Effect of Implementing Bureaucracy Reform, Apparatus Competence, and Organizational Commitment to The Quality of Public Service in North Gorontalo District

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Abstract

Bureaucratic reform is intended as an effort to increase the leadership capacity, knowledge, skills and attitudes of the apparatus as a public servant apparatus, all of which lead to concrete efforts from the role of government institutions in improving the quality of public services. This study uses a quantitative approach with ex post facto methods, primary and secondary data collection techniques. Processing the respondent's data using the Ms Exel program and the SPSS version 21 data processor Softwer, in order to analyze the respondent's profile including, Gender, Education level, Characteristics of respondents based on position group, and Characteristics of Respondents based on tenure The process of data analysis stages using the PLS-SEM method. The results showed that bureaucratic reform had a positive and significant effect on Organizational Commitment, where the resulting t-statistic value was 5,197 greater (> 1.96) than the t-table value, and alpha was significant at 5%. Apparatus competence has a significant effect on the quality of public services, where the resulting t-statistical path coefficient is greater than the t-table value of 2.974> 1.96. with an alpha significant level of 5%. Organizational Commitment has a positive and significant effect on the Quality of Public Services, where the resulting t-statistical path coefficient is greater than the t-table value of 4.554> 1.96 with a significant alpha level of 5%.

Keywords: bureaucratic reform, public service, competence, commitment

INTRODUCTION

Efforts to improve public services through bureaucratic restructuring and government institutions that are accountable, transparent and of quality have been running since 2010, which was marked by the implementation of national bureaucratic reform. Until now, the implementation of national bureaucratic reform initiated by the Ministry of PAN and RB, RI has entered the second phase which was marked by the preparation of the 2015-2019 Bureaucratic Reform Road Map Document through PERMENPAN No. 11 of 2015. In the Road Map, 3 (three) targets and 8 (eight) areas of change for the 2015-2019 bureaucratic reform are defined. A closer look at the birth of the Road Map for Bureaucratic Reform as explained above, which consists of 3 (three) targets and 8 (eight) areas of reform change, indicates that it turns out that at the regional government level, most of its services are still problematic and receive a lot of public attention. According to the Indonesian Ombudsman, the Regional Government is still in the first rank as the institution with the most complaints from the public during 2014, where 30% of the complaints submitted to the Ombudsman were related to the performance of local government services from various fields. This condition is not much different from the quality of public services in Gorontalo and North Gorontalo Provinces in particular. Based on the publication of the Indonesian Ombudsman regarding a survey of compliance with service standards and competence of public service providers in Indonesia in 2016, it has become one of the provinces with very poor compliance levels. The assessment indicators from the Ombudsman include 9 (nine) variables, namely: service standards, service announcements, public service information systems, facilities and infrastructure, special services, complaint management, performance appraisal, vision, mission and service motto, and attributes. Of the 9 (nine) Ombudsman assessment indicators above, Gorontalo Province received a bad predicate and was in the "Red" category and was only able to rank 30 out of 33 Provinces in Indonesia (RI Ombudsman, 2016: 5). Meanwhile, the Ombudsman of Gorontalo Province has also provided an assessment where based on the results of the assessment from 5 districts in Gorontalo Province, the compliance value obtained by North Gorontalo District is still far from the set standard. Nationally, North Gorontalo District is in the 161st position out of 199 Regencies, with a score of 44.93. This acquisition puts North Gorontalo District in the red zone, which means that the local government's compliance with Law 25/2009 is low. Gorontalo Province Ombudman (accessed December 21, 2018).

When compared with other district governments in Gorontalo Province, North Gorontalo District is in the last position below Boalemo Regency which managed to crawl up from the red zone in 2017 to the yellow

zone this year with a score of 52.60. In line with the Indonesian Ombudsman, the Ministry of Apparatus Empowerment and Bureaucratic Reform also evaluates the performance of public services in government agencies both at the central and regional levels by looking at all aspects related to the implementation of performance management in government agencies and focusing on efforts to provide useful results. public services as a form of accountability for the performance of government agencies.

The things that cause the low quality of public services in Gorontalo Province and especially in North Gorontalo District in general, among others, are due to inadequate budgets for the provision of facilities and infrastructure needed in the framework of public services so that it affects the readiness of service provider organizational units in responding. public needs, as a result services become ineffective, slow and unprofessional. In addition, the competence and quality of service personnel resources that are still low also affect so that the support of the apparatus is not optimal in providing services. This can be seen from the low level of compliance with the fulfillment of public service standards based on the evaluation of the Indonesian Ombudsman Representative of Gorontalo, generally due to the high dependence of the Regional Government in Gorontalo Province on budget allocations for the provision of public service facilities and infrastructure from the Central Government and the low competency of human resources. public service providers. The low competency of human resources for administrators is not much different from the results of a survey in 2008 on the management capacity of structural (echelon) officials in the Gorontalo Provincial Government through a questionnaire showing that there are several managerial competencies that need to be improved in the future, this managerial competence includes planning, budgeting and coordination.

Talking about bureaucratic reform in philosophy is intended as an effort to increase the leadership capacity, knowledge, skills and attitudes of the apparatus as a service apparatus for the community, all of which lead to concrete efforts from the role of government institutions in improving the quality of public services. Meanwhile, current and future ASN competencies are directed at forming change leaders who serve in the context of supporting bureaucratic reform in order to realize good and clean governance. This should be of concern, because bureaucratic reform is seen as an important leveraging factor in the development of a nation, even for developed countries, bureaucratic reform is a process that does not stop and is carried out continuously. It takes a leadership that has the capacity in the dimensions of Managerial Skils and Leadership Skils that are reliable and in tune with the cultural environment and the behavior of the local community in carrying out government, community and development tasks, which of course will continue to improve the quality of public services. Thus it can be said that the quality of public services is at least influenced by the variable implementation of bureaucratic reform and the behavior of state civil servants towards public services that have been previously described. However, whether these variables really have an effect on improving the quality of public services, this is what attracts researchers to conduct research with the title "The Effect of Bureaucratic Reform Implementation, Apparatus Competence, and Organizational Commitment on Public Service Quality in North Gorontalo District".

THEORITICAL REVIEW
Public service
According to Philip Kotler, quoted by Tjiptono (2002: 23-24) defines service or service as any action or action offered by another party which is basically intangible (intangible) and does not result in certain ownership. The production of services may or may not be related to physical production. Gronroos in Ratminto and Winarsih (2006: 2) which defines "service as an activity or a series of activities that are invisible (cannot be felt) which occurs as a result of interactions between consumers and employees or other things provided by the company providing services intended to solve problems / consumers." According to Moenir (2002: 26-27), "public service is an activity carried out by a person or group of people based on material factors through certain systems, procedures and methods in order to fulfill the interests of others according to their rights. David Osborne and Ted Gaebler (in Dwiyanto, 2006: 26) need to strive to improve public services by the government bureaucracy, namely by giving the private sector more participation, because they realize that the government belongs to the people, not the people belonging to government power. Dwiyanto (2006: 32), offers the concept of centralizing public services at the Regency / City level and streamlining service bureaucratic units at the District and Village / Kelurahan levels. This needs to be done because the bureaucratic structure is no longer relevant to efforts to improve the quality of public services that are currently accepted by society. The provision of services in the foremost government unit is even if necessary, directly at the Village / Kelurahan level and covers all scopes of public services that are the government's obligations.

According to Dwiyanto (2006: 16), there are three reasons behind that public service reform can encourage good governance practices, namely: First, improving the performance of public services is considered

important by all stakeholders, namely; government, user citizens, and market players. The government has an interest in efforts to improve public services because if it is successful it will improve legitimacy. Improving public services that will reduce bureaucratic costs, in turn, can improve the welfare of user citizens and the efficiency of market mechanisms. Second, through the implementation of public services, the government, user citizens and market players interact intensively, so that if the government manages to improve the quality of public services, the benefits can be felt directly by the public and market players. This will increase public and market players' trust in the government. Third, the values that characterize good governance practices; efficiency, fairness, transparency, participation and accountability can easily be measured in the practice of public service delivery. Government officials can begin to develop a public service system that is efficient and fair, transparent, accountable and participatory.

Service basically has a simple goal, namely customer satisfaction. Therefore, the services provided must pay attention to quality. In the perspective of Total Quality Management (TQM), quality is viewed more broadly, where it is not only the aspects of results that are emphasized, but also includes processes, environment and people. This is clearly seen in the definition formulated by Goetsch and Davis (1994) in Tjiptono (2002: 4), namely that quality is a dynamic condition related to products, services, people, processes and the environment that meet or exceed expectations. The initial concept of service quality relates to tangible assets such as physical facilities. During its development, the measurement of service quality began to include intangibles and increasingly took up a portion of physical facilities. According to Tjiptono (2008: 51), the concept of quality is often considered as a measure of the relative goodness of a product or service which consists of design quality and conformity quality. Design quality is a function of product specifications, while conformity quality is a measure of how far a product is able to meet predetermined quality requirements or specifications.

Triguno (1997: 76) argues that quality is a standard that must be achieved by a person or group or institution or organization regarding the quality of human resources, the quality of work methods, processes and work products or products in the form of goods and services. Thus, quality means satisfying to those served, both internally and externally, in the sense of optimal fulfillment of customer / community demands. In line with this thought, Montgemery in Abdussamad (2016: 12) defines quality as all products that are in accordance with the wishes of its users. In this case, differentiating product quality into two, namely design quality and conformity quality. Design quality reflects whether a product / service has a intended appearance, while the quality of suitability reflects how far the product / service actually fits or is in accordance with the design intent.

Therefore Gaspersz (1997: 4) distinguishes the notion of quality in two senses, namely conventional definitions and strategic definitions. The conventional definition of quality describes the characteristics of a product such as: performance, reliability, ease of use, aesthetics and so on. Meanwhile, the strategic definition states that quality is anything that is able to meet customer wants or needs. Based on these two definitions, it can be seen that basically quality refers to the main features, both direct features and attractive features that meet the wants and needs of customers and everything that is free from deficiencies and damage.

To understand the different definitions of quality from various experts, Lavelock (1994: 23) classifies the notions of quality into five perspectives, which explains why quality can be interpreted differently by different people. The five kinds of perspectives are:

1) Transcendental Approach, which views quality as innate excellence, where quality can be felt or known, but difficult to define and operate.
2) Product Based Approach, which considers that quality is a quantifiable and measurable characteristic or attribute.
3) User Based Approach, which views that quality depends on the person who sees it, so that the product that satisfies one's preferences the most is the product with the highest quality.
4) Manufacturing Based Approach, which views quality as conformance with requirements. In the service sector, it can be said that the quality is operations driven.
5) Value Based Approach, which views quality in terms of value and price by considering the trade off between performance and price, quality is defined as "affordable excellence".

The concept of service quality was further developed by research conducted by Parasuraman, Zeithaml, and Berry (1985: 49) which produced a "gap model". This theory identifies four gaps (gaps) that need to be considered in every public service, namely: (1) the gap between services perceived by management and services expected by consumers, (2) management's perceptions of consumer expectations and what is captured by subordinates. employees, (3) the concept of service that is understood by employees with their communication and activities in providing services to consumers, and (4) the actions of service providers with services that are perceived by consumers. Other research results as stated by Gronroos in Abdussamad (2016: 16), which identify service quality from the relationship between corporate image, technical quality and functional quality.

Organizational Commitment

Employees / Employees are the backbone of every organization or company, the expression is heard a lot and has a deep meaning. The success of public organizations / companies in achieving their goals cannot be separated from the role of employees / employees, because employees / employees are not only objects in achieving organizational goals but also as subjects or actors. In addition to the role of employees, there are several factors that can also affect Organizational Commitment so that the organization can perform high. Some experts express their opinions, including according to Mahmudi (2005: 20), that the factors that influence organizational performance include: Personal / individual factors, including: knowledge, skills, abilities, self-confidence, motivation, and commitment that each individual has. Leadership factors, including: quality in providing encouragement, enthusiasm, direction, and support provided by managers to team leaders.

According to Ivancevich, Konopaske, and Matteson (2008) states that "Organizational commitment is a sense of identification, involvement, and loyalty expressed by employees towards their organization. Yulk (2006) states that organizational commitment is an employee's approval of an organization's decision or request and takes serious steps to carry out the request or implement the decision according to the organization's interests. According to Luthans (2006) Commitment is defined as: a) a strong desire to remain part of a particular organization member; b) the desire to try hard according to the wishes of the organization; c) certain beliefs, and acceptance of the organization's values and goals. In other words, this is an attitude that reflects employee loyalty to the organization and a continuous process where members of the organization express their concern for the organization and its continued success and progress.

Dessler (2003) states that organizational commitment is the identification of employees towards the agreement to achieve the mission of the unit or the mission of the organization. Allen and Meyer (1997) state that organizational commitment is a belief that binds employees to the organization where they work, which is indicated by loyalty, involvement in work, and identification of organizational values and goals. Meyer and Allen (1993) in Cut Zurnali (2010) "Organizational commitment is defined as a psychological state that characterizes the employee's relationship with the organization or its implications that affect whether employees will remain in the organization or not, which is identified in three components, namely Affective Commitment. (Affective Commitment), Continuance Commitment and Normative Commitment "

Apparatus Competence in Improving Public Services

According to Lako and Sumaryati, (2002: 37). "Believes that quality human resources are human resources with at least four characteristics, namely: (1) having adequate competency (knowledge, skills, abilities and experience); (2) commitment to the organization; (3) always act cost-effectiveness in every activity, and (4) congruence of goals, namely acting in harmony between personal goals and organizational goals. According to Robert A. Roe (2001: 73) as follows; Competence is defined as the ability to adequately perform a task, duty or role. Competence integrates knowledge, skills, personal values and attitudes. Competence builds on knowledge and skills and is acquired through work experience and learning by doing ". Competence can be described as the ability to carry out a task, role or task, the ability to integrate knowledge, skills, personal attitudes and values, and the ability to build knowledge and skills based on experience and learning. According to Spencer and Spencer (2007: 84), competence shows the characteristics that underlie behavior that describe motives, personal characteristics (distinctive features), self-concept, values, knowledge or expertise brought by a person who has a superior performance (superior performer) in place. work.

According to Moeheriono (2012: 5), competence can be defined as a characteristic that underlies a person in relation to the effectiveness of individual performance in their work, or the basic characteristics of individuals who have a causal relationship or as a cause-and-effect with criteria that are used as references, are effective or perform prime or superior in place. work or in certain situations. "A competency is an underlying characteristic of an individual that is causally related to criterian referenced effective and or superior performance in a job or situation." The basic characteristics of a person that influence the way of thinking and acting, make generalizations about all situations at hand, and last long enough. in humans). According to Wibowo (2007: 110) states that competence is the ability to carry out or perform a job or task which is based on skills and knowledge and is supported by the work attitude demanded by the job.

RESEARCH METHODS

This study uses a quantitative approach with the ex Post Facto method, because it will analyze the magnitude of the influence of the Implementation of Bureaucratic Reform and Apparatus Competence, both directly and indirectly on the quality of public services.

   The data collection technique is a method used by researchers to obtain data in a study. The types of data collected in this study consisted of: Secondary data obtained through documentation and literature studies of various important publications or notes that were used as references in supporting the analysis and discussion of research results related to research variables. For the study of documentation in this study, it consisted of a Community Satisfaction Index survey document, a job analysis document and a LAKIP evaluation document as well as document in each OPD. As well as documents or other references in the form of statutory regulations, ministerial regulations, technical guidelines, regional regulations, which are related to research variables. Primary data. which is a source of data obtained directly from the original source (not through intermediary media), where the primary data can be in the form of an individual or group opinion of the subject (person), the results of observations on an object (physical), events or activities, and test results. In this research, the techniques or methods used by researchers to collect primary data use survey methods in the form of distributing questionnaires or questionnaires that are distributed in various ways, including directly delivered by researchers, in each OPD or delivered at budget evaluation work meetings and implementation of programs / activities in the quarter I, II, III and IV quarter.

   The process of processing and analyzing data in the study begins by examining all respondent data in the form of a questionnaire that has been distributed and collected by researchers from various OPDs within the Government of North Gorontalo District, which is then carried out through two stages of data processing, namely: The first step is to process the respondent's data using the Ms Exel program and the SPSS version 21 data processor Softwer, to analyze the respondent's profile, including gender, education level, respondent characteristics based on position group, and respondent characteristics based on tenure. Latan & Ghozali (2012: 33-38) process the stages of data analysis using the PLS-SEM method.

RESEARCH RESULTS AND DISCUSSION
Research result
Some of the stages in analyzing data with a reflective indicator model according to the researcher do not have to be sequential, it can be done directly based on the level of the needs of the researcher. Thus based on the results of the PLS algorithm calculation, the structural model of the Influence of Organizational Commitment, Internal Control on Financial Performance of Gorontalo District Government with Apparatus Competence in Compiling Renja as an Intervening variable can be seen in Figures 1 and 2 as follows:
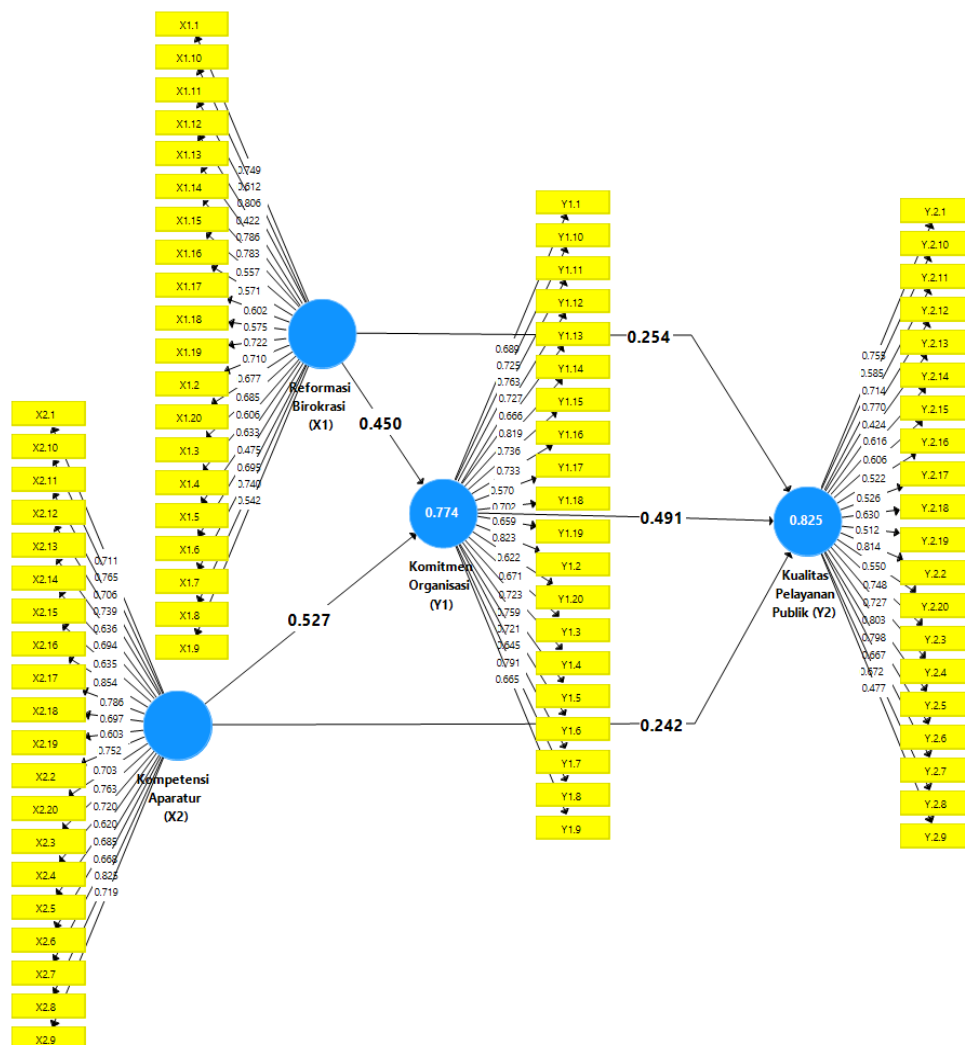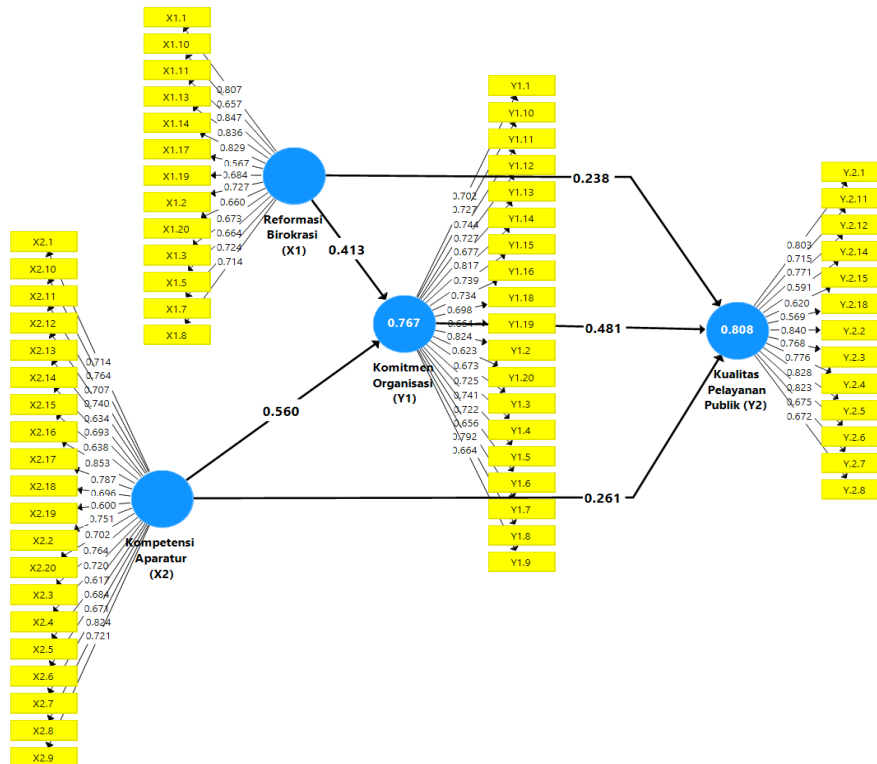
Fig. 2. Model Fisrt Order Reflective Indicators after Model
Improvement adopted Chin (1998) and Newsted
(1999) and was developed by researchers

Figures 1 and 2 above show the output of the research model and the loading factor value in each variable indicator construct before and after the model refinement is carried out, with the PLS Algorithm, which will then be analyzed through the Outer Model Evaluation stage (Measurement Model). Inner Model) and Hypothesis Testing.

Findings of a Strategy Model for Improving the Quality of Public Services

Basically the findings of this research model are born from a number of problems analyzed based on the results of hypothesis testing supported by theory, expert opinion, and some previous research findings, which are then linked to strategic issues of public service policy in the regions, which according to this modeling researcher. become a solution or become a role model offered by researchers to the North Gorontalo District Government. With the issuance of Permenpan No.11 of 2015 concerning the 2015-2019 Bureaucratic Reform Road Map, it indicates that the implementation of bureaucratic reform has a very important role in supporting the implementation of national development. Without the support of good governance, development targets as embodied in the Grand Design may not be achieved properly. According to Yuddy Chrisnandi (2015) that: The success of bureaucratic reform is not only about documentation, but must be able to be felt by the whole community. The success of implementing bureaucratic reform is not only on procedures or reports, but on

how the people we serve can feel the impact of change for the better. That is the true meaning of Mental Revocation in the field of the apparatus.

For this reason, Presidential Regulation Number 81 of 2010 concerning the Grand Design of Bureaucratic Reform 2010-2025 mandates that the preparation of a road map document for bureaucratic reform needs to be carried out every five years. With this Road map document, of course, it will provide strategic direction so that the bureaucratic changes that are expected to be even better can be realized. With this road map together we can monitor the progress of the implementation of bureaucratic reform both at the national level and in the respective regional governments. In the 2015-2019 National Medium-Term Development Plan (RPJMN), the final goal in the next five years is expected through reform of the government bureaucracy to move to a performance-based government stage and by 2025 it is hoped that the government will move to a dynamic government structure as described in Figure 3. as follows:
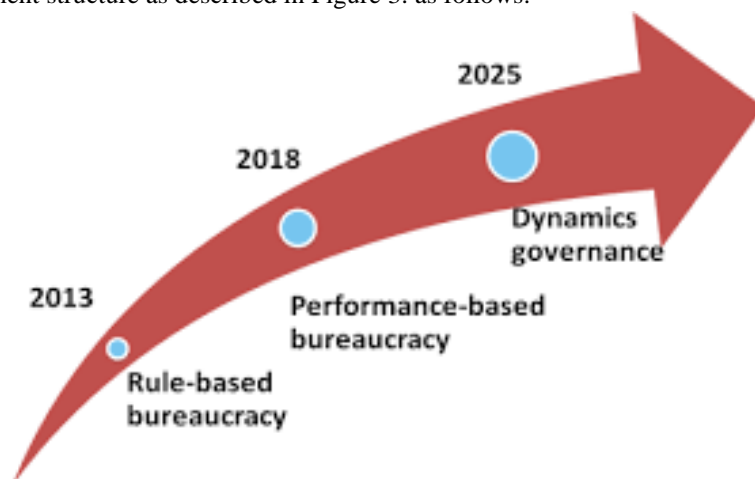

Figure 3. Long Term Objectives of Implementing Bureaucratic Reform

What is meant by performance-based governance according to Permenpan Regulation No.11 of 2015 concerning the 2015-2019 Bureaucratic Reform Road Map is marked by several things, including:

a. The administration of government is carried out with an orientation to the principles of effective, efficient and economical;

b. Government performance is focused on efforts to achieve outcomes (results).

c. All government agencies implement performance management which is supported by the application of an electronic-based system to facilitate management of performance data;

d. Each individual employee has a clear contribution to the performance of the smallest work unit, the work unit above it, to the organization as a whole. Each government agency, in accordance with its duties and functions, also has a measurable contribution to the overall performance of the government

Several types of services have the right to assess, reject and sue anyone who is politically responsible for the provision of public services based on the provisions of the applicable laws. This is in line with the concept as The New Public Service (NPS) developed by Janet V. Denhardt and Robert B. Denhardt in 2003. It cannot be denied that the public demand for improving service quality is a performance barometer for service provider and service organizations. Public service performance can be improved if there are "exit" and "voice" mechanisms. The "exit" mechanism means that if public services are not of good quality, the public as consumers must have the opportunity to choose other public service providers that they like. Meanwhile, the "voice" mechanism means that there is an opportunity to express dissatisfaction with public service providers. This New Public Service Approach is in line with the "Exit" and "Voice" Theory, which was previously developed by Albert Hirschman. The theory of "Exit" and "Voice" is in line with the explanation of Law No. 25 of 2009 concerning Public Services that the provision of public services is an activity or a series of activities in order to fulfill service needs in accordance with statutory regulations for every citizen and resident for goods, services, and / or administrative services provided by public service providers.

CONLUSION

Bureaucratic Reform has a positive and significant effect on Organizational Commitment, where the resulting t-statistic value is 5,197 greater (> 1.96) than the t-table value, and alpha is significant at 5%. The results of this test mean that with high commitment at all levels of North Gorontalo District government officials,

implementing the Bureaucratic Reform will run well, and have a huge impact on transforming the system and work mechanism of the organization as well as the mindset (mindset) and culture (method). work) ASN individuals become more adaptive, innovative, responsive, professional, and with integrity so that they can meet the demands of the times and the increasing needs of society, especially in the implementation of good governance, good governance and clean government. Bureaucratic Reform has a positive and significant effect on the Quality of Public Services, where the resulting t-statistic value is 3,341 greater (> 1.96) than the t-table value, with a significant alpha level of 5%. The results of this test mean that the quality of public services will improve / increase if the implementation of the Bureaucratic Reform in the North Gorontalo District Government runs well. As has been explained at the outset that bureaucratic reform is essentially an effort to reform and make fundamental changes to the governance system, especially regarding aspects of improving public services, aspects of simplification of institutions (organizations), management (business processes) and human resources of the apparatus. Apparatus competence has a significant effect on the quality of public services, where the resulting t-statistical path coefficient is greater than the t-table value of 2.974> 1.96. with an alpha significant level of 5%. The results of this test mean that the better or higher the level of competency of human resources for the apparatus, as measured by the level of knowledge, understand the scope of tasks / work, the procedures for implementation Understanding of responsibility; The suitability of variations in knowledge held with knowledge in carrying out tasks; Then Skills determine how to complete the task / job, determine the best procedure for carrying out the task / job; Completing tasks well; Predict the results of the implementation of tasks / work; as well as having an attitude (attitude) upholding organizational ethics, having a positive attitude (friendly and polite) in acting shown by every official providing and administering public services within the regional apparatus organization (OPD), the North Gorontalo District Government will affect the quality of public services, which in the end, the increase in the value of the Community Satisfaction Index (IKM) as assessed by an independent institution, the Indonesian Ombudsman.

Organizational Commitment has a positive and significant effect on the Quality of Public Services, where the resulting t-statistical path coefficient is greater than the t-table value of 4.554> 1.96 with a significant alpha level of 5%. The results of this test mean that the quality of public services in North Gorontalo Regency will increase if the officials in the OPD environment have a strong commitment, as an effort to organize good governance (good governance) and clean government (clean government). The Organizational Commitment referred to here includes Affective Commitment, namely the desire of employees to remain part of the organization, Continuance commitment is a commitment based on rational needs and Normative commitment is a commitment based on existing norms within employees, containing employees' confidence in their responsibilities towards the organization.

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