

Leadership reforms of PDAM maintaining the bureaucracy of public service ethics in Makassar City

¹Muhammadiyah, ²Andi Nuraeni Aksa

¹ Prodi Public Administration, Fisipol Unismuh Makassar, Indonesia

² Jl. Sultan Alauddin No. 259 Makassar, Indonesia

Abstract

The main problem discussed in this study was: (1) leadership reforms within the scope of the Regional Water Company (PDAM); (2) a bureaucratic system that emphasizes ethics in the public service in PDAM Makassar City, and (3) the model of leadership in accordance with the principles requires professional service bureaucracy in PDAM Makassar City. Therefore, this study aimed to clarify the scope of the reform leadership in PDAM conjunction with the bureaucratic system that emphasizes the ethics of public service, cultural, bureaucratic and organizational behavior. The research method used was descriptive, to describe the phenomena associated with the reform taps leadership in realizing the ethical public service. Analysis of the data used to assess the data and information obtained is qualitative.

Our research found that, the Regional Water Company of Makassar, continually progressing through step by step in the path of a long history, beginning in 1924 with built Water Treatment Plant (IPA) I Ratulangi by the Dutch government by name Waterleidjding Bedrijf the installed production capacity of 50 l/ d, then the era of Japanese occupation in 1937 increased to 100 l/ d, raw water taken from the River Jeneberang located 7 km in the south of the city, was pumped through a closed channel to Ratulangi installation. Conditions bureaucracy and community characteristics that influence the behavior of the bureaucracy, it was not surprising if the reform of the bureaucracy is slow. Community characteristics inherent in bureaucracy resulted in communication patterns built nor democratic, more aligned to the elite in the power of the State. Efforts to improve public services and creating a civil society (Civil Society), the necessary bureaucratic leadership that was able to interact and communicate with all levels of society.

Keywords: reform of the leadership, the bureaucracy, the service ethic public

1. Introduction

Reform of the bureaucracy became an important part when it was associated with effective and efficient service to the public. This meaning was clear when linked with the mission of the bureaucratic apparatus that aims to provide the best service to the community, by improving the quality of human resources, so that it can provide well-being and sense of justice in society. On the other hand the bureaucracy was loaded with lots of tasks and functions, because it was not just only focus on public services, but also served as a motor of development and empowerment activities (public service, development and empowering).

The reform process should be done bureaucracy seems not easy having to reformat with a full critique and corrective actions that bureaucratic structure and configuration of the sacred feudal to rational and professional. The reform process of thinking versatile shades gentry (*ambtenaar*) towards bureaucracy with authority rational configuration (Djokosantoso, 2008: 11), which is the empirical level of culture asking to be served into a culture of serving as a public servant (*public service*). One characteristic of Weberian bureaucracy was that power is in any hirearki office. The higher the hirearki the higher powers. Thus hirearkinya conversely the lower the power. People were the most lowhirearkinya so he does not had any power.

Discipline bureaucratic model of Weber states that hirearki should not be bold or should not fight the power hirearki on (Thoha; 21) so if the model Weberian is applied in the Indonesian bureaucracy, there was like what was found by the

Central for Population and Policy Studies, GadjahMada University in Yogyakarta that 55% of bureaucratic apparatus nullifying the act on public complaints so as to give a bad image to the public organizations.

The main task of the government to the people that provide services in order to meet the needs desired by the community. That's the importance of public services by the government is so often used as a benchmark for the success of a regime, especially now when the paradigm of good governance (good governance) put forward where accountability, effectiveness and efficiency become a benchmark in public sector services. From the description above, the bureaucracy reform is a very important determinant to be described to the effective and efficient service to the community, especially within the scope of PDAM Makassar.

In this context it should be understood that the government should be able to act as a deliberative actors (facilitators) public policy, so hopefully with this paradigm shift begins and occurs. If this was enabled, then the top down will be followed by other elements, especially those that carry out social functions in society, such as prosecutors, judges, police, professors, teachers, doctors, or even village / RT head. Stagnation was the structural decades had led to distortion and anomaly system of public administration which was far from the context of the public interest. An idea that I want to offer in this paper was how local governments, especially the city of Makassar as policy actors have to make changes early on the orientation of the bureaucracy that should have been constructed, namely "berkerakyatan".

2. Literature Review

The government bureaucracy was certainly required more advanced and proactive to the market can be pursued on the rail humamtariannya, remain affordable to people and secure accountability. That way, the public service function will not be easily diverted and used by the public bureaucrat as a repressive tool. There are at least three groups of thought that influence efforts to reform public services, especially with regard to the generation of self-awareness of the public administrators so that they are more sensitive to the issue of quality and fairness. First, the emergence of new thinking in the study of political science / government stressed the need upheld the principle of governance centered on citizens (citizen - centered government) and honest government (fair) and unfair (equity) as reflected through the concept of Total Quality polities-TQP (Frederickson , in Osborne, 2002). Second, public administration reform movement of thought called New Public Administration movement pioneered by Marim (in Qodari, 2007), continues until now. Third, public administration reform movement is more radical, namely Reinventing Government movement (spearheaded by Osborne and Gaebler 2002) is by many considered to have succeeded quite brilliantly combines the Total Quality Management (TQM).

Countries in order to achieve its objectives, it must require a device called the state government and administration. In this case the government was essentially a service to the community. He could not be held to serve themselves, but serve the community and create conditions so that every member of society to develop abilities and creativity (Rashid, in Thoha, 2007). In the paradigm of "the dichotomy of politics and administration", by Wilson, (in The Liang Gie, 2001) , confirmed that the government had two different functions, namely political functions related to policy making (public policy making) or a statement of what the country desires, and administrative functions related to the implementation of these policies.

Ethics in the context of the bureaucracy by Dwiyanto (2005: 188), says that: "the bureaucratic ethic portrayed as a norm guidelines for the bureaucrats in performing their duties in the public service". Ethics bureaucracy must put the public interest above personal interests, groups, and organizations. Ethics should be directed at policy options that truly put the interests of the wider community.

While the understanding of public services provided by the bureaucracy was a manifestation of the bureaucratic apparatus functions as a public servant and the servant of the state. Therefore, the intention of the public service in order welfare society. In this regard, (in Indrawijaya, 2000), said that the public service as the provision of services (airport) for citizens who had an interest in the organization in accordance with the basic rules and procedures had been established. Efforts to realize the ideals of national need seriousness to uphold democracy in the life of the nation. Meanwhile, for toward democracy was a process (democratization) long, the seeds need sowing-seed, preserved, nurtured and developed, so that it can become mature and grow independently. Therefore, it was necessary to have awareness of the various components of the nation to always act and behave democratically. Changed attitudes and behavior become a democrat was not easy back your hand, because there was one thing that was difficult to deny that man is basically conservative, so there was a

tendency to maintain everything he used to do, even if it's a bad habit. The biggest challenge to be faced in the future was necessary to change behavior (shifting of behavior) that are in line and consistent with the reform agenda and not stuck to repeat the mistakes of the past.

Several studies have been done related to leadership in creating bureaucratic reform that emphasizes public service ethics, among others: research conducted AgusSudibyo, 2010. The results of this study found that, the bureaucracy is expected to play a strong role across the country plan has been decided in the policy public. However, in practice the role of state government bureaucracy often doubtful to be able to turn on and dynamic democratization process, because of the nature of any bureaucracy certainly not dynamic. Further explained that the Indonesian bureaucracy was not qualified, it becomes a very heavy burden for the state and society. Indonesian bureaucracy was an institution who spend more than produce. As a hotbed of corruption and theft, the bureaucracy is the biggest contributor to the country's financial crisis. Really a ridiculous irony that the country suffers a crisis but the managers can live rich and luxurious.

The development of a society that increasingly dynamic, in line with the level of life was getting better, has increased awareness of the rights and obligations as citizens in public life, state and nation. Society was increasingly critical and daring to propose desires, demands, aspirations, and control the performance of the government. People are increasingly bold demands public bureaucracy to change positions and roles (revitalization) in providing public services. The problem is, until more than a decade, still be prohibitive bureaucratic reform is characteristic of government bureaucracy that still feel as a dominant class in society.

According to AgusSudibyo, although in the context of media, but it can be used as a reference that the bureaucracy running in place. Affirmed, even though the times have changed and the political situation has changed so much, not so with the government's perspective on the media. Transformation had not happened culture that make government officials more appreciative of the public's right to information and freedom of the press. In the body of our bureaucracy, unborn new adequate understanding of public space that is autonomous from state intervention as well as on social media functions. Apart from a number of assumptions above, but in fact the bureaucracy was still favored to run the organization in achieving its objectives. Thus, the characteristics and mentality static patronage proper not always was the scapegoat to be pessimistic and skeptical in fix government bureaucracy. For essentially the most important thing to do in the reform of the bureaucracy was to cut the negative characteristics in the bureaucracy, by upholding the democratization of communication for the people's welfare.

3. Research Methods

The location study was PDAM with the object of study reform bureaucratic leadership related to the management and provision of facilities and infrastructure (plumbing facilities) in fulfilling fend for many people, especially in PDAM Makassar. In this case, a company or institution both public and private-are required furtheringmaximizing the performance in various ways, especially regarding leadership and good management to achieve the maximum goal. The method used is a qualitative descriptive study and utilize data and information that includes

writings, documents, articles, journals, discussion, observation, and interviews with management, as well as society as a customer. The data analysis includes the steps of data reduction, data presentation and verification. The conclusion had drawn after not finding information about the focus of the investigation. In the analysis of these data, the authors used a qualitative descriptive analysis, to comprehensively explain the empirical conditions selected, based on data and facts gathered during the study.

4. Results and Discussion

Regional Water Company (PDAM) was one of the business units belonging to the area, which was engaged in the distribution of clean water to the general public. PDAM contained in each province, district and municipalities across Indonesia. PDAM a local company as a means of water providers were supervised and monitored by the executive and legislative apparatus area. Water Company managed in a modern state had existed since the Dutch colonial era in the 1920s under the name *Waterleiding* while the Japanese occupation of the water company named *Suido Syo*.

Reform Leadership in scope PDAM Makassar City

The idea of this bureaucratic reforms in the sphere of leadership PDAM Makassar city, because of the conditions of the government bureaucracy and community characteristics that influence the behavior of the bureaucracy, the bureaucratic reform in the sense of the efforts made slow. Community characteristics inherent in bureaucracy resulted in communication patterns that are built are not democratic, more aligned to the elite of state power.

Characteristics of a bureaucratic culture affect one's communication patterns in the interaction, and this will be more apparent when dealing with people from different cultures or groups. In this context, the dominant class of bureaucrats with the culture and society in various subject obligations to state forces. The two parties had a differentiation that makes it difficult to carry out reform of the bureaucracy in government institutions. Related to the leadership reforms in PDAM Makassar, according to the interview with the Managing Director (CEO) dated July 25, 2015, Hamzah Ahmad said the water company officials' competency test is the last gift for the board of directors' PDAM the term of office will end in 2015. It was emphasized that the test results this competence be the last gift to the board of directors of taps that ended his term and became the final recommendations of directors, to reform leadership in the taps.

Further explained that, in another was attempt to improve leadership in PDAM Makassar was through an auction office as a form of rapid response to set up the apparatus so as to work optimally in accordance with the vision and mission of Makassar City Government today. This program should be supported to set up the apparatus that would qualify. This was in line with the views Osborne, the strong party bureaucrats, investors may speak the language of rights and have all the rights they need to live, while the weak are considered inappropriate to have or claim their rights. With such conditions, it is difficult for the government bureaucracy to provide services to the public were better as people's expectations. Public services, typically involving identity services, health, education, and economics. In short public

service was all documents regarding property rights and economic rights.

In the management of PDAM there were some things that need to be considered, namely transparency of financial management IT systems, utilizing online media every transaction between taps and customers. According to one informant (Ibrahim Saleh, Secretary of Makassar) in an interview on July 27, 2015, requested that all employees of PDAM Makassar to improve discipline and performance. This was emphasized in order to improve employee discipline in the scope of PDAM Makassar. Discipline should be a whip to all government officials and employees of the City of taps in improving discipline and performance.

Reform of leadership within the scope of PDAM Makassar, held at the beginning of the leadership of new Mayor and Deputy Mayor, Mohammed Ramdhan Pomanto and Syamsu Rizal, to improve discipline and performance in work and provide the best service to the community. Menurut Ibrahim, who served as acting. General Director of PDAM Makassar, he had instructed the General section and the section Staffing taps, to perform evaluation and analysis of the workload and make the admonition to employees taps undisciplined. If it turns out there are already saturated work, we will find the successor, and that process was already underway discovered there are no discipline, chances are we'll Stop.

Associated with the bureaucratic system that emphasizes the ethics of public service, more emphasis on reducing water wasted due to leaky pipes, the revitalization of the pipeline and the addition of new pipelines. "Third, the network connectivity between the electricity, water, telephone and arrangement of drainage system sparring of vital needs of residential and office space, making holding taps with the division of three zones of the region clean water sources are also associated with government services, assuming closer taps with customers. It was recognized that the provision of clean water as one of the basic needs remain a priority in PDAM Makassar, therefore there are three characters that will need to be considered, namely, the area east of the Talloriver, the central region between Tallo and Pettaraniriver, and the area next Pettarani and Jeneberang River. This zone requires three treatments to meet the needs of clean water residents of the city of Makassar, was utilizing sources of clean water from Tallo river, to manage saltwater into fresh water ready for consumption (Tallo Barrage), utilize well water in, and utilizing water resources Jeneberang, as was done today.

Leadership Model in accordance with the Principles of Professional Bureaucracy

Such reform was not a new thing in organizational dynamics. Because, by running a government bureaucracy that was in accordance with the substance of the bureaucracy, was one of the factors that support the achievement of bureaucratic reform in government, in particular the Government of Makassar. Reform of the bureaucracy was included reform leadership in this research focused on leadership management PDAM Makassar. This problem was the character of the institutional and bureaucratic leadership that emphasizes personal interactive communication patterns and democratic reform jargon extremely rare although nearly every time we hear. Therefore, if the reform of the bureaucracy as supporting the democratic state, the bureaucratic reform should go back to

Max Weber's ideal type model, to minimize the weaknesses that shackle and institutionalized.

In an organizational perspective emphasizes the social aspect, the bureaucratic leadership hide behind rules and not put people in equality. Citing the opinion of William J. Reddin (in Asep Kartiwa, 2005), The 3-D Management Style Theory, "leadership style bureaucracy in general orientation of light duty, weak ties, paying attention to the rules or procedures for their own sake, and for want to maintain and monitor the situation with using rules and procedures, they often look very cautious. If the bureaucratic leadership model, the negative connotation is maintained, it would be worried for improving government performance in providing better services to the public.

Recognizing this, the leadership and personnel reforms in government institutions, especially in the sphere of taps should minimize the negative values mechanistic society and generate forces and leaders who favor the interests of the public. Looking for the ideal model of leadership in the government bureaucracy, must go back to the meaning of Max Weber's ideal bureaucracy. Therefore, appropriate that emphasis on reforming apparatus and government agencies to erode the shackles of bureaucratic as any deviation ideal implementation of government organizations.

Various attempts have been made to restore the government of Makassar PDAM problematic conditions in the last three years, but there were many obstacles to overcome. One of the efforts was made by the government with the enactment of a basic policy gave greater authority to local governments in order to explore, exploit and develop its resources as possible. Under the regulations, the area was given the power to fully develop the territory, where the central government had little contribution to provide assistance to local governments. The local government should strive to improve its financial performance. Based on this reliable management should exist in each company. Where the success of the operation, performance and viability in the long term depends on decision of the management team. In addition, management also need to do an assessment of financial performance per period.

Based on the results of the performance of the management team can find reciprocation of the company, especially PDAM Makassar. If the public services do not improve, then the bureaucratic reform that also carry hard to achieve good governance. In a study of the United Nations Development Program (UNDP), good governance is an agreement on setting state created jointly by governments, civil society and the private sector for the realization of social welfare. Efforts to improve were service to the public and create the power of civil society, the necessary bureaucratic leadership that was able to interact and communicate with the entire community. Leadership in the perspective of communication was a communication activity to affect people in order to cooperate in achieving its intended purpose. Correspondingly, Leadership was the ability to influence the process of interaction through talks or by the behavior of others.

Another weakness in the bureaucracy, human resources (SDM) were underutilized because of suspicion, fear of retaliation, and of competition. In addition, the factual aspects of the use of technology, the bureaucracy cannot assimilate new technology, in this context can be in communication technology, with the job at hand. If adopted the technology, necessary negotiations were very long-winded and approval continue to be based on

the structure of an Organization, regardless of the immediate need.

Bureaucracy can change the structure of human personality in such a way that the organization became dull and gray. Communication patterns varied and tend to run no less varied linearly. Employees should be subject to a variety of organizational rules were completely rigid and mandatory. As a result of further was interactions and public service less attractive, monotonous, easily taking repressive measures. Often feel always true and real progress, similar to the motion a cycle that never developed progressively. Bureaucracy is always refers to an ideal factor in running the organization, as well as a reference to govern well. However the problem of character bureaucratic was not separated from the nature of a paternalistic society bound by the value of the collectivity. As a result, the organic working system as established by the bureaucracy becomes difficult to implement.

The results of this study found that, reforming the system of bureaucracy especially regarding leadership PDAM Makassar later overwritten the problem should have a planning severe enough to realize the structure of government in the city of Makassar with integrity, trust and as well as having the ability truly professional in order to realize "Makassar become a World City". Makassar City bureaucrats are ordinary people who also need to be reminded if there were they forget in their duties as servants of the people, which meant that we support the realization of the reform of the bureaucracy of Makassar, particularly in the sphere of taps. However, it would be disappointed if they then reminded the government by way of voicing the aspirations through the method of street parliament must deal with the police for alleged defamation, or disturb the comfort of the public, when they stood streets only deliver a little message to be heard because of the unavailability of an open forum that can bring the government to its people.

Should be understood that, the streets as the last place pour complaints of the people, if the government has been blind to the state of his people and deaf people will be screaming grief, but perhaps it was a bit of a way to hack the student movement and the people who did not receive services from the government. The restoration of the city of Makassar to head the world is one of the work program should be supported by all levels of society for the sake of comfort for all residents of the city of Makassar. This is in line with the slogan *Makassarta* which means the city of Makassar belongs to us all and the progress of Makassar is the responsibility of us all. But is it possible can be achieved if the indicator in the embodiment of a good city requires three important dimensions, namely Economy, Ecology, and Social Equality, it is still far from expectations if further be detailed.

Indicators to assess the merits of urban planning involves the use or the arrangement of appropriate land, energy efficiency, management of drainage still arguably worse, the air quality is not healthy in the middle of dense vehicles in the city which led to increased air pollution and traffic congestion in the city of Makassar, management transportation is not well ordered, the provision of green open space in the city is not just a manifestation of the city's cleanliness Adipuratrophies but really realize the Makassar city green, clean and comfortable. Regarding leadership taps as explained Director of PDAM Makassar, Ibrahim Saleh ordered the personnel department to evaluate the workload of all employees. Lazy employees come to work or not to focus on the task immediately identified for

replacement (the interview dated July 27, 2015). In addition, instruct to be implemented admonition against employees taps undisciplined.

5. Conclusion

Observing the results of research and discussion above, it can be concluded as follows: (1) the reform leadership of PDAM Makassar carried out at the beginning of the leadership of Mayor and Deputy Mayor of the new, Muhammad RamdhanPomanto and Syamsu Rizal, to improve discipline and performance in work and provide the best service to the public; (2) bureaucratic system main public service ethics with the division of three zones of the region to clean water was also related to the public service system, which assumes taps closer to the customer. It is recognized that the provision of clean water as one of the basic needs remain a priority in PDAM Makassar; (3) models of leadership in accordance with the principle of public service that was professional efforts and measures to minimize negative values mechanistic society and generate forces and leaders who favor the interests of the public. Looking for the ideal model of leadership in the government bureaucracy, must go back to the meaning of Max Weber's ideal bureaucracy. Therefore, appropriate that emphasis on reforming apparatus and government agencies to erode the shackles of bureaucratic as any deviation ideal implementation of government organizations.

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