

Democratic Relation of Local Bureaucracy, Public Participation, and Sampean Watershed Forum in Public Service Performance

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Policy of Sampean Watershed Integrated Management in Flood Disaster Mitigation
in Bondowoso Regency

ABSTRACT

This paper is intended to describe that the idea of democratic public administration in the policy of Sampean watershed integrated management in flood mitigation in Sampeyan watershed area can be related to the trust and closeness indicators between local bureaucracy, public participation and Sampean watershed forum through social capital functionalization. The uniquenesses of this paper are: *first*, this is a critical review of the concept of new public service paradigm, and social capital theories in the study of democratic relations of public service performance. *Second*, this research expands the indicators of public service performance, so this measures not only the achievement of organization internal programs and activities but also externally uses indicators of service quality to citizens. The paper findings are as follows; *first*, local bureaucracy, public participation, Sampean watershed forum provided a significant effect on the disparity of democratic relationships of public service policy performance. *Second*, there was a tendency that the social capital (values of trust and closeness) could increase the quality of democratic relationship between local bureaucracy, public participation and Sampean watershed forum.

Keywords: social capital, democratic relationship, local bureaucracy, public participation, public service performance.

1. Background Research

The satisfaction of the needs of goods and services by government/state to society is a substantial problem in the area of public administration. This considers that the consequence thereof is related to the definition of public administration itself that substantially is social cooperation activities within the social structure in order to realize the optimization of common public purposes. In the context of social cooperation activities is the beginning of relation between government (bureaucracy) with the community. Meanwhile, the notion of realizing common public purpose optimization is related to the fulfillment of quality of goods and services to society that can be measured by the quality of public service performance. At this meeting point, the discourse of bureaucracy and society relation on public service performance becomes very essential, at least to identify an adequate conceptual meaning.

Demand for quality service of public services, particularly at the level of local government relating to the capacity of its resources, is significant especially if connected with the fact that the community needs vary. The fact of incomprehensive and unholistic achievement of public service performance by local government becomes the meeting point between conception and empirical facts above should be a concern.

An example which still becomes a real urgent problem is the low performance of Sampean watershed as an ecosystem and public institutional arrangement, so it is presumably one of the main causes of natural disasters related to water (water related disaster). Thus, it can be understood that the flood disasters that ever occurred in Sampean watershed were caused by high runoff and were also caused by the low quality of the Sampean watershed management policy performance causing land exploitation activities by population in the uplands mostly located in Bondowoso Regency (Suparno, 2009).

Historically flash flood disaster in the area of sampean watershed occurred on February 5, 2002 resulted in the overflow of five rivers, namely Bluncong River located in Bondowoso Regency, Deluwang River, Selowogo River, and Gupri River in Situbondo Regency and Sampean Eiver (Situbondo and Bondowoso cross river). This fact caused damage and loss for communities and local government, in particular Local Governments of Bondowoso and Situbondo. According to the study of Indonesian Disaster Data and Information on National Disaster Mitigation Agency (BNPB) (<http://dibi.bnpb.go.id>), it was recorded that at least 38 people died, 6 persons missed, a total of 12 houses were swept away and lost in 3 districts, while damaged houses were in 13 districts, with a total of 65 houses were washed away and severely damaged. Therefore, the estimated costs necessary to rehabilitate the damaged infrastructure reached hundreds of billions of rupiahs.

Limited capacity of resources of government and local government to provide public services needs especially in flood disaster management in Sampean watershed inspired the use of concept/paradigm of democratic public administration/new public service (NPS) in the policy performance. According to this paradigm the public as citizens is assumed to have sufficient resource capacity to meet their needs through synergy and collaboration with other stakeholder resources.

Based on the NPS concept, one of the created products is developing a policy plan of Sampean

integrated watershed management, particularly in the aspect of mitigation (risk reduction) of flood on the basis of the Regulation of Minister of Forestry Number: P.26/Menhut-II/2006 on Guidelines for Planning of Integrated Watershed Management. Integrated watershed management is one priority focus of Medium Term Development Plan (RPJM) of Ministry of Forestry Years 2010-2014. Interrelated and integrated land use between upstream, watershed environmental conditions in the middle and downstream is important to undertake if the managed watershed is regency cross watershed. The integration of watershed management is carried out by government, society, and business enterprises (Ministry of Forestry, 2009). Therefore, the existence of the institutions of Sampean Watershed Management Agency (BPDAS Sampean) Bondowoso Regency holding the tasks of central government in the region, Regional Disaster Management Agency (BPBD) Bondowoso Regency, Plantation and Forestry Department of Bondowoso Regency as well as communities in the uplands (Wonobojo Village, District of Klabang Bondowoso Regency) have an important role as the major actors in the policy performance of Sampean watershed integrated management in the aspect of flood disaster mitigation.

In the dynamics of policy performance of Sampean watershed integrated management in the aspect of NPS perspective oriented flood mitigation, the idea of pro-participation is strengthened by the presence of nonformal institution of Sampean watershed forum. This forum consists of stakeholders from government, community figures, NGOs and business institution. Sampean Watershed Forum was formed through Regent Decree number 990 Year 2006 on the Establishment of Coordination/Consultation Forum of Sampean Watershed Bondowoso Regency, which has the main tasks and functions as partner institution of local government to support Sampean watershed management, particularly land rehabilitation and soil conservation.

The major tasks and functions of Sampean watershed forum indicate that the local government/bureaucracy wants to build a relationship of trust and institutional collaboration with and among citizens. Thus, policy performance relation building of Sampean watershed integrated management in the aspect of flood mitigation covers three elements; that is, local bureaucracy, community and Sampean watershed forum. Based on the empirical phenomena, the pattern of performance relation of public service that occurs is on basis of the NPS concept and social capital. Therefore, at this meeting point, a synergy between governance and social capital is needed in the current empirical perspective that leads to democratic relation domain between bureaucracy, public participation, and the Sampean watershed forum.

However, what becomes a question is that in the social structure in the upstream Sampean watershed in Wonobojo Village, District of Klabang Bondowoso Regency, the definition that the citizen is a condition of the independent/civil society in fulfilling its needs as stated in NPS (serve citizen) draft and social capital is not found. This means that the existing form of social capital is not genuinely public but there is a government intervention/regional bureaucracy. Thus, it can be viewed that the role of the local bureaucracy is still dominant in shaping social capital of sampean watershed forum.

Hence, the critical question is: 1) Does this mean that the local bureaucracy has repositioned its role in line with the NPS draft? and 2) Can the variants of social capital (Sampean Watershed Forum) function as a lever to improve the quality of democratic relationship pattern of public service performance?

Therefore, in general, the purpose of this paper is to explain how the notion of the intervention of NPS concept at local bureaucracy and public participation can be connected to ideas about trust and closeness of social capital of Sampean watershed forum. In particular, this paper aims to: 1) identify the simultaneous and partial influence of local bureaucracy, public participation and Sampeyan watershed forum on the inequality of democratic relationship pattern of Sampean watershed integrated management in the aspect of flood mitigation, 2) undertake synthesis of functionalization trend of social capital on the improvement of the quality of democratic relationship pattern of policy performance of Sampean watershed integrated management in the aspect of flood mitigation.

Theoretically, the results of this paper are at least significant for the development of the theory of public policy according to the principles of democratic public administration. In terms of practical significance, this paper is expected to be used to expand perspectives for stakeholders to restructure the pattern of democratic relationship between local government, communities, and Sampean watershed forum in the implementation of the policy performance of public services as mandated by law.

2. The Concept of Relation Pattern of Bureaucracy and Public Participation from the Perspective of Public Administration

The age of concept of relation of bureaucracy and public participation is predictably as old as the history of the development of the science of public administration itself. This is understandable because at each development of public administration science that discusses the role of government and society in the governance of public policy, the relations of those actors will automatically occur.

The concept of relation of bureaucracy and public participation started with the early development of the study of public administration by Woodrow Wilson (1887), Frank J. Goodnow (1900), and Leonard D. White (1926) who were pioneers of the discipline. Wilson stated that public administration was initially considered to

have political and administrative significances.

Meanwhile, the development of public administration in Indonesia was initially influenced by the dichotomy. However, in practice, this dichotomy theory is difficult to apply in Indonesia. The processes of political and administrative activities can hardly be separated though distinguishable. These conditions resulted in the tendency of the public administration processes often performed by the monopoly and dominance of central and regional government/bureaucracy (Thoah, 1993).

Some of definitions of the term bureaucracy are, among others, presented by Reiher Von Stein (1821), Martin Albrow (1996), Max Weber (in Albrow, 1989), which in principle argue that bureaucracy is the overall organization of government or public administration that functions to carry out the government duties, development and community service in various units of government organizations to create a public welfare.

The relation pattern of bureaucracy dominance on the performance of public services has experienced the first shift since the existence of new public service (NPM). Basically, NPM paradigm approach, according to Ott, Hyde and Shafritz in his book *Public Management: The Essential Readings (1991)*, NPM emphasizes that the meaning of "public administration is a profession, and the public managers (bureaucrats) are as practitioners of the profession". There are three principles: 1) emphasizing more on performance measurement than the policy implementation process, 2) focusing more on competitive services through semi-autonomous public organizations or contract system with the third-parties (businesses) rather than through services by the bureaucracy, and 3) providing freedom public managers to work as colleagues in the private sector (Christopher Hood, 1991).

From the above explanation, it can be concluded that the NPM paradigm concept of the relationship between bureaucracy and public happens is as in the relationship between producers and consumers/customers in the private sector. Quality of public services given by the bureaucracy is measured through customer satisfaction. So it can be said that public participation in the performance of public service policy still has not happened.

The existence of the concept of Public Participation in the realm of public administration is recognized in subsequence to the presence and paradigm of the NPS thinking. The concept of public participation is clear in accordance with the principles of Denhardt and Denhardt (2003) thoughts on the *serve citizens, not customers*:

"the public interest is the result of a dialogue about shared values rather than the aggregation of individual self-interest. Therefore, public servant do not merely respond to the demands of "customers", but rather focus on building relationships of trust and collaboration with and among citizens" (Denhardt & Denhardt, 2003:45).

The principles of thoughts of Denhardt & Denhardt (2003) win scientific supports such as Gary L. Wamsley, and James F. Wolf (ed), (1996), in his book entitled *Refounding democratic public administration: Modern paradoxes, postmodern challenges*. The book emphasizes the importance of the concept of democratic government that prioritizes public participation in public administration. Little (1996) in a book entitled *Thinking Government: Democratic Bringing Awareness to the Public Administration* explains the conception of democratic public administration by describing the consequences of three substances of democracy: first, government of the people, which means that the government will bring legitimacy to public administration. Second, government by the people, meaning assuring the representation of public administrators and public administration accountability to the community. Third, government for the people; it means that public administration will surely run the public interest, not the interests of bureaucracy. Cheryl Simrell King and Camilla Stivers (1998:195) in their book *Government is Us: Public Administration in an Anti-Government Era*:

"Government is Us, that is a democratic public administration that involves active citizenship and active administration".

From the above explanation, it can be concluded that from the point of view of the relation pattern in NPS paradigm, what occurs is the recognition of the public political rights as citizens to be met by the government that are impossible to perform in the previous paradigm (NPM). Thus, this phenomenon indicates that there has been a paradigm shift in the pattern of relations, which initially in one direction from the government to public shifts into the democratic pattern.

3. The concept of Social Capital of Sampean Watershed Forum from the Democratic Public Administration Perspective

Sampean Watershed Forum is interpreted as a social capital because the nature of the forum contains aggregate actual resources or potential bound to realize durable tissue, so it institutionalizes a mutual acquaintance (Bourdieu, in Yustika, 2006). Sampean Watershed Forum, based its functions, can also be viewed as a compound entity that covers several aspects of the social structure and facilitates certain actions of actors in the structure.

Meanwhile, the communitarian view similarizes social capital with the presence of local organizations,

such as Sampean watershed forum (Woolcock and Narayan, 2000). According to Woolcock and Narayan, the substance of this view is the assumption that the level of trust and closeness is a social capital within the context of organization that can be used to achieve common prosperity. Thus, this perspective can be used to help analyze the role of Sampean watershed forum on public service performance by focusing on social ties as a tool to help people use and manage natural capital or local natural resource (Sampean watershed) in the aspect of flood mitigation.

Therefore, this study confirms that what is meant by social capital in the context of this analysis is a wealth of value whose domain is on public entities with different variants. The variants of social capital can only be value building element of the entity segregation created by the community members. Sampean Watershed Forum is one of the public entities, in which it can reject or put on the social capital existing on the outside entities.

From the description of the theory of social capital mentioned above, it can be concluded that there has currently been a shift in the roles of the state which are increasingly narrowing in the context of democratic public administration. Hence, the public entity in terms of other actors other than the state becomes more important. Actors outside the state in this context are in line with the informal forum of Sampean watershed formed by the local government. The phenomena of Sampean watershed forum as a public entity established by the local government and not by the independent community as stated in the concept of social capital are then called the variants of social capital.

4. Concept of Democratic Policy Public Service Performance

In principle, the concept of democratic performance of the public service policy is more directed to measure the performance of public services policy on the basis of NPS paradigm. NPS Concept clearly states that the concept of performance measurement of democratic public service policy must be reviewed from the aspects of government/ bureaucrats and public participation.

Furthermore, according to the NPS perspective, public service performance is the level of achievement of the implementation of an activity, program or policy in achieving targets, goals, missions and visions of the organization of public services provided by the government, including the operation and distribution of government goods or services through the effective and efficient use of resources, by providing adequate space and authority for the public involvement/participation directly in every decision-making of public service policies. The policy decision may include the planning, implementation, until the process of monitoring and evaluation of services.

Therefore, the concept of policy performance measurement of public services based on NPS is an effort to include the values of democratic values (public participation) in the benchmark of public service policy performance as well as shifting the NPM paradigm. As described above that benchmark of the performance of public services from the perspective of NPM places bureaucracy as a manager of a private organization and public as customers. Thus, from that understanding, Osborne and Plastrik (1997) argue that the performance of public services from the perspective of bureaucrats can be examined from the aspect of purposes, incentives, accountability, power, organization culture.

The aspects of purpose are related to the lack of bureaucrat understanding of the organization's visions and missions, so that the behavior, work orientation do not run in line with the visions and missions of the organization. While the aspects related to incentives is the lack of particular attention on the bureaucrats who have gained a good achievement, so it gives an impact on low ability of bureaucrats in carrying out their duties. The aspect accountability is the ability of the organization to account for all the authority, organizational resources, the resulted policy on an objective assessment from individual/agency and the public who give the tasks.

Meanwhile, the performance of public services from the perspective of public is mostly affected by the flow of managerialism and consumerism that views public as consumers or customers as in the private sector. According to Potter (1988:154), there are five principles of substance of responsiveness in the public service: 1) access; public deserves to have knowledge of the criteria toward the political representation which should be implemented and why, 2) choice, the quasi-market system (not fully in accordance with the rules of market) in the public service will be able to expand the option "choice" of public service users. Potter also proposes additions of public service delivery systems to obtain quality services such as easy complaints system, independent watch of external parties, publication of performance indicators publicly known about how far the service unit can meet the needs of service users/receivers, and client protection, 3) information: the receivers or users of public services need information on: the existence of service, service goals, offered service standard or quality, the right to use service and complain if it is not satisfactory, the way services and decision making are organized, the decisions taken and reasons for making the decisions, 4) redress; the presence of publicity and responses to complaints, and 5) representation, consumers should get involved in all stages of the decision-making concerning their interests. However, Potter's opinion mentioned above cannot be fully applied at least in

the opinion of Hambleton and Hoggett (in McKewitt, 1999:41-42) who state: 1) some types of public services either *de jure* or *de facto* are obligatory, so the consumers do not have the freedom to choose, as in Indonesia for the service of Identity Card (KTP) administration which is provided only by the District Office, 2) monopolistic public services, 3) limited citizen access due to limited budgets and resources, 4) the complexity of public needs, 5) lack of communication between service providers and citizens as the recipients of the services, causing difficult condition for building trust, 6) some kinds of artistic and recreative public services require a comprehensive measurement of service quality not only from economical aspect, 7) the difference in understanding the concepts of "voice" and "exit" in the theory of Hirschman between public and private sectors.

In the context of accountability of organization/government institution, the measurement of the performance of local government bureaucracy in Indonesia is nowadays regulated in Presidential Instruction No. 7 Year 1999 on Government Institution Performance Accountability (AKIP) which states the Government Institution Performance Accountability Report (LAKIP). In principle, the concept of the performance report, as pointed out by Rahmat Salam (2003:66-67), is based on managerial strategy of the balanced scorecard (BSC) of the Robert S. Kaplan and David P.Norton (1996) which is defined as: a set of measurement that provides a comprehensive view of business to managers quickly in the complex environment to succeed in the competition (in Rivai, Veithzal, et al., 2009:599). The performance benchmarks are carried out through four perspectives (Robert S. Kaplan, David P.Norton, 1996:21-22): 1) financial performance measures the organization performance in gaining profits and market value, 2) customers satisfaction measures how the enterprise organizations can satisfy customers 3) internal business processes measures the performance of an organization by seeing how the company organization can produce the products or services effectively and efficiently, and 4) learning and growth are the company's ability to innovate and continue to grow in order to compete in the future whose development of measures contain causal relationship either directly or indirectly.

Thus, this fact shows that AKIP is based on NPM paradigm. So, to measure the performance of public services of Sampean watershed integrated management policy in flood mitigation in Bondowoso Regency, it is better to use benchmarks of AKIP adopting democratic values such as serve citizens, not customers and to reduce customer satisfaction benchmarks. This is important because it will illustrate clearly the patterns of democratic relations developed between government actors, communities and Sampean watershed forum.

5. Conclusion

In general, this paper is important and interesting because it attempts to explain how the idea of intervening democratic public administration (NPS) on Sampean watershed integrated management policy in flood mitigation in the area of Sampean watershed can be connected with the ideas of trust and closeness in the pattern of democratic relations between the actors through the functionalization of social capital of Sampean watershed forum built in the social structure dominated by the local government/bureaucracy. Meanwhile, on the other hand, there are political and social rights of citizenship that demand social equality in the administration of local government to make joint decisions and control of public service policies that have been guaranteed by law.

The description of this paper shows that the system of public service performance relationship involves not only the element of government/bureaucracy and public participation but also the elements of Sampean watershed forum. In this context, sampean watershed forum was once interpreted as non-governmental institution that embodied the values of social capital. Sampean Watershed forum is one of aggregate forms of actual or potential resources bound to realize a durable network, so it institutionalizes the form relationship of acquaintance (Bourdieu, in Yustika, 2006). In this sense, what is meant by an aggregate resource is the components of government, society, and other stakeholders in the of Sampean watershed forum.

Relying on the above definition of social capital, it can be firmly said that the basic idea of social capital is different from the understanding of concept of public participation in the NPS. The meaning of the concept of public participation in the context of the NPS focuses more on the individuals/groups with the absence of bond values of "trust" and "closeness" which are institutionalized like the institutional arrangement of social capital.

Thus, this paper shows that the pattern of democratis relations that occur in policy performance of Sampean watershed integrated management in flood mitigation is influenced not only by the variable of local bureaucracy and public participation but also by the variable of Sampean watershed forum. This is important because it proves that Sampeyan watershed forum functions as a lever in the pattern of democratic relations of public service performance.

Hence, it can be said that the explanation above also denies the assumption which states that one of forms of public entities of Sampean watershed forum is worried to reject the existing social capital to the external entities such as regional bureaucracy and other citizens. There is a synergy between these three variables in order to improve the quality of the patterns of democratic relations of public service performance.

Based on the description above, in the end it can be concluded that there is a mutually beneficial/positive relationship between social capital and democratic relations between local bureaucracy,

public participation and Sampean watershed forum on public service performance of sampean watershed integrated management in flood mitigation in Bondowoso Regency. There is a positive correlation between values of "trust" and "closeness" of public entity and democratic relations in public service performance. This means that there is a tendency in the pattern of relations in public service performance; the higher the quality of social capital among local bureaucracy, citizens and Sampean watershed forum, the higher the quality of democratic relation pattern. And vice versa, the lower quality of social capital among local bureaucracy, citizens and Sampean watershed forum, the lower the quality of democratic relation patterns that occur.

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