

Bureaucracy Pathology in Infrastructure Development of Banjar Village, Sampang Regency

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ABSTRAK

Penelitian ini menggunakan teori birokrasi dan patologi birokrasi untuk mengungkapkan patologi birokrasi yang terjadi di desa dalam konteks pembangunan infrastruktur yang sering terjadi di desa Banjar. Dasar penelitian yang digunakan adalah metode kualitatif deskriptif. Hasil dari penelitian ini pertama, fenomena patologi birokrasi dalam pembangunan infrastruktur di desa Banjar masih dijumpai seperti sering terjadi ketidaksesuaian antara proposal yang diajukan dengan laporan yang dibuat dari proses pembangunan infrastruktur (ketidaksesuaian pengalokasian anggaran pembangunan infrastruktur). Kedua, strategi pemulihan patologi birokrasi dalam pembangunan infrastruktur yang terjadi yaitu dengan pemantauan secara bertahap di setiap proyek pembangunan infrastruktur yang sedang dikerjakan, bekerjasama dengan pihak konstruksi yang profesional dan kompeten.

Kata kunci

Desa, Infrastruktur, Pembangunan, Patologi Birokrasi

ABSTRACT

This study uses bureaucratic theory and bureaucratic pathology to reveal bureaucratic pathologies that occur in villages in the context of infrastructure development that often occurs in Banjar village. The basis of the research used is descriptive qualitative method. The results of this study, firstly, the phenomenon of bureaucratic pathology in infrastructure development in the village of Banjar is still encountered such as frequent discrepancies between the proposals submitted and reports made from the infrastructure development process (incompatibility of budget allocation for infrastructure development). Second, the strategy for rehabilitating bureaucratic pathology in infrastructure development that occurs is by gradually monitoring each infrastructure development project that is being worked on, in collaboration with professional and competent construction parties.

Keywords

Village, Infrastructure, Development, Bureaucratic Pathology

Introduction

The Preamble to the 1945 Constitution of the Republic of Indonesia mandates that the purpose of the establishment of the Republic of Indonesia is, among other things, to promote the general welfare and to educate the nation's life. The mandate implies that the state is obliged to fulfill the obligations of every citizen through a government system that supports the creation of excellent public services in order to fulfill the basic needs and civil rights of every citizen for public goods, public services, and administrative services. Bureaucracy is an important instrument in society whose presence is inevitable. Bureaucracy is a logical consequence of accepting the hypothesis that the state has a sacred 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. The state is actively involved in the social life of its people. For this reason, the state builds an administrative system that aims to serve the interests of its people in accordance with what has been mandated in Article 1 of Law Number 25 of 2009 concerning Public Services. In carrying out services, of course, there are several principles that must be used as benchmarks as regulated in Article 4 of Law Number 25 of 2009 concerning Public Services (Hadma, 2022).

We must also know that in providing services to the community, the attitudes of government officials such as honesty, accuracy, and discipline as stated in Article 5 of Law Number 5 of 2014 concerning State Civil Apparatus (ASN) must also be considered, especially those who are also not inferior. The importance of service quality is one of the problems that get serious attention by government officials. The implementation of public services must have service standards and be published as a guarantee of certainty for service recipients. In Law Number 25 of 2009 Article 21 explains the components of service standards, the components of service standards at least include: legal basis, requirements, procedures, completion period, service products, costs, facilities and infrastructure, implementation competence, internal control, complaint handling, number of implementers, security assurance and performance evaluation (Ege, 2012).

There are various daily realities that we always experience in the government bureaucracy in general, such as complicated work procedures, often seen scattered files, many letters arriving late at the address, poorly maintained documents, uneven workload piled up on a certain person, an unpleasant work atmosphere may even lead to congestion in a task due to lack of discipline in the government bureaucratic apparatus, lack of sense of responsibility, lack of managerial skills, abilities, skills, and dryness of concepts, initiatives and creativity as well as in Providing unsatisfactory services to the public is part of the disease suffered by a bureaucracy (Rinawati, 2020). It would not be far from empirical reality to say that there is no bureaucracy that is completely free from various "bureaucratic diseases" and on the other hand there is no bureaucracy that "suffers all the diseases that may befall it.

Various types or forms of bureaucratic disease are well known and felt by the public, including favoritism, unfairness and services that require large costs including additional costs and others. Facing various bureaucratic diseases, the performance of the bureaucracy has not yet shown significant changes. This happens either because there are no definite criteria on how to treat other people, or intentionally for certain reasons ignore the criteria that have been set previously (Henderson, 2007). Such an attitude can arise because the leadership official concerned wants to gain benefits for himself, but may not. Whatever the reason, this attitude should not be allowed to continue. It is understood that the organizational culture of a bureaucracy cannot be separated from the social culture in the wider community. Organizational culture is important to understand because of its role, among others, as a means of controlling the behavior of members of the government bureaucracy (Trisianto, 2018).

The Weberian bureaucracy concept assumes that the bureaucracy is formed independent of political power (Henderson, 2007). It is outside or above political actors who compete with each other. It is said so because the organization also determines what is good and bad, what is allowed and what is prohibited, things that are considered reasonable and what are not. In order to be recognized and accepted as a good member of the bureaucracy, the behavior required of him is in accordance with the culture adopted by the organization concerned. Bureaucratic pathology associated with the internal situation has generally been known that the management of human resources in modern bureaucracies is attempted to apply the principle of meritocracy (Nurhidayat, 2021). This means that in the administration of government administration, employees are placed, transferred and their careers are fostered based on rational and objective criteria such as educational background and training, experience, loyalty, behavior, work ability and performance. Thus, employees who have high achievements are rewarded, on the other hand, those whose performance is low, for example violating applicable regulations, will be subject to appropriate disciplinary sanctions, if this occurs in the agency and vice versa. Obviously bureaucratic pathology in this case should not get a chance to be applied (Agus, 2019).

Research on bureaucratic pathology is nothing new, there are several similar studies but with different research focuses. First, a journal from Ferizaldi (2017) regarding bureaucratic pathology in local political transformation (review of the nangroe tax phenomenon in aceh). Hamirul (2017) study about bureaucratic pathology manifested in dysfunctional bureaucratic behavior". nur hidayat et al (2016) who focused on "bureaucratic pathology in the quality of vehicle periodic test services at the takalar regency transportation service".

From the previous studies described above, there are fundamental differences, such as the focus of the research conducted. this study focuses more on the form of bureaucratic pathology in infrastructure development at the village level, so that the reader understands that, this form of bureaucratic pathology. This does not only occur

in public services at the government level, in terms of infrastructure development there is also the phenomenon of bureaucratic pathology.

The services provided to the community are not only limited to whether or not activities occur in government institutions, services can also be enjoyed by rural communities through adequate infrastructure facilities that can be used and facilitate community activities in accessing all kinds of activities, such as road access from the village. to cities, irrigation canals, bridges, and so on. It has become a social phenomenon related to the mechanism for managing infrastructure development projects to become a personal income field for village government officials or bureaucrats at the village level (Hamirul, 2017). So the bureaucratic pathology does not only occur in public services, but can be seen from the infrastructure development sector that occurs at the village level. This research activity was carried out to see the practice of bureaucratic pathology in infrastructure development that occurred in the village. From this research it is expected to be able to contribute to writings about bureaucracy in public services. Bureaucracy is not just public service in government offices, public service can also be enjoyed from adequate public service facilities. Infrastructure development is one of the public services needed by the community to be able to access roads from villages to cities, so that the community's economic stability can run well.

Method

The research method is a research process to find data and facts that is carried out systematically and objectively (Hamdi, 2015). The general objective of this research is to solve the problem so that the steps taken are relevant to the problem formulated in the study of bureaucratic pathology in infrastructure development. There are several indicators in this research methods chapter, including the type of research, research location, data collection, and data analysis techniques. The research method used in this research is descriptive qualitative research. The sampling technique or informant technique in this study is a purposive sampling technique. Data collection techniques used in this study were observation, interviews, and documentation. The informants in this study were the Banjar Village Head, the Banjar Village Secretary, the Banjar Village Treasurer, the Road, School and Water Dam Infrastructure Development Contractors, and finally the Banjar Village community. The data analysis technique in this study is quoted where qualitative data analysis is carried out interactively and continues until it is complete, so that the data is saturated. Activities in data analysis are: data collection (data collection), data reduction (data reduction), data display (data presentation), verification (withdrawal of conclusions) (Sudirman et al., 2022; Sudirman et al., 2022) so that the data collected is good enough to be used as material for scientific works.

Result and Discussion

Bureaucracy Pathology For Infrastructure Development

Various complaints and criticisms regarding the performance of the bureaucracy are not new anymore, because they have existed since ancient times (Sobhan, 2000). Bureaucracy shows a very bad empirical condition, negative or as a disease (bureau pathology), such as parkinsonian (big bureaucracy), Orwellian (regulation that octopuses as an extension of the state's arm to control society) or Jacksonian (bureaucratic polity), rather than a good image. or rational (bureau rationality), as conceived, for example, in the Hegelian and Weberian bureaucracies (Rosidah, 2005).

This bad image is further exacerbated by issues that often come to the surface, which are related to the position and authority of public officials, namely corruption in various forms, as well as slow service, followed by complicated procedures or better known as the red tape effect. -tape) (Ulhak, 2017). All empirical conditions that have occurred cumulatively have undermined the concept of Hegelian and Weberian bureaucracy which functions as a bureaucracy to coordinate elements in the government process (Ruslin, 2022). The bureaucracy, in such circumstances, only functions as a controller, discipline enforcer, and government administrator with enormous power, but completely ignores the function of public service. Poor and non-transparent bureaucratic performance can encourage people to look for "shortcuts" with bribes or collude with officials in employee recruitment or to get fast service. Situations like this in turn often encourage officials to look for "opportunities" in "narrowing" so that they can create rent from the next service (Hasyem, 2020).

Symptoms of bureaucratic pathology have long undermined the government bureaucracy in Banjar Village, especially in the field of infrastructure development. Where this phenomenon causes the low quality of the existing infrastructure in Banjar Madura Village. Bureaucratic pathology is a problem that is often encountered in various government agencies. Various forms of bureaucratic pathology ranging from abuse of authority or position, accepting bribes/bribes, and nepotism are things that often happen in both government and private sectors. The form of extortion from the village infrastructure development budget in shaping the pathology of the bureaucracy in Madura is associated with the political transformation of the existence of a blater or local strongman in power in the Madura region. To examine this phenomenon, the focus of the study is on the forms of bureaucratic pathology in the development of village infrastructure, namely :

1. Abuse of Authority and Position

Abuse of authority and position is often carried out by government officials who are not responsible for the proper regulations. We often witness the actions of government officials which constitute an act that is classified as an abuse of authority and position. In this case, the abuse of authority and position in question is such as the existence of the Village Head (Klebun) who doubles as a local strongman (blater)

who is able to influence the community. The failure and success of an infrastructure development such as repairing village roads, and buildings such as schools, health centers, polindes, village halls, irrigation canals and sanitation in the village were mostly caused or influenced by blater or tojing figures as local strongmen. Blater or tojing here has two roles. First, having a political role in which the blater is able to build closeness with the community so that it can influence and mobilize community voices, be able to determine the success or failure of policies, programs or infrastructure development projects in rural areas and be able to make a program, policy or project a success. the project to run according to the expectations of the formal elite and the informal elite. Second, the administrative role is able to assist every decision, policy, program offered by the Sampang Regent.

To further legitimize his power, the LA blater has built a lot of networks with formal elites such as klebun (in office), sub-district heads, regents and law enforcement officers and not only with the formal elite, the LA blater has also built a network of power relations with the informal elite, in this case the kiai. and other blaters in Madura. So that between the two arises what is called a symbiotic relationship of mutualism, both of which are mutually beneficial in all aspects.

2. Nepotism

Nepotism occurs because of the influence of the culture of a society, for example, as is known in traditional societies, what is called the extended family system. In a society that adheres to this notion, one's family is not limited to, for example, his wife and children, but includes parents, in-laws, in-laws, nephews and other close family members such as uncles and aunts. This is what influences nepotism to occur in a public service because bureaucrats in providing services to customers/communities still adhere to a nepotism system that prioritizes their families first compared to ordinary people in general. The dimension of Nepotism in an effort to find out the form of bureaucratic pathology in infrastructure development in Banjar Village can be seen based on infrastructure development projects in Banjar Village always won by bureaucrats or klebun who also serve as local strongmen so that they are able to control every existing infrastructure development project.

3. Low Responsiveness in Responding to Complaints

Responsiveness is a response or readiness in providing services to the community that are fast and responsive, which includes: readiness of employees to serve the community, speed of employees in handling community complaints, especially people who live in Banjar Village. For example, such as being slow in responding to community villages regarding the main road to go to the city which is still damaged even though there have been frequent repairs or road construction, but it is easily damaged and prone to flooding so that community access in Banjar Village to the city is hampered. Responsiveness is related to the speed and alertness of employees in responding to complaints from the public. Complaints from people who

need services must be responded to and handled quickly and appropriately. Responsiveness is measured by the level of work sensitivity with the results achieved, and priorities for urgent tasks and work as well as conformity to community needs. The service procedure that must be passed by everyone who needs services at this institution is actually quite easy and simple, not complicated, easy to understand and implement both by the people who are served and the officers who provide services. The form of the implementation of services that need to be provided is largely determined by the attitude, profession and response to public complaints.

Public complaints about infrastructure development, especially road repairs, are almost the complaints of all the people in the village, because the road is their only access to get to the city center, but instead the road they pass is not that good and can be said to be a little dangerous because of the terrain and roads. which is not good, especially during the rainy season. Second, infrastructure development, namely the construction of school buildings in Banjar Village, is not far from the first problem. Indeed, in every construction project there are always many cuts, even though in the end the project continues or persists, but that's how every school construction project always does not last long, such as easy to collapse when hit by heavy rain, paint in schools is easy faded even though it hasn't been a year, and it's easy to flood because in Banajr Village there is no irrigation canal.

Third, namely the development of infrastructure for health centers, polindes in the health sector, such as the previous problems. But the difference here is that there is a puskesmas construction project, but the puskesmas building is not being used properly. It had been neglected for several years and the surrounding community had to go to the sub-district or to the city center in Sampang to get treatment when sick struck. However, in the last few months, the puskesmas has only been reactivated because it has received many complaints from the public because it is difficult to get an examination at the puskesmas. it's not opened. For village halls and irrigation canals in Banjar Village, there are none.

After explaining about infrastructure development projects in Banjar Village such as road construction or road repairs, construction of school buildings, construction of puskesmas and polindes buildings, village halls, as well as irrigation and sanitation channels, there are problems or problems that are not much different. Because in every infrastructure development project in Banjar Village there are always cuts by several powerful parties such as the LA blater and his staff. That is the political implication of the LA blater's power on the successful achievement of infrastructure development in Banjar Village, the implication is that many buildings or roads can be considered as product failures, not yet how many roads and buildings that have been built have been damaged. Many people in Banjar Village are of the view that the existence of tojing is indeed good in Banjar Village but only limited to providing security to the surrounding community because with the LA blater in power, no one dares to steal the residents' livestock, and no one dares to rob a

motorbike, but when being included in policies, programs, and infrastructure development projects in Banjar Village, the community does not agree because the totality in working on infrastructure development projects is very less and can be said to be quite detrimental to local residents.

Every infrastructure development project that enters or is in Banjar Village always runs according to the rules and procedures that apply. There are several processes or stages of an infrastructure development project, for example the construction or repair of village roads and school buildings in Banjar Village, Sampang Madura Regency in 2020 and 2021. The first stage, in 2020 the blaters, in this case the LA blaters and their staff, proposes a project infrastructure development in this case, namely repairing village roads in Banjar Village, blater LA as the klebun submits a proposal and participates in a tender through a CV, in this case blater LA participates in a tender by borrowing a company's CV because according to blater LA if you make your own CV it is tax it's expensive every month, so Blater LA and his staff prefer to borrow CVs from other companies with only a 2.5% deduction from the infrastructure development project budget that can be obtained later. Blater LA thinks that it is more realistic to cut the 2.5% compared to making the CV and monthly taxes expensive.

So in every village if want to make improvements or want to get an infrastructure development project such as the construction of a school building and village hall, you have to submit a proposal first and take part in a tender in order to win the project. In this case, project tenders are not won by random people, infrastructure development projects are more often won by CV blaters, so it is not uncommon for blater or tojing figures (squirrel figures) to establish their own company, such as CV. By using this type of CV, the blaters participate in tenders for infrastructure development projects such as road paving, construction of school buildings and so on. Through the help of politicians and bureaucratic top leaders, many development projects are won by the blaters' CVs as tender winners.

To win a tender for infrastructure development projects such as repairing village roads and construction of school buildings in Banjar Village, Blater LA does not know what the process or flow is like so that Blaters always win every time they take part in an infrastructure development project tender, but what is clear is that Blater LA believes that every project tender that he participates in is always won by the related agencies. Not only limited to participating in a tender, the role of the blater or the name blater LA is influential, after the tender for the development project was won by the blater. The second stage, namely the blaters implementing or the process of implementing an infrastructure development project, but in this case the role of the blaters of LA is limited to acting as intermediaries for the project as the local community calls it.

An example in this case is the village road paving project which was won by the LA blater who collaborated with the klebun to generate funds of 600 million, but it

was not the LA blater who worked on the project, LA blater handed it over to a second party saying that the road paving project only received around 10 % and so it goes on with the cuts in any kind of development project. With the 500 million projects being worked on, the project implementers handed over about 10% to Blater and around 10% went into the private pockets of the project implementers, so development projects that generate 100% funding were implemented or implemented only about 70% That's what happened in remote areas remote villages in Madura, they think that such deductions are commonplace in small villages like this because it is these deprived needs that cause these deductions. But in this case the LA blater does not enjoy the deductions at all, the LA blater thinks that the proceeds from infrastructure development projects in road paving and the construction and repair of school buildings are only a small amount of money for the LA blater, the proceeds of the deductions are handed over to the ranks below them. Blater believes that the reduction in the project results is nothing compared to the income he gets from his work. In every infrastructure development project that exists in all corners of the village in Madura, they always experience such cuts, without them thinking about what impact will result from these cuts, as we can see in the following pictures 1 which illustrate the situation and condition of village roads in Banjar Village.

Figure 1 Situation and condition of banjar village roads, after being repaired, 1 month after being repaired



Source : Personal documentation (2022)

Such is the condition or condition of village roads in Banjar Village, road repairs have been carried out repeatedly such as asphaltting, but the durability of the asphaltting or road repair project did not last long, not even a month after the village road was inaugurated and it was damaged again. Such is the condition of village

roads in Banjar Village and other Madurese villages, because many interests take precedence over the outcome or success of a project. Once there was even an official from the center to inspect the construction project for repairing or asphaltting the village road, the blaters and their staff didn't want to give it a damn because everything had been arranged in such a way that no one felt disadvantaged. When someone checks the project being carried out or the results of the project are good or not, it is not uncommon for the officers or inspectors of the project to receive a prize so that there will be no reports that are not in accordance with the wishes of the respective authorities.

The second example is the process of the infrastructure development project for elementary school buildings in Banjar Village, which is different from the previous project examples. The process or stage so as to get a school building construction project in Banjar Village, namely the appointed system. Because every infrastructure development budget or project is under 200 million, namely the appointed system does not use a tender. The designation system is not arbitrary, related agencies and other project brokers designate villages that can be invited to work together in carrying out an infrastructure development project. If there is a problem or problem behind it, the village will not be included in future projects. Even the designation system for this project also sees the big name of the LA blater, the areas controlled by the LA blater are definitely given more projects because the cooperation that is often made between the two is mutually beneficial. The plot is that one of the officials from the relevant agency said that there was a school building construction project, the project would be handed over to the LA blater ranks with a budget of around 150 million, this second hand person who was tasked with carrying out, implementing and controlling the project. With a budget of 150 million, not all of it is being worked on for the school construction project, in every direction there are always cuts so that the school building construction project only absorbs only half of the budget. So it is not surprising that many school buildings that have not been established for several years have already received many complaints of damage.

So that's more or less like the situation and condition of the process of infrastructure development projects in villages in Madura, although not all of them are like that, but mostly seen in the field that this kind of thing actually happens a lot in the regions. Look at the pictures below, namely the condition of the elementary school building in Banjar Village, with the budget obtained so that it becomes a livable school building, but not how much the paint has peeled off, when it rains it often leaks and various types of damage occur. This is a line with (Sobhan, 2000) and (Rosidah, 2005) that Bureaucracy shows a very bad empirical condition, negative or as a disease (bureau pathology) various complaints and criticisms regarding the performance of the bureaucracy are not new anymore, because they have existed since ancient times.

Kesimpulan

The pathology of bureaucracy in the form of Extortion from the Budget for Village Infrastructure Development in Madura, was born along with the development of the power of Blater or Local Strong People in villages in Madura. Where the blater or local strongman is formed, it is dominated by the local government and the kyai who are role models for the Madurese community. The act of extorting the budget for the development of village infrastructure in Madura has become a new habit that is born and applies massively and it is difficult to find justification for this action, this action is carried out by local government supporters who often also influence every policy issued by the government. If it is not given to the requester, there will be clear actions or consequences, even this action has led to kleptocracy, namely an evil bureaucracy and collecting taxes from the people for personal gain.

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