

Educational Bureaucracy Innovation in Kudus District, Central Java Province, Indonesia

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Abstract: This research focuses on bureaucracy innovation and public serving at educational field in Kudus, Central Java province, Indonesia. It aims to as follows: describing and analyzing bureaucracy innovation performance of public service in educational field, analyzing what do encouraging and obstacle factors?, increasing public service in educational field. The research site is; Assa'idiyyah and Taman Siswa special skill middle school in Kudus district. This research uses qualitative descriptive method with selecting informant uses purposive method, the technique of analysis is comparison method between operational bureaucracy innovation technique and public service bases on real phenomenon. This result shows are: Computer Based Test in Kudus district has been done well. The conclusions are: examining coordination by Computer Based system is more efficient than paper based test, encouraging factors of this act is district head commitment together with its staff for bureaucracy innovation and educational practitioner enthusiasm, in this term is teacher, students and other education staff, public services aspects can be increase bases on: transparency, accountability, conditional/flexibility, similarity right/doesn't discriminative. The government suggested to more increase their infrastructure facility supplying computer based test and educational training of information technology capability for teacher and staff.

Key words: Bureaucracy innovation, computer based test, education, government, public service and skill middle scholl

INTRODUCTION

This research focuses on educational bureaucracy innovation in Kudus district, Central Java Province, Indonesia. It aims to as follows:

- Describing and analyzing bureaucracy innovation performance of public service in educational field
- Analyzing what do encouraging and obstacle factors?
- Increasing public service in educational field

The research site is Assa'idiyyah and Taman Siswa special skill middle school in Kudus district, the other is Education Department, Youth and Athletic in Kudus district.

Bureaucracy reform appears as complete effort and comprehensive for public service restoration quality (bases on President Regulation No 81 in 2010 about Grand Design Indonesian Bureaucracy Reform in 2010-2025). The bureaucracy reform basic aiming to effort bureaucracy performance restoration, through increasing regulation quality, efficiency, effective and

accountability entire government performance aspects and public service quality together with Indonesia image universe.

Societies complaining for the lack of public service quality are one of indicators showing hasn't been satisfied service by bureaucracy apparatus. Assertion and society necessity are the challenge for bureaucracy to able give the best service while doing its function well. For that reason bureaucracy institution has to apply upgrading strategy that is responsive society necessities bases on the best public service quality.

This phenomenon signal for society that educational bureaucracy performance hasn't complete their work well, efficient and effective into giving educational service for societies. Bureaucracy and government educational performer need to exam repeatedly for operational activities not only regularly but also improving public service quality. It needs creativity, innovation into bureaucracy performance of giving service that is hoped by societies.

Kudus district is one of many government district or city in Indonesia has to increase public service quality for societies in educational field especially for middle

education. Therefore, it is interest if the research about public service bureaucracy innovation in educational field done at many skill middle schools in Kudus district, Central Java Province, Indonesia.

Previous research: The standards for developing computerized-assessment required equivalent test scores to be established for the Paper Based Test (PBT) and Computer-Based Test (CBT) modes. However, in most studies, the two modes were nearly identical, yet significant differences of test scores were observed. Therefore the validity of replacing PBT with CBT in educational assessment was questioned. This study employed an achievement test, a psychological test and a motivation questionnaire in a Solomon four-group design to examine validity of the CBT and its effects on test performance and motivation. The findings of this study provide evidences for the issue of CBT's validity in educational and psychological assessment.

Eko Prasjo and Teguh Kurniawan implement learning performance for innovation proactive poor society through free fee school as educational bureaucracy innovation program in Jembrana- Bali, Indonesia. This research entitled "Bebas Iuran Sekolah dan Jaminan Kesehatan Jembrana: Inovasi Pro Masyarakat Miskin di Kabupaten Jembrana (free school fee and healthy insurance in Jembrana: innovation proactive poor society in Jembrana district). This research uses qualitative descriptive method with deep interview strategy, FGD and documentation learning. The concepts that are used conclude innovation program, best practices, leadership, continuity and gender equality. This result shows there is head district dominate into innovation program because it has political will and high commitment who involve local organization, efficient and effective program an all sectors and appear bureaucracy culture changing (Prasjo and Kurniawan, 2006).

Nigerian educational system has gone through various developments and changes viz-a-viz curriculum issues. The dynamic nature of the curriculum process informed the thesis of this paper which is innovations, curriculum development for basic education in Nigeria. Analysis of the Nigerian education sector reveals the challenges of incoherence in policy formulation and implementation. The selection and organization of curriculum content, curriculum implementation and evaluation, the development, distribution and use of teaching materials and the relevance of the curriculum to the needs of society are also problems associated with the Nigerian educational system. Therefore, the need for transformation in curriculum for all the educational levels becomes necessary. Sometimes it appears as if solutions

are on the way, at other times one feels that the education system is back in the doldrums. One positive note is that both the government and the people are seeking better ways of doing things and achieving results that would benefit the majority of the people. The study reviews aspects of curriculum process such as policy, analysis, objectives, content, evaluation methodology and implementation. The paper submits recommendation on further enhanced strategies that will help in the development of education in line with modern trends in curriculum issues. It concludes that for any meaningful advancement to be made in the education sector there must be conscious, deliberate, purposeful, directional policy formulation of the implementation of the curriculum (Ajibola, 2008).

Comfort OlufUNke Akomolafe accomplish research about innovation management into educational system in Nigeria that is mentioned in article entitled "Managing Innovations in Education System in Nigeria: A Focus on Creating and Sustenance of Culture in Innovation". Therefore existence necessity of educational system must have dynamic culture and future orientation while this research focuses on creating process and developing innovation culture at school. Through this literature study method and direct observation, Akomolafe states as follows:

- Developing culture innovation is increasing school quality and resisting productivity and efficient that has been reach
- Innovation is not only need developing to create creative individual but also innovative environment continuity
- The school leader has to create innovation culture
- Innovation at school is the real type of transformative educational system (Akomolafe, 2011)

Lea Hennala, Satu Parjnen and Tuomo Uotila doing research about innovation service process involve various actors. This research entitled: Challenges of Multi-Actor Involvement in the Public Sector Front-End Innovation Processes Constructing an Open Innovation Model for Developing Well-Being Services. It uses innovation concept, public sector organization and stakeholder with constructive research approach through combination of quantitative and qualitative analysis generate open innovation model. This model acknowledges main entire information outside and service user knowledge having potential generate new knowledge and additional value of innovation developing process (Pekkarinen *et al.*, 2011).

Literature review

Bureaucracy: Evers (1987) classifies bureaucracy into three terms as follows:

- Weberisasi beholds bureaucratic as rationalization process procedure of government and apparatus
- Parkinsonisasi beholds bureaucracy as growing or expanding civil servant amount
- Orwelisasi beholds bureaucracy as expanding competence government process aim to control economy activity and social society with regulation and enforcement if needed

There is many reason why does ideal bureaucracy term is seldom (not) appear into practice daily. First, the people aren't being part of organization. Second, bureaucracy isn't resistance in changing. Third bureaucracy is arranged just for rational people, while in fact they don't exchange each other for organization purpose daily (Perrow, 1979; Andhyka, 2008). Bases on this basic, Bendix concludes rational bureaucracy is more suitable and can stay alive in west countries than in east country (Zauhar, 2006; Eisenstadt, 1959) has classified bureaucracy concept into two views as follows:

- Bureaucracy concept as efficient and effective tool to realize certain purpose
- Bureaucracy concept as tool to reach, resist and implement authority

Inside relating with government implementation, bureaucracy as main thing public service implementation includes many development programs and government regulations. But in fact, bureaucracy that is meant to execute government general tasks and this developing, frequently it is implied by societies. Bureaucracy in construing government tasks and development (includes public service implementation) given impression of long process and complex whenever society has finished their business relates to government apparatus service. As the consequence, bureaucracy is always get negative image that don't have benefit for its bureaucracy progress (especially for public service). Therefore, to defend this bad image of bureaucracy, it has to do many changing attitude and behavior for example:

- Bureaucracy has to more priority character approach that is aimed for protection and public service; avoiding competence effect approach and capability

- Bureaucracy need to do organization refining characterize as modern organization, cutback, effective and efficient who able to distinguish priority tasks and doesn't it (including partition tasks that can be consigned to societies)
- Bureaucracy has to able and want to accomplish transition system and working procedure are more oriented into modern organization characteristics, for example, fast service, accurate, to be open with way of resisting quality, budget efficiently and on time
- Bureaucracy has to position as public service facilitator than innovation development agents (change of agent)
- Bureaucracy has to able and want to accomplish itself transformation than inflexible bureaucracy performance (rigid) becoming bureaucracy organization that is more decentralize arrangement, innovative, flexible and responsive

Bureaucracy in Indonesia: Bureaucracy in Indonesia basically arranged as rational bureaucracy with structural-hierarchy approach (weberian culture). Weberian approach of organization arrangement proceed into country apparatus performance today, classically clarifying rational bureaucracy importance that create efficient, effective and productivity through working division into hierarchy and horizontal balancing, it is determined bases on ratio volume and load and resource amount, included formality working structure and strict controlling. Within the advantaging, bureaucracy in Indonesia develop into linear vertical that means "regulation way and government strat from above to beneath" and responsibility start from beneath to above", together with its "Allegiance" because of it coordination across organization generally done formally but it is hard implemented. Bureaucracy in Indonesia is also still influenced "feudality" culture, Lock, centralistic, while indicated with arrogance competence, approximately welcome to critique, difficult to control effectively, so that it become easy way of corruption, collusion and nepotism known as KKN. Under this condition, it will be difficult for Indonesia in creating clean government and good governance (Mustopadidjaja, 2003).

In spite of, it isn't easy to understand bureaucracy reformation phenomenon in Indonesia. The specialist of public administration in Indonesia is also arguing about phenomenon understanding. Many specialists evaluate main bureaucracy reformation problem in Indonesia as human resource problem, either leadership commitment or quality and civil servant morality in general. In side of

other specialist more feature system as determining factor of bureaucracy reformation performance. In fact this reformation strategy is also defeated to implement these two aspects restoration. But, the fact about bureaucracy reformation performance hasn't satisfying until this time. This phenomenon indicates determining factors of reformation performance as long as doesn't give attention to scientist and policy maker into government bureaucracy. Caiden (1969) has remained this strong influence factors into reformation performance, so has Peters (1994) and Farazmand (2002). These meant factors are cultural. The culture gives great influence into reformation performance because reformation is very relates with faith, values and attitude that is adapted and developed into bureaucracy (Weidner *et al.*, 1970). One of cultural bureaucracy which is very important for bureaucracy reformation is innovation development into government institutions. It is very important because allowing bureaucracy to function dynamically and executing improvement. This study is intended to notice bureaucracy reformation relates to innovation culture of bureaucracy.

Bureaucracy innovation: Innovation is new relative concept in public administration literature. Bases on David Mars states that until 1996 doesn't find publication article from public administration who explain about innovation. Whereas classic literature who publish innovation concept into reformation concept are as follows: article entitled "Innovation in Bureaucratic Institutions" by Diamant (1967). Diamant's insight that political institutions, despite their relative inertia, are not static but caught between the force of their 'traditions' and pressures for 'innovation,' and that for this very reason they reveal both their quality as 'historical result' (Resultatcharakter) and as a 'historical process' (Prozesscharakter) is perhaps the most significant feature of his critical approach that "modified" Max Weber's comprehension of bureaucracies in contemporary society. This insight is at the root of his careful arguments in favor of improvement, innovation and development.

The other is book by Caide entitled "Administrative Reform", published in 1969. In this book, Caiden describe innovation as one part of reformation administration (administrative reform). Many articles starting notice innovation by public administration specialist. Merely innovation concepts aren't still sufficient into public administration field and administration reformation. Innovation is known in this field starting from a decade later.

The lack known of innovation concept in past time can be understood because reformation character is more basically bases on weber bureaucracy principles. In this Weber concept bases on Kelman. Bureaucracy needs obvious rules, hierarchy, specialist and steady environment. In this context, innovation is observed by bureaucracy apparatus government. Their obligation is implement rules that has been decided (rule driven). If innovation is implement inside of small intensity and limited level of head leadership. In this case as long as administration reformation who is approached through top down mechanism (Caiden, 1969). In 90 eras, New Public Management abbreviated as (NPM) starting move aside into weber hegemony concept into administration reform.

Then, reformation involves turning ways towards bureaucracy oriented in result, participant, customer who is moved by mission and decentralize. In the new eras, innovation is very appreciated by reformation supporter. The last development shows advantaging at innovation term usage in public administration field. For example in country likes Korea, innovation concept has been replaced reformation concept. Korean experience show that innovation implementation at this country has increased government performance quality in local level. The success sample likes Korea is also occur into innovation implementation in Canada. Whereas in China, innovation has been consider as part of China cultural. Innovation of bureaucracy is very support for economic and technology development in China today. All of this shows that important value of innovation for desiring transformation.

Public service: Public service is basically relates to aspect of society life broadly. In nationality life, the government has to function rendering many public services who is needed by society, starting from service of adjustment term or other services inside of fulfill society necessity. Public service is service activities who is done by its organizer as effort of fulfill necessity either service receiver or certainty rules regulation organizer where public service organizer is government institutions. In theoretic, public service aim to give society satisfy. To be able of giving satisfy service for society, service organizing has to fulfill service principles bases on (Ministry of Administrative Reform and Bureaucracy Reform No 63 in 2003) as follows:

- Transparency, availability, easy and can be accessed by all participants and supplied gratifying also easy to be understood

- Accountability, it can be accountable bases on rules regulation appointment
- Conditional, bases on condition and giver ability also service receiver with holding on to consistence of efficient and effective principles
- Participative, encouraging society participation into public service organizing to be notice in aspiration, necessity and society hoping
- Similarity assertion, doesn't discriminate that's mean it doesn't distinguish between ethnic, religion, group, racial, gender and economic background
- Assertion and obligation balancing, public service giver and receiver has to fulfill both of its parties

Bases on literature review above, it can be concluded that the effort of public service realizing includes past of term as follows: transparency, accountability, conditional, efficient, effective, participant, fair and assertion and obligation balancing between public service giver and receiver are needed innovative bureaucracy efficiently. It is prepared for employee or apparatus which having capability, loyalty, integrities and flexibility appearance.

MATERIALS AND METHODS

This research uses qualitative descriptive method by explorative-descriptive types. Research site, this research main site is:

- Assa'idiyyah and Taman Siswa special skill middle school in Kudus district
- several special skill middle schools in Central Java Province as comparison
- Office of Education, Youth and Sport in Kudus district

The research phenomenon which is observed as follows: innovation bureaucracy organizing includes national examination or known as UN bases on CBT in middle education filed is applied in Assa'idiyyah and Taman Siswa skill middle school in Kudus district orient to public serving; cutback structural; efficient time (fast serving, on time and accurate) and administration (cheap and attained); available in internal and external entry; decentralize into doing main task and institution function. The effect of bureaucracy innovation into public service is as follows: flexible/simple and friendly serving; responsive into necessity and dynamic of society changing; transparently, to be open, easy and can be access and provided properly for all participants needing; accountability, it can be accountable bases on rule

regulation appointment; conditional, bases on condition and giver or receiver capability through effective and efficient basic principles. Participative, encouraging society participation into public service organizing to be notice in aspiration, necessity and society hoping; similarity assertion, doesn't discriminate that's mean it doesn't distinguish between ethnic, religion, group, racial, gender and economic background.

These encouraging and obstacles factors into bureaucracy innovation organizing in educational filed can be seen bases on factors: leadership commitment; regulation; human resource; infrastructure and administration.

The data collecting technique in this research focus on individual interviewing or Focus Group Discussion (FGD) and documentation study. It is especially on relating dates with education in Kudus district for the duration of 2013/2013 and 2013/2014, also in other web which containing relevance material with this research. The data analysis is simplifies data process into easier to be read and interpreted field. This analysis uses qualitative descriptive method of interactive model from Miles-Huberman. By steps of as follows:

- Data reduction
- Display/data presentation
- Verification/conclusion base on inductive logic

RESULTS AND DISCUSSION

One of school in Kudus district has been accomplished National Examination known as UN base on Computer Basic (CBT), it is Assa'idiyyah Mejobo special skill middle school, Kudus. This is accomplished on Monday (April 13, 2015), accomplishing glibly, although in this first day of examination, there is student changes computer because of Uninterruptible Power Supply (UPS) trouble.

Muh. Handi Kusworo, one of student in Assa'idiyyah Mejobo special skill middle school has been met after national examination known as UN encouraging states after finishing answer 34 question, UPS is suddenly off because of touching his foot. He says that: "I was so nervous so that my foot touched this UPS computer incidentally and made it off, fortunately there is a ready computer stock, after that I didn't need long time for continue my exam in Indonesian subject examination". While, the headmaster, Mr. Ali Sodikin states "the first examination encouraging start from 07.30-09.30 am accomplishing glibly, all of supporting tools likes computer, generator set and server has been prepared. All

students have been practiced to carry out examination with computer basis so that they didn't feel nervous in operating this computer. Moreover, he says that "we also have examined this generator set so that when the electric was off, it will be ensured nothing problems". To participate in this examination, this school has not only prepared 40 main computers and 10 reserve computer but also two servers. The amount students joining in this examination are 119 students. He hopes for examination computer basis in session two and three accomplishing glibly.

For other school organizing CBT examination is Taman Siswa special skill middle school in Kudus. In the first time of examination that is done on (April 13, 2015), there is one student that has to do examination in skin beauty laboratory on this bed. The headmaster named Mr. Ki Sutrisno confirm about this truth condition, he says: "from 133 students, there was one student has to do examination in this laboratory because she was getting sick. The examination room is on third floor, because of her health condition doesn't possible to go toward in examination room, moreover it is prepared examination room in laboratory which has to be accompanied by one exam controller. Before doing this examination, Nova Paramitha Putri, student from office administration filed has contracted appendicitis sore". She purported got dizzy but all of question can be finished glibly. She says "Preparation for the national exam is also a potluck because health conditions I was rather annoyed".

Computer Based Test (CBT) is one of innovation in educational field based on progress of technological information applying. What does discussion of CBT in Kudus district have been proceeded or not through definition comparison of bureaucracy innovation operational and public service in educational field while its encouraging and obstacles factors according to case actuality.

Bureaucracy innovation principles into CBT applying have been implemented. This fact appears bases on condition that is observed directly as follows: orientation mindset into public service; cutback structure; efficient time (quickly service, accurate) and administration (cheap and attained); to be open with internal and external critique; decentralize into main task implementation and its function. This can be appeared into CBT applying encouraging factors as follows: the commitment of Kudus district head together with its staff into bureaucracy innovation and educational practitioner fighting, for example: teacher, students and educational staff. While obstacle factors are facility and infrastructure relates to national examination executing based on CBT system and

human resource which has information and technological skill capacity are limited. It can influence into public service as follows:

- Flexible/easy and kindness service. CBT implementation has to be flexible and simple for ready schools. This implementation hasn't doing at National Examination in 2015 but according to human resource and hardware technological readiness for its school
- Responsive into necessity and society change dynamic, for example: If any participants who getting sick, the school gives good service and full responsibility
- Examination result can be known transparently and can be access by all participant needed
- The Test conducting stick to accountability principle, can be accounted accordance with the legislation provisions
- CBT conducting is more efficient, because there isn't administration for paper supplying to manufacture exam questions

CONCLUSION

Bases on the discussion above, it can be concluded that bureaucracy innovation organizing and public service in educational filed into CBT type in Kudus district, Indonesia has done well because it has implemented bases on bureaucracy innovation principles and public service in educational filed.

SUGGESTIONS

It is suggested to increase educational budget function as these obstacle factors handling as follows: facility and infrastructure relates to National Examination implementing basis on CBT system and human resource limited capacity through facility infrastructure supplying needed along with educational training for human resource increasing capacity into information and technology.

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