

Public Service Quality in Banyuwangi District: A Study in Welfare Perspective

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ABSTRAK

Penyelenggaraan inovasi pelayanan publik harus memberi dampak kesejahteraan pada birokrat dan warga negara. Kesejahteraan pada birokrat agar meningkatkan disiplin dan patuh pada asas serta tujuan dari pelayanan publik. Kebiasaan birokrat meminta sesuatu demi stimulus percepatan dalam pelayanan merupakan contoh tidak mudahnya warga negara mendapat hak-haknya dalam pelayanan publik, sehingga menjauhkan warga negara dari aspek kesejahteraan. Penelitian ini untuk mendeskripsi, menganalisis, dan menginterpretasi kesejahteraan dalam penyelenggaraan pelayanan publik di Kabupaten Banyuwangi. Peneliti menggunakan pendekatan kualitatif berdasarkan pola konstruktif dan partisipatif. Data primer diperoleh dari hasil wawancara, dan data sekunder diperoleh dari hasil studi pustaka dan kebijakan-kebijakan pemerintah yang relevan dengan topik penelitian. Analisis data memanfaatkan aplikasi Atlas Ti 8.4.23, 2018. Hasil yang di peroleh dalam penelitian ini: (1) Perolehan penghargaan tidak sebanding dengan kenyamanan masyarakat dalam pelayanan publik; (2) Pemerintah Kabupaten Banyuwangi perlu membentuk kebijakan agar pemberian tambahan kesejahteraan pada birokrat Tenaga Harian Lepas tidak melanggar kebijakan yang ada; (2) Kesejahteraan pada warga negara dapat terealisasi jika mendapat pelayanan cepat, tepat, tidak diskriminatif, dan tidak terhubung makelar; (4) Perlu internalisasi dan implementasi sistem dan cara kerja pelayanan dalam perspektif paradigma administrasi baru dan ideologi Pancasila.

ABSTRACT

Administration Public service innovation must have a welfare impact on bureaucrats and citizens. Welfare for bureaucrats purpose to increase discipline and comply with the principles and objectives of public service. The habit of bureaucrats requesting something for the sake of accelerating stimulus in service is an example of how it is not easy for citizens to get their rights in public services, thus distancing citizens from aspects of welfare. This research aims to describe, analyze, and interpret welfare in the delivery of public services in Banyuwangi Regency. Researchers use a qualitative approach based on constructive and participatory patterns. Primary data was obtained from interviews, and secondary data was obtained from literature studies and government policies that were relevant to the research topic. Data analysis utilizes the Atlas Ti 8.4.23 application, 2018. The results obtained in this study: (1) Receiving awards is not commensurate with people's comfort in public services; (2) The Banyuwangi Regency Government needs to establish a policy so that additional grants to the welfare of the freelance worker bureaucrat do not violate existing policies; (3) Prosperity for citizens can be realized if service is fast, precise, non-discriminatory, and not connected to brokers; (4) It is necessary to internalize and implement systems and ways of working services from the perspective of the new administrative paradigm and Pancasila ideology.

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INTRODUCTION

The delivery of public services is in the interests of the government and the requirements of every citizen. Regulation number 25 of 2009 obliges the government at every level to provide services to every citizen in fulfilling all their basic rights and needs. Governments are considered to be parents and citizens as the children. The government serves citizens, not the other way instead. The implementation of public services must be guided by accountability, responsiveness, transparency, fairness, effectiveness, efficiency, and prosperity (Priyanto, et al., 2021).

Banyuwangi government has a high commitment to public service. Banyuwangi Regent regulation number 59 of 2017 directs public service activities in Banyuwangi Regency to be carried out at the Public Service Mall; so that every citizen gets service easily, openly, quickly, and can be supervised by all parties.

Innovation in public services is a demand that must be implemented and improved by the government at every level in providing services to the community. Because the public understands their rights and obligations in public services, the implementation of public service innovation must be dynamic and continue to develop (Eldo & Mutiarin, 2018).

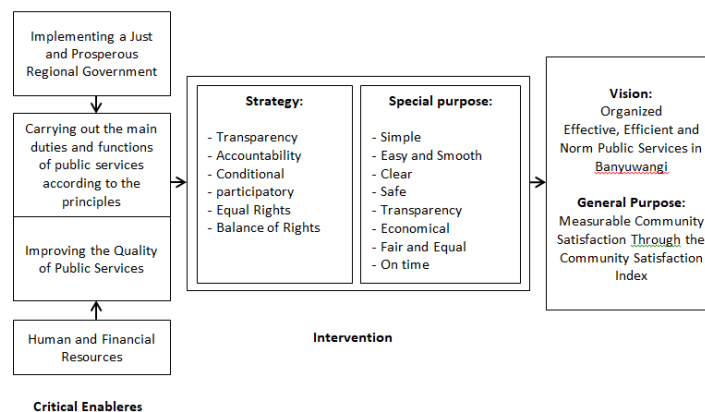
Banyuwangi Regency Government's commitment to the implementation of public services is manifested in the form of providing 263 types of services. Public Service Malls manage 213 types of public services (Public Service Malls, June 2020), and 50 excellent service innovation programs covering 4 aspects: government and public services, tourism, and creative, health and poverty alleviation, and education are managed by agencies owned by the Government of Banyuwangi Regency (Anas, 2020).

The implementation of public services by the Government of Banyuwangi Regency received positive appreciation from various parties. From 2011 to 2021, the Government of Banyuwangi Regency received 201 awards, both on a regional, national, and international scale. Those obtaining the award cannot be separated because the model and terms of service in Banyuwangi Regency are based on local wisdom, such as *gancang aron*, *ranting love*, *kanggo riko*, born *procot* with deed, smart *kampung*, to village flowers.

Each region has a wealth of different local wisdom. However, the success of service delivery in one area may not necessarily be successful in other areas.

The implementation of public services in Banyuwangi Regency is a mandate from Banyuwangi Regency Regional Regulation number 3 of 2006, and its amendments: Regional Regulation number 3 of 2007.

Figure 1.
Public Service Framework in Banyuwangi Regency



Source: Principles of Public Service in Banyuwangi Regency

Implementation that gives satisfaction is an important cycle in a policy. Figure 1 describes the implementation of public services in Banyuwangi Regency emphasizing the principles of democracy, nomocracy, and honest and transparent participation. This principle is used as the initial spirit because every citizen must get prime quality in the implementation of services according to the principles and objectives set by the Government of Banyuwangi Regency. In supporting excellent quality of service, the Government of Banyuwangi Regency strives to be consistent in providing information on service systems and procedures in a clear, friendly, non-discriminatory manner and provides compensation if service results are not appropriate.

The area of Banyuwangi Regency is 5,782.50 km², and is referred to as the largest area on the island of Java. The Banyuwangi regency government manages 25 administrative areas in the form of districts, in which there are 217 administrations in the form of villages. Banyuwangi Regency Government has a motto: *loyal to service for every prosperous citizen*. In public service discourse, service delivery must have an impact on welfare, both for bureaucrats and for citizens. Public services that are not prosperous have the potential to cause problems, so they must be stopped by knowing the causes so that they do not interfere with the expected goals (Hidayat, et al., 2023).

The Banyuwangi Public Service Mall is located in the capital city of Banyuwangi Regency, namely Banyuwangi District. The centralized service locus in a large area is an obstacle for citizens who live in remote areas and borders.

The Government of Banyuwangi Regency has thought strategically to shorten the distance by establishing service sub-units in several areas, namely the establishment of Public Service Markets in Rogojampi District and Genteng District, as well as the establishment of Fisherman Service Outlets in Muncar District and Purwoharjo District. Meanwhile, the management of 50 excellent service programs is implemented sustainably, starting from the district office to the village government.

The success of public service programs is not only due to the many types of services but also needs to be supported by implementer compliance (Noviana & Priyanto, 2023). Implementers who do not comply with the principles and objectives of public service lead to pathological behavior in public services so it has an unprosperous impact on every citizen who has an interest in obtaining services. Setiawan (2018) explained that the Government needs to strengthen organizational culture for effective services to the community and to realize

development.

Regional Regulation number 3 of 2006 emphasizes the principle of public service in Banyuwangi Regency based on transparency, accountability, participatory, conditional, guided by equal rights, and based on the balance of rights and obligations of bureaucrats as service providers and each citizen as the beneficiary of the service. Apart from that, Regional Regulation Number 3 of 2007 emphasizes that public service objectives must be based on norms, guidelines, and agreements.

The perspective of welfare in public services must be felt equally. Therefore, the welfare perspective needs to be associated with bureaucrats as service implementers and each citizen as a service requester.

Welfare for bureaucrats is seen from the receipt of Income Improvement Allowances, which are income other than the legal salary and allowances received every month. The welfare perspective on citizens (as applicants) is described based on the presence or absence of pathological behavior in public services, such as: slow, "paid underhanded," "bureaucratic," to service access restrictions. If citizens experience pathological rites in public service, society will not prosper.

Pathological behavior in the implementation of public services tends to be difficult to track and continues to increase (Priyanto & Noviana, 2023). Citizens who are directly or indirectly affected by pathological rituals in public service tend to keep secrets. As a result, pathology in public services continues to grow and take root like an iceberg in the middle of the ocean. What is visible is only a small part at the end, while what is not visible continues to grow and take root.

This scientific article examines the implementation of public services in Banyuwangi Regency based on the welfare perspective of the executors and citizens as the requesting party. The analysis and results obtained by researchers from the efforts to collect, develop, and classify data in a descriptive, comparative, and associative manner.

Literature Review

1. Government Bureaucracy

Bureaucracy is an important government instrument that has structures, tasks and hierarchies to provide welfare to citizen through the provision of goods and services, leaving personal interests behind.

From an epistemological perspective, bureaucracy is a translation of French, namely *Bureaucratie*. The word is divided from the acronym "bureau" which means desk or office, and "kratia" (cratein) which means power; government. In the description of government, bureaucracy is explained as a system or procedure for ensuring a mechanism and order in work.

Weber (1978) explains bureaucracy as a form of organization whose implementation is related to the goals to be achieved. Weber's view provides an understanding of the essence of bureaucracy as a system of authority that is determined based on rational principles from various forms of regulations in organizing work carried out by many people. This means that bureaucracy is related to the system in an organization or institution and has certain goals.

Rouke (in Sitindjak, 2017) calls bureaucracy an administrative system that is structured, has a clear hierarchical system, is carried out based on certain rules, and is carried out by people selected because of their ability and expertise in their field. Furthermore, Supriatna (2014: 53) explains government bureaucracy as the entire organization and management to carry out tasks and functions in various government organizational units, both departmental and non-departmental at central and regional levels for the provision of public services and development.

Endah and Vestikowati (2021) submit 5 characteristics of bureaucracy based on views Rouke (1979), namely: (1). There is a clear hierarchy and division of work; (2). Bind individually according to written and clear rules; (3). Carried out by full-time, lifelong, or professional employees; (4). Working government officials do not have rights to government facilities and infrastructure, finances, jobs and positions; and (5). live on salaries and the income they receive is not based directly on their performance. Based on this view, in bureaucracy there is a division of labor, hierarchical, paid by the government, and work according to the basic competency qualifications they have.

The main characteristics of bureaucracy based on Weber's view (in Mustafa, 2014: 17), namely: (1). Hierarchical administrative positions; (2). Position held according to competency; (3). Government officials who are accepted and placed are based on diploma background and pass examination procedures; (4). State civil servants receive a fixed income based on their rank and position; (5). Government employees' employment is limited by retirement; (6). Its officials do not have their own offices; (7). Its officials are subject to control and discipline; (8). Promotion according to consideration of above average ability.

Based on its interpretation and characteristics, it can be explained that bureaucracy is an organization that serves, and as a way for the desired goals to be achieved through systematic coordination in various activities. In providing services, bureaucracy is required to be effective, efficient, responsible, have clear rules and fixed procedures for the sake of service quality.

2. Implementation of Public Services

Citizen understand public services in simple terms, namely a service activity provided by the government. All matters related to goods and services provided by the government are called public services. Public services have broad implications for all aspects of life, both for citizen as well as the government itself.

Law number 25 of 2009 states that public service is an activity or series of activities to fulfill service needs based on statutory regulations for every citizen and resident for goods, services and/or administrative services provided by public service providers.

Thoha (2008:15) calls bureaucracy a system for managing large organizations in order to obtain efficient, rational and effective management. Dan Ismail (2009:56) calls government bureaucracy the vanguard of public service citizen.

Tjiptono (in Krismanto & Irianto, 2020) explains the characteristics of public services, namely: (1). Timeliness of service, both regarding waiting time and processing time; (2). Service accuracy, to be free from errors; (3). Politeness and friendliness in providing services; (4). Ease of obtaining services, such as the number of officers serving and the number of supporting facilities such as computers; (5). Convenience when obtaining services, both regarding location, service space, parking, availability of

information and so on; and (6). Other service supporting attributes, such as air-conditioned waiting rooms, cleanliness and so on.

Public services must be guided by established principles, namely: Public interest, legal certainty, equality of rights, balance of rights and obligations, professionalism, participativeness, equality in treatment or non-discrimination, openness, accountability, special facilities and treatment for vulnerable groups, timeliness and speed, convenience, affordability, and purpose (Law Number 25 of 2009).

Parasuraman, *et al.* (1985) conveyed 5 service indicators, namely: (1) *Tangible*, in essence the services provided are manifested in physical appearance, such as: buildings, equipment, employees, other service facilities; (2) *Reliability*, namely ability and accuracy in providing services as promised; (3) *Responsiveness*, namely sincerity to help customers and carry out services sincerely; (4) *Assurance*, namely service efforts that must be provided with certainty; and (5) *Empathy* or the treatment and attention given to citizen.

Government is a service citizen. The existence of government is not for the interests of the government itself, but for the interests of citizens. Therefore, service delivery must be of quality according to established ethics and service standards, and can provide satisfaction to the customer citizen. This principle forms a demand that the government must provide services fairly, effectively, efficiently, transparently and responsibly.

There are 5 service ethics that must be followed, namely: (1). Knowledge, to form open behavior. The higher the bureaucrat's knowledge of their duties, functions and authority, the bureaucrat is obliged to provide appropriate and convenient information; (2). Love, that feeling of love in carrying out duties, functions and authority has an impact on honesty in carrying out performance, including forming positive relationships with citizen who need services; (3). Justice, to form a service character that humanizes humans. Everyone has the same opportunities regardless of friendship, fraternity and social strata; (4). Devotion, to form loyalty, sincerity, non-discrimination and responsibility; and (5). Patience, so that bureaucrats can form positive behavior so that they can restrain emotions, desires and deviant behavior in public services.

Openness of information, convenience, speed and accuracy to need citizen is an important thing. The existence of ethics in public services so that good behavior is maintained and bad behavior is avoided or eliminated. The ethical principles are truth, justice, freedom, goodness and equality (Keban, 2001). Service ethics must be placed as an instrument of public satisfaction which is reviewed from the preparation of service policies, service organizational structure, to service management. Public services must not experience ineffectiveness and lack of integrity even though they experience implementation deficits.

3. Pathological Behavior in Public Services

Bureaucratic behavior is formed from the interaction of a group of individuals with their environment. Not all bureaucratic behavior has a positive connotation, but also negative, or commonly referred to as deviant bureaucratic behavior or bureaucratic pathology. This is because bureaucratic behavior is convoluted, ineffective, inefficient, unfair, takes a long time, and threatens social freedom.

Aruperes, et al (2019) explained that each individual has its own characteristics and will be brought when entering a certain environment. The characteristics referred to are abilities, personal beliefs, needs and experience. According to Mustafa (2014: 24), a person's behavior is not only determined by his own personality but is also determined by the extent of interaction between himself and the environment.

Pathological behavior is caused by bureaucrats' non-compliance with established rules. Sholihah and Mulianingsih (2023) stated that the cause of bureaucratic pathology is due to the actions of bureaucratic actors who violate legal norms and statutory regulations, such as: inflating the budget, being unfriendly, dishonest, corruption, crime, sabotage, stealing, etc. other.

Pathology measures relate to indicators of well-being. The pathological actions of public service bureaucrats can be formed because of a disproportionate relationship between their duties and the salary they receive. Bureaucrats have to work extra hours which takes up time, energy and thought, on the other hand, the salary they receive is not sufficient for living needs.

According to Sobari (2019) Pathology in public services, because: (1). Not guided by ideology, even though ideology plays a motivating role, to change, to be a differentiator, to be an instrument of interest, and as a key in implementing professional and occupational standards; (2). A formal and hierarchical leadership model through a political entrepreneurial approach, so it tends to be held by officials elected in general elections; (3). No matter the degree or quality of the public, it actually needs to be realized through reorienting public services that are responsive and adaptive to changes in citizens' expectations.

Pathological behavior must be excluded from public services. The existence of pathological behavior in public services indicates that strengthening ethics in public services is needed. Bertens (2000) suggests 3 meanings in ethics, namely: moral values and norms to regulate behavior or value systems, moral principles or values or codes of ethics, and as a moral philosophy to understand good and bad things. The government's job is to direct, not to paddle the boat (Savas, 2000). Pathology in services as a result of the pedaling model but the government is not competent in pedaling. In order for public services to remain effective and have integrity, the participation of citizens and stakeholders is needed to monitor and assess government performance. Presidential Instruction number 12 of 2016 states that it is necessary to carry out a mental revolution based on the principles of integrity, work ethic and mutual cooperation in order to have an impact on building a dignified, modern, advanced, prosperous and prosperous national culture based on Pancasila. Both increasing the capacity of bureaucrats, improving service standards and innovation, simplifying services, improving facilities and infrastructure, as well as increasing law enforcement in services.

Public service pathology is the impact of the behavior of bureaucrats who want to be served or respected. Pathological behavior makes public services less than ideal and does not have an impact on welfare. In public services there must be a high level of social sense so that work patterns are always oriented towards the interests and needs of citizens, which are carried out in a series of integrated activities that are simple, open, smooth, precise, complete, reasonable and affordable.

RESEARCH METHODS

This research is guided by a qualitative approach that is adapted to the constructive aspect, participatory aspect, or using both (Creswell, 2014). The goal is to find novelty in the implementation of public services in Banyuwangi Regency. The research applied a qualitative approach since this research led to problems and perceptions. With a qualitative approach, researchers can reveal information through description and analysis, without rejecting information in the form of numbers and quantities as a characteristic of quantitative. In a qualitative approach, the researcher looks at each object in terms of tendencies, mindsets, irregularities, and behavioral appearances as well as their integration.

The constructive aspect is used by researchers as an effort to understand a meaning that comes from experience, values, and history. The constructive aspect is an explanation if reality is not only from one point of view and the truth that appears is not absolute. Therefore the interviews conducted by researchers in interpreting the meaning of the success of public services are not focused on the many types of services provided and the number of awards received, but viewed from a welfare perspective. As for the participatory function in this study, researchers see that the success of public services does not have to be viewed from the many types of services, and the success of obtaining awards, but with a broader and deeper pattern by social reality, namely the impact of welfare from the implementation of public services. In this participatory aspect, the researcher observes what is done, listens to what is said, and is involved or experienced in existing service activities.

This scientific article proposes to answer: how the impact of welfare in the implementation of public services. Research location in Banyuwangi Regency, with a period: of 2021 to 2022. Disclosure of primary data from the results of interviews with informants determined according to the principle of purposive sampling. The specified informants are: (1). Government Elements: Banyuwangi Regent as policy actor in Banyuwangi; Head of Banyuwangi Regency Public Service Mall, as well as service officers as Public Service implementors; and (2). Elements of citizens who are classified as users of public services, as well as brokers who use public services; and disclosure of secondary data from the results of literature studies and various government policies that are relevant to this research topic. The data analysis is managed through the Atlas Ti 8.4.23, 2018 application, which functions as an auxiliary medium for analyzing qualitative data so that researchers can group and analyze interview data effectively, efficiently, and in a structured manner.

RESULTS AND DISCUSSIONS

Welfare Consensus in the Implementation of Public Services

People intend to live in prosperity; welfare wants to be felt by bureaucrats in public services and citizens as applicants for public services. Priyanto & Noviana (2018) explained that welfare can be formed through social work because it can increase capacity and have a social function.

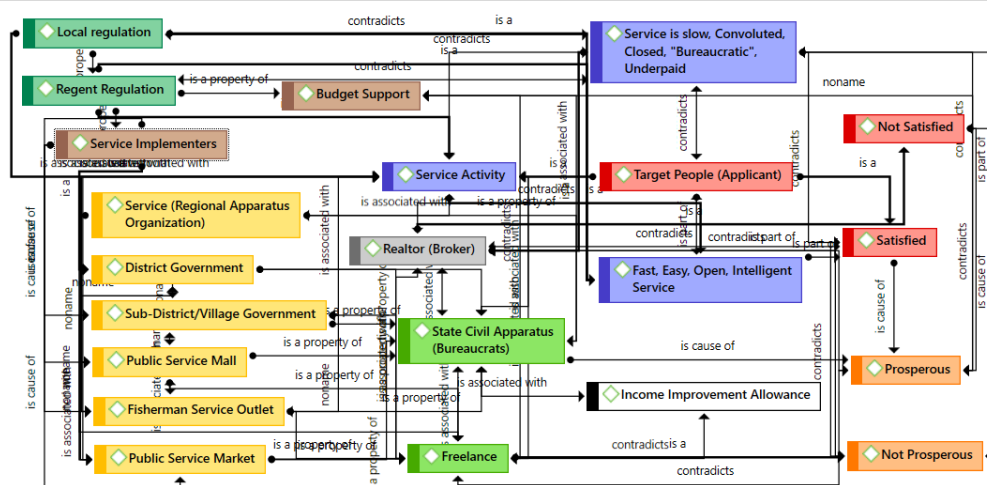
The description of welfare can be traced from a decent and dignified quality of life based on the following aspects: (1) Material quality, namely the quality of the house, and its contents, to the adequacy of food; (2) Physical quality, relating to body health and the natural environment; (3) mental quality, which is related to health facilities, as well as aspects of the cultural environment; and (4) the quality of spirituality, which is related to morals, ethics, to the harmony of adjustments.

The goal of welfare is to establish social order (Madhania, et al., 2023). Therefore, public services organized by the Government of Banyuwangi Regency must be able to form stability and stabilize life, improve performance and participation, and support the realization of facilities and infrastructure. It is important to convey this because welfare is the goal of the government's function. Therefore, public service bureaucrats must internalize the value of justice, both as a basis for welfare, and protection, and in educating all citizens.

The welfare aspect in the course of regional autonomy is very important. Therefore the implementation of public services in an area must have an impact on social welfare, both implementers and applicants.

Figure 2.
Interpretation of Welfare in the Implementation of Public Services in Banyuwangi Regency

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Source: Managed by Researchers (2021). Atlas Ti 8.4.23, 2018.

Figure 2 explains that the implementation of public services in Banyuwangi Regency is guided by regional regulations which are technically stated in the district head's regulations. The purpose of establishing this policy is that regional apparatus organizations in charge of public services have the responsibility to meet the needs of every citizen by the principles of accountability, responsiveness, transparency, fairness, effectiveness, efficiency, and prosperity.

The success of government administration needs to be reviewed from several aspects, namely: (1). the realization of a Banyuwangi Regency Government that is clean and free of collusion, corruption and nepotism; (2). increasing the quality of public services to the community; and (3). increased capacity and accountability for bureaucratic performance.

Researchers are of the opinion that the Banyuwangi Regency Government must create a regional government that is clean and free of collusion, corruption and nepotism, including by: (1). Synchronize and harmonize regional policies, especially related to several permits and strategic activities, so that there is no potential for collusion, corruption and nepotism to emerge; (2). Maximizing the implementation of performance transparency, especially by developing strategies and methods of implementing transparency.

Regarding improving the quality of service, it is necessary: (1). Increasing employee integrity and commitment in providing services, especially in the basic government service sector; (2). Increasing service guarantees because good and clear standard operational procedures are not

followed; (3). Public service bureaucrats must have competence in accordance with the demands for quality in service; and (4). Facilities and work environment must support the provision of ideal services.

In connection with increasing capacity and performance accountability, then: (1). Government institutions must be in accordance with needs in carrying out their duties and functions; (2). Improving employee discipline; (3). Developing an individual performance management system; (4). Realizing the integrity pact regarding the promise of good service; (5). Continue to strive and be committed to controlling government activities; and (6). Key Performance Indicators must reflect the ultimate goal of government administration and various problems must be resolved by the Banyuwangi Regency Government.

Field research explains that public service programs in Banyuwangi Regency are not only implemented quickly, easily, openly, educating, and inexpensively, but also find the phenomenon of slow, closed, convoluted service implementation, "bureaucratic," and "paid underhanded."

Researchers consider that the implementation of services in an ideal and ethical manner has an impact on satisfaction for each citizen, while services that are not ideal and unethical have an impact on citizen dissatisfaction in the implementation of public services.

This pathological phenomenon in the implementation of public services is caused by behavior that does not prioritize the goodness of the service. In fact, the implementation of public services has a responsibility to provide ideal services for every citizen. Attention is needed in the use or placement of resources that have a high commitment to shaping citizen satisfaction with public services. Satisfaction in public services will be obtained if the government is able to meet needs, desires, as well as answer existing problems.

One of the findings of citizen dissatisfaction with public services is due to the interference of brokers at the service site. The types of brokers found were citizens who were not bureaucrats, and internal bureaucrats who wanted to gain profits by taking advantage of citizens who needed fast service, including because they did not understand service procedures.

The existence of brokers in public services in Banyuwangi Regency is a form of pathology that has an impact on the welfare of citizens. The life of brokerage activities in the public service space is because brokers are considered to always be successful in working with bureaucrats who can speed up services. In a pragmatic discourse, the symbiosis of mutualism: the faster the broker completes the task, the faster the profit will be obtained.

The relevance of public service delivery from a welfare perspective is based on the principle of social justice for all Indonesian people. The five Pancasila precepts have the phrase promoting public welfare. The implementation of professional and quality public services can form physical and spiritual well-being for every citizen and bureaucrat to live a decent, dignified, and just life (Majelis Permusyawaratan Rakyat Republik Indonesia, 2016).

Pancasila is the source of all sources of law. The relevance of prosperous public services to the Pancasila ideology is because the state must act like a welfare state. The state is obliged to fulfill the needs of every citizen based on the legal system so that public services can be provided to fulfill the basic needs and civil rights of every citizen, namely: public goods, public services and administrative services.

The realization of welfare for citizens in public services is related to the weak and strong role of the Government of Banyuwangi Regency. The role is weak because there is a narrow range of responsibilities and functional capacity as well as authority, a reactive model of service innovation due to political interests, a low degree of service autonomy in inherent functions, and massive citizen criticism or control.

A strong role can occur because of the distance between responsibility and functional capacity as well as the breadth of authority, the ideal and communicative pattern of service innovation, the high degree of autonomy in service to inherent functions, and the lack of criticism or citizen control. The government's strong role in public services can be achieved if there is citizen participation, in policy formulation, implementation, monitoring, and evaluation.

The government's strong role in realizing public service the ideal depends on the success of establishing a good government effective, efficient, transparent, accountable and responsible. Because the reality of public services always leads to the principle of being right on target in accordance with established strategic plans, is open, every citizen can directly supervise and provide assessments, and the government is responsible for the policies set and the performance of humanist services to citizens.

Welfare in Public Service Bureaucrats

The function of bureaucrats in public services is as a liaison between the government and every citizen to meet the needs of goods, services, and administration. For the mindset and work culture in public service units to create governance that is competent, clean, serving, and transparent, and the results can be accounted for, bureaucrats must carry out bureaucratic principles correctly.

Appropriateness of the number of bureaucrats in public service organizations affects the capacity of the organization in realizing the goals of the organization (Priyanto, 2018). The number of bureaucrats owned by the Banyuwangi Regency Government based on data from the Banyuwangi Regency Education and Training Personnel Agency (2021) is 13,456 bureaucrats.

The classification of bureaucrats consists of State Civil Apparatus, Candidates for State Civil Apparatus, and Freelance Daily Workers, namely contract workers who are appointed by officials to carry out bureaucratic tasks in helping complete tasks in a regional apparatus organization (Government Regulation number 56/2012).

Table 1.
The Number of Bureaucrats Owned by the Government of Banyuwangi Regency in 2021

| Classification | Amount |
|--------------------------------------|---------------|
| State Civil Apparatus | 8.484 |
| Candidates for State Civil Apparatus | 594 |
| Last Daily Energy | 4.380 |
| Total | 13.456 |

Source: Banyuwangi Regency Education and Training Staffing Agency (2021)

The welfare of public service bureaucrats is measured by the right to salary as a reciprocal of work activities, and performance benefits outside of salary which are mandatory rights because of the extra work of bureaucrats in providing high-quality services. The provision of

incentives outside of salary or in other terms is called Income Improvement Allowance or Officer Income Supplement, adjusted for the level of functional position. Income Improvement Allowance is only given to bureaucrats with the status of State Civil Apparatus. The following details of obtaining Income Improvement Allowance per month:

Table 2.
Amount of Income Improvement Allowance

| Department Class | Basic Income Improvement Allowance (Rp) |
|-------------------------|--|
| 1 | 1.532.143,00 |
| 2 | 1.937.067,00 |
| 3 | 2.361.888,00 |
| 4 | 2.834.465,00 |
| 5 | 4.782.476,00 |
| 6 | 5.734.594,00 |
| 7 | 6.599.161,00 |
| 8 | 7.484.620,00 |
| 9 | 9.312.249,00 |
| 10 | 10.705.107,00 |
| 11 | 12.306.893,00 |
| 12 | 15.918.374,00 |
| 13 | 19.907.917,00 |
| 14 | 22.181.260,00 |
| 15 | 29.136.595,00 |

Source: Banyuwangi Regent Regulation number 17 of 2020

The basic income improvement allowance is the highest amount of income improvement allowance which is used as the basis for the multiplier for the provision of income improvement allowance. Providing Income Improvement Allowances is aimed at improving employee performance, increasing employee work motivation, increasing employee discipline, and improving the quality of service to citizens. The Welfare Classification for bureaucrats with the status of State Civil Apparatus is given to those who hold Primary High Leadership Positions, Administrative Positions and Functional Positions. Details of Administrative Positions consist of: administrator positions, supervisory positions, and executive positions. The Functional Positions consist of: functional positions of expertise, and functional positions of skills (Banyuwangi Regent Regulation number 17 of 2020).

The results of the field research explained that the Income Improvement Allowance does not apply to bureaucrats with casual daily worker status. However, field research found that casual daily workers also received additional welfare; given from results of "manage" activity or program.

One of the needs for increasing government knowledge is about financial management. Not a few government officials do not understand good and correct financial governance (Diana, 2018). Researchers consider that the gifts and the amount of income received by each bureaucrat must be based on applicable policies. If there is no basis, then the provision of additional welfare from "results management" an activity in service is an act of pathology in public service.

The many types of public services in Banyuwangi Regency make all bureaucrats work extra. The provision of additional welfare in the form of Income Improvement Allowances to bureaucrats with State Civil Apparatus status is then assumed to be an act of the Banyuwangi Regency Government which only pays attention to bureaucrats with State Civil Apparatus status is not correct.

Provision of Income Improvement Allowance was given to State Civil Apparatus according to rank and class because it is regulated in government policy. The existing policy explains that freelance daily workers are only entitled to a monthly salary, without the Income Improvement Allowance.

The results of the field research found that the provision of additional welfare to the Daily Worker was released from the results of "manage" service activities or programs. The term of granting and the amount fluctuate. Depends on whether there are finances. Researchers argue that the provision of additional welfare that does not have a policy basis cannot be justified.

State Civil Apparatus and Freelance Daily Workers have different statuses. Interpreting welfare justice from an equal and equal perspective, it cannot be interpreted that every bureaucrat has the same rights without the need for different types of bureaucrats. Provision of Income Improvement Allowance is only justified if there is a supportive policy.

Freelance daily workers are the spearhead in the administration of public services. The essence of the authority inherent in the Regional Government is to produce appropriate decisions and actions in overcoming problems and meeting needs (Wicaksono, 2018). Therefore efforts to improve the welfare of bureaucrats with the status of freelance daily workers are important. The Government of Banyuwangi Regency needs to form a strategic policy, both through regional regulations and regent regulations, so that the provision of welfare for freelance daily workers, whether in the name of Income Improvement Allowance or other terms, is not referred to as an act of violation.

It needs to be understood that there is hope for changes in welfare for the better. This is something that is unavoidable and must happen in every form of life, both to citizens and bureaucrats in government organizations. The reality of bureaucratic change in Banyuwangi Regency is expected to be through bureaucratic reform to form a high-performance bureaucracy, which is proven based on its ability to provide high-quality services to the community. By realizing prosperity in the bureaucracy, the practices of corruption, collusion and nepotism will be reduced or even non-existent in all public service agencies, and can increase the capacity and accountability of the Banyuwangi Regency Government's bureaucratic performance. Thus, welfare in the delivery of public services needs to be interpreted as a model for significant changes in paradigms and government governance.

Welfare Dynamics of Each Citizen in Public Service

Citizens must continue to be involved in the delivery of public services because of their existence as key actors and main impact recipients in public services. Therefore the implementation of services must educate and have an impact on welfare. If the implementation of public services is closed, slow, and expensive, to free the existence of brokers, then the implementation of public services will not have an impact on welfare.

Welfare for every citizen can be formed with the ideal quality of service. Therefore it needs massive socialization and is right on target. Because the outcome of the socialization is a fast, precise, non-discriminatory service it is free from brokerage activities. (Noviana and Priyanto,

2020) explains that the high quality of welfare for every citizen is an indicator of the success of the government's performance in development.

The public service cycle is formed because citizens need service, citizens come to places of service, and citizens receive service. Distance and service patterns that are close, precise, fast, and inexpensive provide distinct advantages for citizens. Conversely, if the service distance is long, access is closed, complicated, long, and expensive, and the results cannot be accounted for, it will result in a high waste of time, energy, and finance for citizens.

Bureaucrats who do not adhere to the principles and objectives of service have an impact on the implementation of public services. Field research found: that socialization was less effective, "bureaucratic," time, there are acceleration costs, and there are brokerage activities. Of course, this reality is not the ideal service. Researchers consider the service problem to be in the bureaucrats. Therefore, public services must be filled by bureaucrats who are quick to serve, have good competence, can understand the interests of every citizen, and comply with applicable regulations.

Banyuwangi Regency is very broad. The existence of remote villages, coastal, mountainous, to plantations, which are not all supported by infrastructure and public transportation, and the fact that the government is not present among citizens are the causes of the collapse of citizens' hopes for public services. A place of service that is far away is the same as forcing poor citizens to stop their work activities, even though this is an asset in supporting their lives. God dwells in the place of the poor.

Government services are not yet optimal because the interpretation or delivery model is difficult to understand and the public does not have the right to choose freely what they want (Setiawan, *et al.*, 2022).

Field research found that poor citizens tend to have limited access to services, are unable to bear the costs, and experience delays in the response of service bureaucrats. This is because service bureaucrats prioritize services for applicants who contribute or benefit themselves. It must be understood that slow, inaccurate, and expensive services impoverish poor citizens.

Pathology in public services comes to be a cause of the unsuitability of poor citizens in the delivery of public services. If economic discrimination is allowed to grow and take root, then poor citizens can be a priori to various public service programs. In critical discourse, dissatisfied citizens may not be able to do anything, except form anti-social.

It should be understood that the implementation of services that are responsive to the wishes of citizens can reduce discrimination and deprivation. The quality of bureaucrats must increase so that they can better understand and be able to carry out the principles of ideal, ethical service and give satisfaction to citizens. It must be understood that bureaucrats are responsible for providing service facilities that are easy, communicative, and open to participation. Achieving success in services that have an impact on welfare is the implementation of services that are easy, fast, precise, cheap, fair, and non-discriminatory.

The purpose of public service is to respond to the aspirations of citizens who want to meet their needs. Ideal service, ethics, and impact on welfare are the goals of the work ethic as meant by Presidential Instruction Number 12 of 2016. The importance of management in public services is intended to get clarity on the division of main tasks and functions in the implementation of services. Therefore officials in service units must carry out a control function on the performance of their bureaucrats (Nadarsyah & Priyanto, 2022). The goal is that the implementation of public services benefits citizens (Rosyid, 2018:91).

The implementation of public services cannot be ideal and unsatisfying for citizens if influenced by brokers who always succeed in taking advantage of citizens who do not understand procedures and want to get things done with shortcuts.

Field research explains that brokers in public services always succeed in connecting 2 interested parties. Brokerage is not only carried out by citizens but also by service bureaucrats. Bureaucrats who have dual functions, both as public servants and as brokers, for the sake of gaining profits are bound to act unfairly in service.

The researcher considers that for the equitable alignment of rights and obligations to continue according to the principles and objectives of service, the Banyuwangi Regency Government is obliged to stop all forms of brokerage activity. Parson (2014: 94) explains that openness and the provision of fast access can explain and deal with all citizens' problems through modern policies. Therefore the Government of Banyuwangi Regency must truly provide information, access, convenience, and affordability. Because providing detailed information can eliminate pathology in public services.

CONCLUSIONS

Welfare improvement in terms of Income Improvement Allowance only applies to bureaucrats with the status of State Civil Apparatus, not to Freelance Daily Workers. The provision of welfare to freelance daily workers obtained from "managing" an activity is behavior that is contrary to norms and policies. The strength of public service rhetoric which has an impact on winning awards is not commensurate with people's comfort in public service. It is acknowledged that the Banyuwangi Regency Government has innovated public services as expected by the central government. However, the implementation is only about models, systems and structures as per the principles of public service in the current new public administration paradigm, without being followed by the instillation of service values from this new paradigm and the instillation of service values in the perspective of the Pancasila ideology. Reality the welfare of citizens is not guaranteed in public services because of rigid, hierarchical, convoluted rules, the presence of brokers, and the impression of ignoring the humanist side of service, is an impact from the implementation of systems and how services work in the dominance of the old paradigm, namely the government that is served is not the government that serves.

With the development of modernization which is accompanied by high dynamics and citizen expectations for public services, then The Banyuwangi Regency Government must realize clean government, ideal quality of public services, and increase the capacity and accountability of the performance of public service bureaucrats. In this way, public services will support the values of justice, welfare and citizen sovereignty in a professional, proportional, efficient and accountable manner.

RECOMMENDATION

The Government of Banyuwangi Regency needs to establish a policy to provide additional welfare to bureaucrats with the status of freelance daily workers. Expectations of changes in welfare as reality which is inevitable. Welfare in public services is a model of significant change in government paradigm and governance. Realizing the welfare of citizens in public services needs to be supported by governance implementation that is clean, serving, transparent, fast, precise, educating, accountable, and by not involve brokers. It is necessary to internalize service ethics so that bureaucrats' behavior is of higher quality and satisfaction citizen in public

service. Satisfaction standard citizen government services must be higher than private services or community institutions. Therefore the Government of Banyuwangi Regency needs to form a Public Service Commission which functions to act on all forms of pathology in the implementation of public services.

Actualization of public services that are prosperous, dignified and just to be accountable to God Almighty.

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