

## **LOCAL GOVERNMENT BUREAUCRACY AND IMPLEMENTATION OF TOTAL QUALITY MANAGEMENT IN FREE EDUCATION SERVICES IN SOUTH SULAWESI PROVINCE**

**Jamaluddin Ahmad**

Dept. Of Public Administration, The Social and Political Science College Muhammadiyah Rappang  
jahmadlado@yahoo.co.id

### **Abstract**

The main objective of this article is to discuss local government bureaucracy and the implementation of Total Quality Management in the service of free education as one of the public service in the province of South Sulawesi. This is in view of the central position of public bureaucracy in good governance. The election of governor by the people to bring significant changes in the public service. The provincial government bureaucracy in Indonesia went to be the best service to the community. One of that is a free educational services to improve the quality of human resources, so they get a positive image to reelected. Therefore, the purpose of this study is to describe the application of total quality management in the service of free education in the province of South Sulawesi. The results showed that the application of total quality management improvement dimensional continuous process has been implemented in an optimal consensus effort marked the provider and the customer, the dimensions of the importance of cooperation between all the components of the provincial administration organization characterized and cooperation with the government regency, dimensional clarity of purpose characterized equalization learning opportunities for all children of school age but not yet optimal clarity in the implementation of quality goals and quality of graduates clarity as well as improving the relevance of competency-based education to keep pace with global developments, and improve the efficiency and effectiveness of the implementation of free education to meet the quality and productivity of superior human resources. As for the aspect of participation in improving the quality of the bureaucracy tends to be determined by the government regency. These factors are influenced by the behavior of teachers and principals who become agents of government bureaucracy.

Keywords: Local Government Bureaucracy, Total Quality Management, Free Educational Services

### **Introduction**

Man is "Zoon Politikon", says Aristotle, who never (342-335 BC) became a teacher of Alexander the Great (Alexander The Great) in Macedonia. Contain malignant human nature, Thomas Hobbes called the "Homo Homini Lupus". If man is left free to organize themselves, respectively, it can create a vicious nature "Omnum Bellum contra omnes" which will one man war against the others (Rudy, 2003:35).

On this basis it takes the state as a container or place the human being arranged. Executing governmental functions is setting. As mentioned that the "raison d'etre" or reason is the presence of government services to the community so that people can be inventive. This is in line with the paradigm shift from government to governance, which emphasizes service to the community. Denhardt and Denhardt (2006:444) focused the importance of service to the community. The services implemented by the government through the so-called government official government bureaucracy. Government bureaucracy interpreted by Ndraha (2003:522) as a relationship out of government, in the form of activities performed directly in contact with the society.

The role and functions of the bureaucracy in the current era and even thrive in such a way. Some functions of modern bureaucracy in government, among others, are: First; instrumental function, which describes the bureaucratic

legislation and public policy in routine activities to produce services, service, commodity, or realize a particular situation. Second; the political function, namely to give input in the form of advice, information, vision, and professionalism to influence policy figure. Third; the public interest function of the catalyst, which articulate the aspirations and interests of the public and integrate within other government policies and decisions. Fourth; entrepreneurial function, namely to inspire innovated activities and non-routine, activate the potential sources and creating a resource-optimal mix to achieve the goal (Tamin, 2004).

In addition, government bureaucracy also has a political function. The political function of bureaucracy is special attention Charles O Jones. According to him, there are three important reasons why bureaucracy also has a political function. First; bureaucracy always be in a position of political pressure. Second; because of the activities to implement the policy, the bureaucracy faced with the single option that is ideal for running errands and satisfy everyone in all situations and conditions. This means political function. Third; there is no single bureaucratic apparatus (Jones, 1984).

Government bureaucracy is driven by the vision and mission of many described in strategic management. The focus is on quality service, one strategy is to highlight the application of Total Quality Management. Although this concept is widely used in business or private organization, but

it is not impossible that this could also be applied to public and non-profit organizations. Salusu (2008:455) cited President George Bush during his reign, has stressed the importance of Total Quality Management is applied within government organizations.

Total Quality Management puts the human factor as the most important factor in creating a quality public services. According to Zemke A Albrech and quality of public services will, if supported by a variety of aspects, namely service system, human resource service providers, strategies, and customers (Tjiptono, 2005:56)

In line with the quality of education services, as a consequence of government policies of President Susilo Bambang Yudhoyono is committed to education, the education budget allocates 20% of the State Budget (APBN), as mandated by the Act of 1945, the quality of education services should also be has increased, as are health care and other services.

This policy coupled with the launch of the School Operational Assistance (BOS) which continues to increase every year since it was first launched. From 2009 to experience the difference the amount of aid to counties and cities for cost of living differences.

On the basis of allocation of the school operational funds from the state budget revenues and expenditures, the provincial and district / city responded positively. One form of appreciation is to do with trying to raise funds in the form of the addition through the Budget and Expenditure (Budget). Therefore, how the implemented of Total Quality Management in the service of free education in the province of South Sulawesi?

This study aims to describe the application of Total Quality Management in a free educational services program that can benefit the development of science, especially the science of public policy. Use of concepts and theories Integrated Quality Management in relation to empirical, can result in the development of the concept of public administration studies. Practical aspects, the results of this study would be able to contribute ideas for local government in management education. Steeped in public service, is expected to emerge with clarity of thought reform tasks and authority, impersonal, which one must follow the rules, not following the rules of human taste.

### Overview of The Literature on Total Quality Management and Government Bureaucracy

The concept of Total Quality Management is one of the strategies to realize the mission of the organization. This concept is the notion of Total Quality Management (TQM) which according Salusu (2008:454) originally developed by W. Edward Deming, an American physicist, who became known also as the father of quality management.

Quality is a top priority in this draft, so the essential qualities are defined separately. Juran defines quality as fitness for use. This definition

emphasizes the orientation on meeting customer expectations. Philip B. Crosby insists on quality culture transformation, the importance of involving everyone in the organization in the process, namely by way of emphasizing individual conformity to the requirements or demands. Then Taguchi defines quality as the harm caused by a product caused by the intrinsic function of the product (in Tjiptono, 2005:11-12).

The results Zaitamal and Berry (1990:46) relating to the quality gap between the expectations of the service provider and the service recipient. Gap the process can be described as follows:

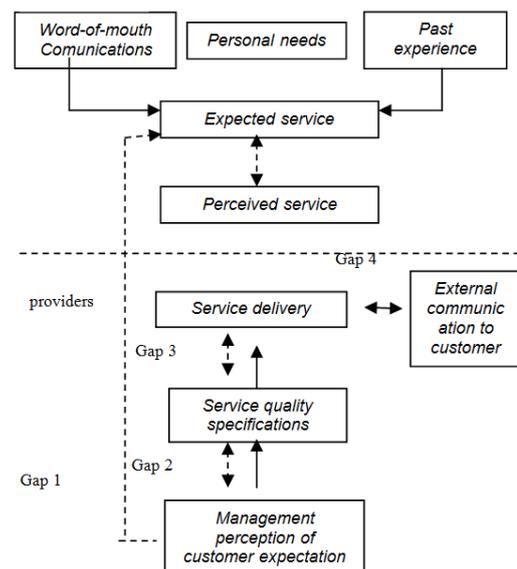


Figure 1. The Conceptual Model of Service Quality

Actualization of dissatisfaction with the services can be observed from the attitudes and behavior of consumers. They found that the cause of service quality is not "the gap between consumers and service providers". Gap in question is the gap between expectations and reality are perceived consumer with what is perceived by the essence of these ideas is that the cause of public dissatisfaction with public services provided by the service providers is the gap between what is expected by the public to the fact that the service received. It means that if what is accepted by society, if in accordance with the expectations of people's behavior will follow the expectations of the satisfaction and trust in the service provider. Therefore, Tjiptono (2005:5) confirms the behavior of each individual is very important in building cooperation within the organization.

Based on the concept of quality, Salusu (2008:456) defines quality management as an earnest commitment to improve the quality, long-term, and requires the use of equipment and techniques specified. Integrated quality management is management that creates and develops a set of values and beliefs that will make everyone aware that the quality for the consumer is the most important demands.

Axline (in Salusu, 2008:456) defines quality management is an integrated dedicated

commitment to quality through continuous process improvement by all members of the organization. Integrated quality management work based on data and facts, so often times also known as management based on facts and data. Integrated quality management will fail if it is based on facts and incorrect data.

Tjiptono (2005:2-3) confirms that quality starts from every individual whatever their position in the organization. Therefore the basic strategies that can be done is:

- a) Establish a clear purpose;
- b) Initiate or redefine the organizational culture;
- c) Develop an effective and consistent communication) Instituting education and training;
- d) Encourage continuous improvement.

Salusu (2008:459-460) then identifies some basic concepts of Total Quality Management as follows:

- a) The Customer is the final determinant of quality. A product may meet the standard specifications, but if it can not reach consumer tastes, the product failed to deliver a good quality for the users;
- b) The quality should be developed at the beginning of the production process and not added later. Starting a job properly will reduce the holding of examinations, reducing consumer complaints, save a lot of money, power, time, reduce absenteeism, and delight the consumer;
- c) Prevent diversity is the key to offering a high quality product. Included here is the reduction of critical information. Therefore, the use of the chart is one way of saving the required information;
- d) Quality emerge from the people who work within the system, not of individual businesses. If the quality is threatened then the system should be questioned, not people. People work to follow a system, a chain, which ultimately fruitless. If the system was good, small errors will likely occur;
- e) Quality improvement requires feedback and continuous process. This statement confirms that the quality is not static, but dynamic follow consumer tastes are constantly changing. When consumer tastes or desires increase, the quality must be improved. The best quality products today, is not the best the next day;
- f) Improved quality requires the full participation of all employees in the organization. Participation is very important because they are the ones who are very close to the implementation of quality improvement processes;
- g) Quality requires an integrated organizational commitment. Quality of products and services can be achieved only if the organizational leaders create a climate of organizational culture that consistently focuses on improving the quality and then refine them periodically.

The descriptions provide limits to the author that the application of total quality management in service programs can be traced through the free

Education Completion continuous process and the importance of cooperation between all components of the organization, clarity of purpose, and participation in quality improvement. However, learning from the (*orde baru*) regim which is a storehouse of experience about various practices of government bureaucracy that did not positively for the achievement of the state goal. In fact, no red tape in order to achieve state goals. But in the context of the *orde baru* according to Said (2007:295) bureaucracy seems to be the goal in itself, or in other words, his aim is precisely to preserve his own power. Bureaucracy is not there to serve or serve on the state's goal, but it is all things must serve or serve him.

Said (2007:315) later added that government bureaucracy is the fundamental weakness of the morality that used to await orders are then confused when given the opportunity to take the initiative themselves.

Rozi (2006:125) asserts that in practice in the third world who has a patron-client nature of the condensed, characteristic of hierarchical bureaucracy deadly impact community initiatives, the quality of public services to be inefficient. An example is seen when there are work habits that regardless of the level of urgency of any business or occupation must await instructions, orders and approvals from superiors. Results are creativity, initiative, and self-reliance attitude of bureaucracy in delivering the service to be very less. Bureaucracy rated the quality of service to be bad, slow and convoluted.

Government bureaucracy like this, by Siagian (1994:36) called bureaucratic pathology or disease. The pathology caused more behavioral aspects. As for the concept of bureaucratic pathology can be caused by several things:

- a) Pathologies arising from perceptions and managerial style of the officials in the bureaucracy;
- b) Pathology caused by the lack or low level of knowledge and skills of the officers of the various operations;
- c) Pathologies arising from the actions of the members of the bureaucracy violate legal norms and regulations in force;
- d) Pathology is manifested in the behavior of the bureaucrats that are dysfunctional or negative;
- e) Pathology is due to the internal situation in the various agencies within the government.

In fact also, among other educational management problems seen in educational equipment supplied not always fit the needs or demands school. Behavior of local government officials are stiff, highly bureaucratic and centralized (Sagala, 2008:9).

Although the face of bureaucracy (the behavior of local government officials) reveals specific weaknesses and various pathologies, but their role can't be underestimated. For Weber, bureaucracy is unavoidable presence in the management of a modern government based on the

rule of law. It is as a consequence of the implementation of democracy and the legal system in the modern government.

To respond to such a bad impression of the bureaucracy, the bureaucracy needs to do some changes in attitude and behavior among other things: (a) the nature of the bureaucracy should give more priority assignment approach that is directed at the shelter and community service approach and avoid the impression of power and authority, (b) the bureaucracy needs to do improve the organization characterized by modern organizations, lean, effective and efficient are able to distinguish between tasks that need to be addressed and that does not need to be addressed, (c) the bureaucracy must be able and willing to make changes to its systems and procedures that are more oriented to the characteristics of the organization Modern namely: service fast, precise, accurate, open, while maintaining the quality, timeliness and cost-efficiency, (d) the bureaucracy must position themselves as facilitators rather than as an agent of a public servant reformer development, (e) the bureaucracy must be able and willing to transform themselves performance of the bureaucracy stiff (rigid) into bureaucratic organizations whose structure is more decentralized, innovative, flexible and responsive.

Thus the existence of bureaucracy should be more, so in practice, can be executed, without having to declare the weaknesses that exist in the body of the bureaucracy itself. Moreover, in its development, the bureaucracy is not merely an administrative function but also a political function.

As written Osborne and Gaebler (in Tjokrowinoto, 2004:17) public organization that is run by the rules will be ineffective and inefficient. Because it is performance will be slow and long-winded impressed. But bureaucracy is driven by the mission as its basic purpose would be more effective and efficient.

### Research Methods

This study uses phenomenological models because it is a model that describes the study of the meaning of life experience of the individual. Said, because according to Edmund Husserl (1859-1939) in Moleong (2008:14-15) defined phenomenology as the study of subjective experience and awareness of one's basic perspective.

For this purpose there are four techniques of data collection in this study, namely: literature, observations, interviews, and documentation. The technique of data analysis is the reduction, presentation and drawing conclusions. Validity of the data required technical inspection, especially checking the information obtained in the field, based on the results of the various documents and educational services field data. Test confidence by extending the observations, increasing persistence, triangulation, negative case analysis and use of reference materials.

### Results and Discussion

Refinement process continuously and the importance of cooperation between all components of the organization.

There is a continued process improvement in the process of educational services, from South Sulawesi Governor Dr. H. Syahrul Yasin Lompo, SH, M.Si declared free education in 2009 through Regulation Number 4 of 2009 the region has cost around 500 billion U.S. dollars, the sourced funds from the budget of the provincial revenue and expenditure by 40% and revenue budgets of regency by 60% in APBD. Although according to the Head of Education Department of South Sulawesi Patabai Pabokori (Reuters News.com) that there are some districts that have not been optimally implement the program.

There is a continuous improvement effort implemented by the provincial government, in this case to convince the regency governments that have not been optimized in order to consciously carry out activities to implement the interest of people of South Sulawesi. At this position, the local government district / city in the position of the customer, while the provincial government in the position of the provider. As provider because the provincial government tried to convince the regency on the importance of free educational services for the community. As Customer due to the regency that has a school facility as a place of free educational services.

This is in accordance with Zeithamal & Berry (1990:46) states that the quality of public services will be created if the provider and the customer have the same perception about the quality of public services.

Similarly, efforts to develop effective and consistent communication has also been created in accordance Tjiptono (2005:5) there is still some of the regency that has not been optimally implement free education services. But until 2013, the entire regency has done it.

Realizing the importance of education services free then government regency approved the program so as determinants of quality consumers are willing to allocate 60% of the finance required. This position, the local government district / municipality meets the standards and specifications of services such as Salusu (2008) to get the quality of public services should be standard service specification.

#### Clarity of purpose

Similarly, the purpose of free education services in South Sulawesi province, local regulations in Article 7 No. 4 of 2009 that the goal of free education is improving equitable learning opportunities for all school-age children, improve the quality and organization of graduates, increasing the relevance of competency-based education in order to follow global developments, and improve the efficiency and effectiveness of the

implementation of free education to meet the quality and productivity of superior human resources.

Aim to improve equity of learning opportunities for all school-age children is one example of the clarity of purpose required on integrated quality management. School-age children have been outlined by the Indonesian government for primary school aged 7-12 years, secondary school aged 13-15 years, and high school aged 15-18 years. Equitable distribution of learning opportunities are clear directions that are given free education services are school-age children, so there is no more reason for school-age children do not get education services for all aspects of the financing has been covered by the local government. Tjiptono and Salusu acknowledge it as one form of integrated quality services.

The goal of improving the delivery and quality of graduates and improving the efficiency and effectiveness of the implementation of free education to meet the quality and productivity of superior human resources, is still a debate among education experts. Free quality education is still questionable among legislators and the public areas are still likely to be affected by the local government bureaucracy. It happens that most of the regency experienced delays in the disbursement of the budget process, as well as the quality of graduates.

So that the clarity of purpose of the implementation of quality dimensions and quality of graduates in the framework of the efficiency and effectiveness is likely to cause unproductive. This condition is one of the obstacles in achieving total quality management.

The purpose of improving the relevance of competency-based education to keep pace with global developments as well be something that is not clear on the program free educational services. This program is touching the elementary and secondary education, it is known that primary and secondary education is still limited to the implementation of the curriculum that has been established by the Indonesian government. Model curriculum is contrary to determination of service quality proposed by Zeithamal & Berry and Salusu which emphasizes that quality is determined by the consumer or customer. Making it difficult for the program of free education ministry will bear relevance of competency-based education.

#### Participation in quality improvement

Government bureaucracy districts / cities have participation in quality improvement, it can be traced from the amount of public and private schools. According to data from the year 2010 in South Sulawesi number of public schools and 873 private schools 336 pieces of fruit. This condition affects bureaucratic participation in quality improvement. Public schools are very controlled by the government bureaucracy regency (bupati/walikota) especially mutations teachers and principals. Not a few principals involved in every election district heads and mayors. So there is a

tendency principals serve as the agent for the benefit of local government bureaucratic power.

Such participation, tend to be slow in repair quality. Commitment required quality in total quality management will be disrupted. Component of government bureaucracy regency (bupati/walikota) will be busy with the election of regents and mayors so they tend to forget about quality. Chain quality system implementation will be interrupted, a sudden mutation of teachers and principals.

So that, this situation tend to like Jones (1984) bureaucracy always be in a position of political pressure and activities to implement the policy, the bureaucracy faced with the single option that is ideal for running errands and satisfy everyone in all situations and conditions.

#### Conclusion and Recommendations

The role of local government bureaucracy and the implementation of total quality management in the service of free education in the province of South Sulawesi colored three-dimensional quality. Each dimension tend to follow the pattern of local government bureaucracy.

Dimension improvement continuous process and dimensional importance of cooperation between all the components have been implemented in an optimal consensus effort marked the provider and the customer. Provincial government is governor as a provider and local government regency (bupati/walikota) as a customer, because who have the authority to directly regulate education at the school level as an educational unit is the local government regency.

Dimensional clarity of purpose characterized equalization learning opportunities for all children of school age have been successful, but the clarity in the implementation of quality goals and quality of graduates has unoptimum. So that clarity also improving the relevance of competency-based education to follow global developments, and improve the efficiency and effectiveness of the implementation of free education to meet the quality and productivity of human resources also excels not optimal.

The dimension of participation in improving the quality of the bureaucracy tends to be determined by the regency. These factors are influenced by the behavior of teachers and principals who become agents of government bureaucracy.

Therefore, suggested to the government bureaucracy regency (bupati/walikota) in implementing total quality management program to reinforce the purpose of free education service delivery and quality, especially the quality of graduate education at every level unit, it is suggested that the teacher and the principal neutral toward bureaucratic power.

### REFERENCES

- Denhardt, Robert B. and Janet V. Denhard. (2006). "Public Administration An Action Orientation", USA: Thomson Wadsworth.
- Jones, Charles O. , (1984). "Introduction to Public policies (Translation)", Jakarta: Rajawali Press.
- Law of the South Sulawesi province, local regulations Number 4 Year 2009 on Education Free
- Moleong, Lexy J. , (2008). "Qualitative Research Methodology (revised edition)", Bandung: PT. Teas Rosdakarya.
- Ndraha, Taliziduhu. , (2003). "Kyberology (the science of the new government)", Volume 1 Jakarta: PT. Rineka Cipta.
- Ndraha, Taliziduhu. , (2003). "Kyberology (the science of the new government)", Volume 2 Jakarta: PT. Rineka Cipta.
- Rozi, Syafuan. (2006). "Period Moving Image overhauled Bureaucracy and Politics in Indonesia", New York: Library Student.
- Rudy T. May. , (2003). "Introduction to Political Science Insights Thought and usefulness", Bandung: PT. Refika Aditama.
- Sagala, Syaiful. , (2008). "Strategic Management in the Education Quality Improvement", Bandung: CV. Alfabeta.
- Salusu, J. , (2008). "Strategic Decision Making For Organizations Public and Nonprofit Organizations", Jakarta: Grasindo.
- Said, M. Mas'ud. (2007). "Bureaucratic State bureaucracy", Malang: UPT. Issuance of University of Muhammadiyah Malang.
- Siagian, Sondra P. , (1994). "Bureaucracy Pathology Analysis, Identification and Treatment" Jakarta: Ghalia Indonesia.
- Tjiptono, Fandy. , (2005). "Principles of Total Quality Service", London: Andi Offset CV.
- Tjokrowinoto, Moeljarto et al. , (2004). "Bureaucracy in the polemic", Yogyakarta: Pustaka Student.
- Zaithamal, V.A., Parasuraman and L. Berry. , (1990). "Delivering Quality Services customer Balancing Perceptions and Expectations", New York: The Free Press.