subsystem as it carries out organizational processes.

Within the service consumption subsystem, public service providers will operate at their own pace. The service process of public service providers received by service users, in this case the community, will be compared to the services of other public service providers, and their loyalty will also be determined by the social relations that result from the customer interaction process and services, where these service users can also interact with the public receiving education services of the same type as the service from public service providers. In addition, customers of this public service provider will be influenced by the marketing initiatives of competing public service providers.

Consequently, this pattern will be prevalent in both lower-class and upper-class societies. The difference between the two can only exist in the form of a balance in the production process and a balance in the service consumption process, with the strength of each subsystem component determining the form of the balance.

Figure 2 Theoretical Framework



The Condition of the Human Resources Composition in Bekasi City

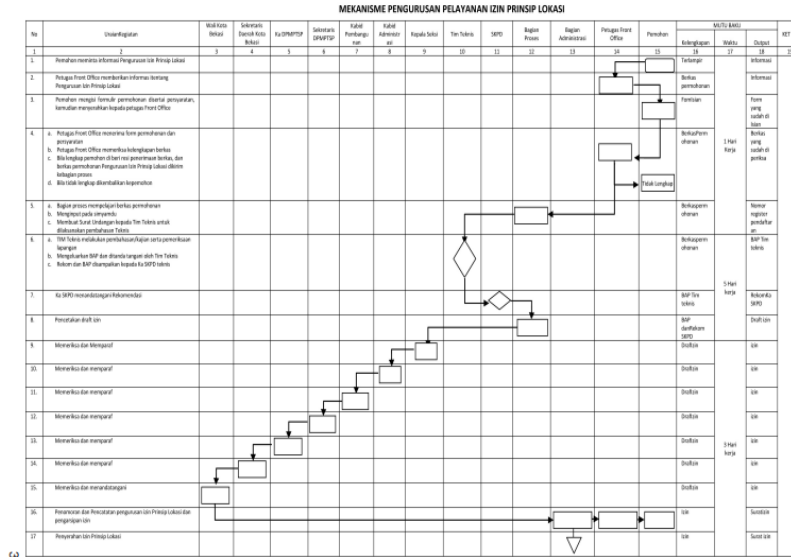
The data show that out of a total of 4,2 million civil servants, approximately 39.1 percent, or 1.6 million, were administrative employees. The position of teacher in the civil service rates second with a total of 1,517,654 people, or 35.4%. Then there were 460,067 structural positions, or 10.73 percent, 322,846 technical positions, or 7.53 percent, and 310,370 health functional positions, or 7.24 percent (Deputy of Human resources for Apparatus at The Ministry of State Apparatus Empowerment and Bureaucratic Reform)

Number of Government Employees in Bekasi City by Educational Level and by Gender in 2015

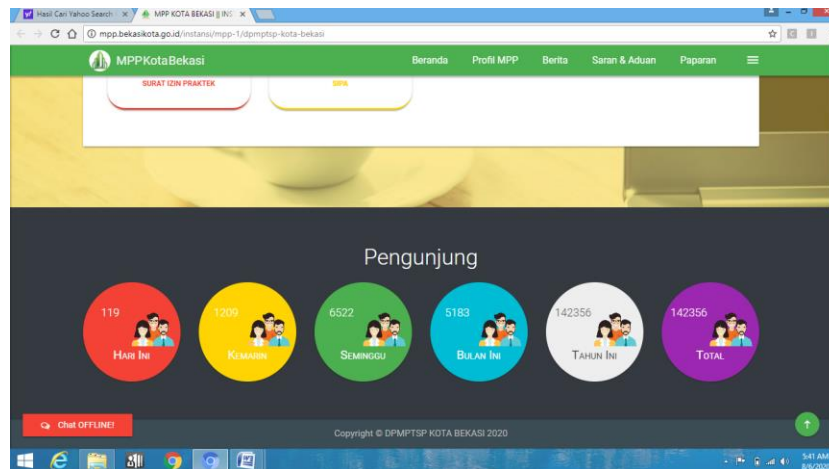
Completed Highest Educational Level	Gender		Number
	Male	Female	
(1)	(2)	(3)	(4)
SD	177	2	179
SMP/MTs	258	11	269
SMA/SMK/MA	1,821	1,015	2,836
Diploma I/II/III	509	1,702	2,211
D IV/S1	2,386	3,946	6,332
S2/S3	578	538	1,116
Total Number	5,729	7,214	12,943
2013	5,633	7,081	12,714
2012	5,641	7,090	12,731
2011	5,853	7,270	13,123

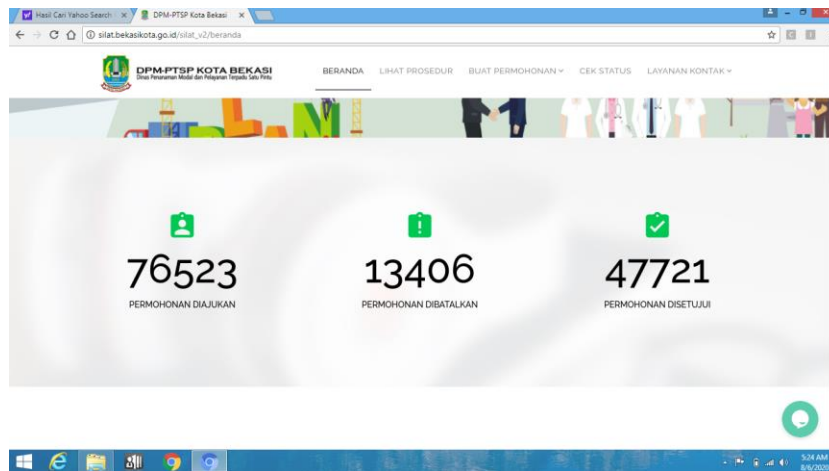
The number of structural personnel is 913, or 7% of the total workforce, so on average, one person supervises 14 individuals. Thus, the organizational structure has a relatively fat nature. If the organizational structure is bureaucratic, it will only be 10% nationally.

Condition of the Organizational Structure

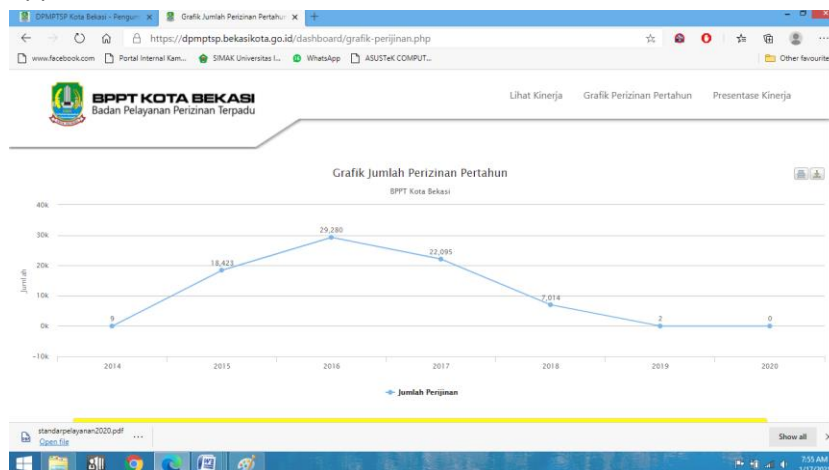


Condition of the Organizational Processes





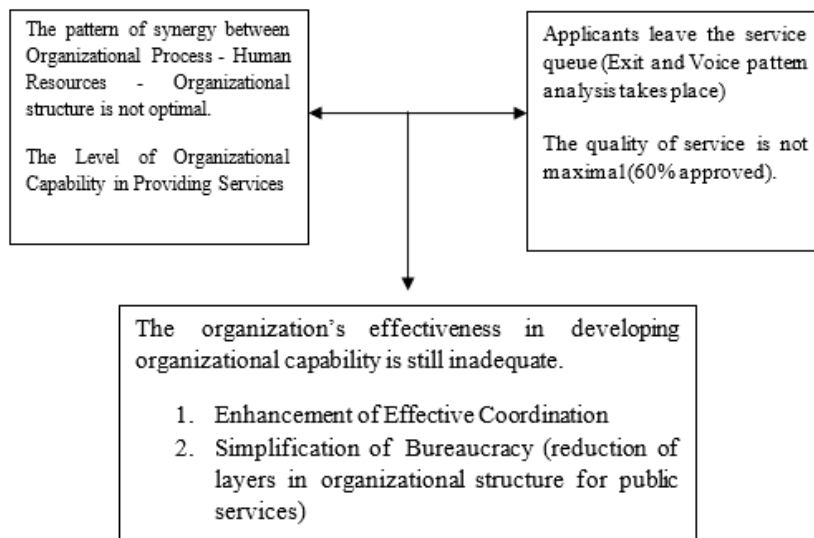
MPP Bekasi city has received 142,356 requests to date, averaging approximately 1,209 applicants per day. There were 76,523 registrants for public services in total. 47,726 (62.36%) of the requests for public service were approved, while 13,406 (37.64%) were rejected. The number of visits and services rendered demonstrates DPM-PTSP Bekasi City's service capability. Although the error resulting in the rejection of the application in question was mainly attributable to the applicant, the role of the apparatus was also frequently acknowledged, and the rejection rate of 37.64% remains remarkably high. In a number of instances, the request for services was not granted because the applicant refused to wait in line, resulting in the rejection of their application. Similarly, the government officials' impatience with the applicant's behavior often led to conflicts with the applicant.



Clarification	Number	Percentage
1. Filed Requests	76.523	100
2. Rejected Requests	13.406	17,52
3. Approved Requests	47.721	82,48

Synergy Pattern

With the ability to create patterns of employee attitudes and behavior, the service quality will be correlated with the quality of this behavior. A pattern of synergy between Process, Human Resources, and Organizational Structure contributed to the quality of these services. These ideas can be depicted as follows:



CONCLUSION

There has been development in Bekasi City's DPM-PTSP's public services. By establishing a Public Service Mall, the regional government has taken measures to facilitate public services by coordinating public service activities in multiple economic hubs. However, this development has not significantly changed the value system, which is a non-formal factor. This is indicated by the fact that service users continue to file complaints regarding service quality that has not been optimized in terms of speed and timeliness.

The public service system's infrastructure and facilities have undergone a transformation. In other words, the physical environment of the services has changed significantly, particularly with the introduction of online access and public service centers in multiple locations to facilitate the service process. The formal elements have changed, but the informal aspects have not changed substantially. One of these aspects pertains to organizational values.

The conclusion is that some Indonesian State Civil Apparatuses have not changed drastically as a service provider. Thus, this still gives the impression that they are government officials, rather than civil servants who are required to provide public services with a high level of commitment, concern, and sensitivity to meet the needs of the community as service recipients. In order to increase the effectiveness of public services, the leadership role in carrying out Human Resources management and supervisory functions is crucial.

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