

# AL-DA'IM

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## PENGANTAR EDITOR

Puji syukur ke hadirat Allah SWT atas limpahan rahmat-Nya sehingga Jurnal Manajemen Dakwah (Jurnal MD) Volume 3 Nomor 2 Tahun 2017 ini dapat diterbitkan. Sejak edisi sebelumnya Jurnal MD telah mengalami beberapa perubahan baik pada struktur tim editor, layout, serta kelengkapan tampilan dengan tujuan peningkatan kualitas jurnal. Pada edisi ini, Jurnal MD tersusun dari tujuh manuskrip hasil penelitian lapangan dan literer dari para penulis yang berasal dari beberapa perguruan tinggi baik dalam maupun luar negeri. Sebagai Jurnal yang mengkaji tentang manajemen dakwah (kombinasi ilmu dakwah dan manajemen), maka konten dari Jurnal MD edisi ini akan dimulai dari ilmu dakwah yang bersifat doktrinal.

Pada manuskrip yang pertama, Sawyer M. French dari The George Washington University mengemukakan bahwa dalam konteks budaya dan politik Amerika, dakwah yang terlalu vulgar akan menjadi kontraproduktif sehingga memerlukan analisis sosial budaya yang sesuai dan adaptif. Hal tersebut sesuai dengan hasil penelitian manuskrip kedua dari Cintami Fatmawati dari IAIN Pekalongan yang menjelaskan bahwa seorang pendakwah harus memiliki kepribadian yang baik dan gaya yang adaptif sehingga dapat memacu kesadaran mad'u untuk mencapai tujuan dakwah yang optimal. Setelah membahas dakwah yang bersifat doktrinal, maka selanjutnya jurnal ini beralih membahas dakwah yang lebih menekankan pada transformasi sosial umat.

Manuskrip ketiga karya Retnayu Prasetyanti dari STIA Lembaga Administrasi Negara Jakarta dan Dodi Faedlulloh dari Universitas 17 Agustus 1945 Jakarta menjelaskan bahwa jabatan telah menjadi komoditas yang selalu diperebutkan oleh manusia meski esensinya adalah amanah untuk melayani rakyat atau umat. Oleh karena itu manajemen pelayanan publik harus didasarkan pada semangat ketulusan dan religiusitas. Dakwah transformatif tidak hanya pada tataran birokrasi, tapi juga mencakup di sektor ekonomi. Manuskrip keempat karya Netta Agusti dari IAIN Imam Bonjol Padang mengemukakan bahwa asuransi syariah (takaful) mampu menetralsisir pertentangan konsep yang ada pada asuransi konvensional dimana risiko ditanggung oleh seluruh peserta asuransi dan hal ini menjadi ciri khas asuransi syariah.

Dakwah transformatif di berbagai lini kehidupan tersebut tentu tidak akan berjalan mulus tanpa disertai sumber daya manusia yang berkualitas dan motivasi kerja yang tinggi. Hal tersebut senada dengan manuskrip kelima dalam jurnal ini karya Andhika Wahyudiono dari Universitas 17 Agustus 1945 Banyuwangi yang menyatakan bahwa di Kecamatan Wongsorejo Banyuwangi, sumber daya manusia dan motivasi kerja berpengaruh signifikan terhadap dinamika kinerja baik secara parsial maupun simultan. Hal senada juga menjadi temuan utama manuskrip keenam karya Mukhamad Taufiq Setiawan dari Universitas Brawijaya Malang yang mengemukakan bahwa *tacit knowledge* dan *explicit knowledge* berpengaruh signifikan terhadap kinerja karyawan dan kebijakan dalam pemberian kompensasi di Hotel Zam Zam Kota Batu.

Kajian-kajian pada manuskrip pertama sampai keenam adalah suatu ikhtiar dalam upaya menganalisa problem-problem manajemen dakwah kontemporer. Salah satu tujuan akademisnya adalah sebagai landasan dalam pengembangan kurikulum manajemen dakwah. Sebagaimana manuskrip terakhir dalam jurnal ini yang ditulis oleh M. Rosyid Ridla, Bayu Mitra A. Kusuma, dan Munif Solikhan dari UIN Sunan Kalijaga yang mengemukakan bahwa untuk menghasilkan alumni yang berkompeten, salah satu strategi yang perlu dikedepankan adalah *mainstreaming* jurnal ilmiah karena saat ini menjadi poin yang sangat vital dalam menjaga kredibilitas institusi.

Pada penyajian tujuh manuskrip tersebut, redaksi menyadari bahwa masih terdapat berbagai ketidaksempurnaan ataupun kesalahan, sehingga saran dan kritik yang membangun sangat diharapkan untuk perbaikan dan penyempurnaan jurnal ini ke depannya. Akhirnya redaksi mengucapkan banyak terima kasih atas sumbangan hasil penelitian dari semua pihak yang turut berpartisipasi dalam penerbitan edisi ini. Redaksi juga mengapresiasi kepercayaan yang telah diberikan kepada Jurnal MD sebagai media publikasi ilmiah yang didedikasikan untuk pengembangan profesionalisme keilmuan manajemen dakwah. Selamat membaca.

Yogyakarta, Desember 2017

Atas Nama Tim Redaksi

Bayu Mitra A. Kusuma

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# ISLAMIC PERSPECTIVE ON THE STREET LEVEL BUREAUCRATICS DILEMMA: DISCRETION VERSUS CORRUPTION IN PUBLIC SERVICE MANAGEMENT\*

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## **Abstract**

*Positions and authorities have become a commodity which always contested by humans. In fact, authority is an amanah to carry out the responsibility to serving the people. Nowadays, discretion has enhanced the role of Street Level Bureaucracy in the policy arena by authorizing a certain political power from the “top” to the “bottom”. By the emergence of governance era, discretionary power of street level bureaucracy was formerly designed as a means of public service innovation to transform red tape based public service delivery into social equity based public service management. Yet, in contrast to the objective of public service innovation, discretionary power is frequently misused by irresponsible actors in bureaucracy to legalize street level corruption which has triggered massive social distrust towards bureaucracy. Whereas Islam has clearly prohibited corruption as in Qur’an surah Al-Baqarah verse 188. By conducting literature study and theoretical analysis, this qualitative research highlights the urgency of discretion to uphold innovation in public service management with the spirit of sincerity and religiosity. As a conclusion, in the era of open government, socio-political control on discretion must be enhanced by establishing clear mechanism, high awareness, and good religiosity to guide the core role of street level bureaucrats as socio-professional worker.*

**Keywords:** *Bureaucracy, Discretion, Corruption, Public Service Management*

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## Abstrak

*Posisi dan otoritas telah menjadi komoditas yang selalu diperebutkan oleh manusia. Padahal, kewenangan adalah amanah untuk melaksanakan tanggung jawab dalam melayani rakyat atau umat. Saat ini, telah muncul diskresi untuk meningkatkan peran birokrasi di level bawah dengan memberikan kekuatan politik tertentu secara hierarkhis dari “puncak” ke “bawah”. Dengan dimulainya era governance, kekuatan diskresioner birokrasi di tingkat bawah pada awalnya dirancang sebagai sarana inovasi layanan masyarakat untuk mentransformasi pemberian layanan ke dalam manajemen pelayanan publik berbasis keadilan sosial. Namun, berbeda dengan tujuan inovasi layanan publik, kekuasaan diskresioner justru sering disalahgunakan oleh pelaku birokrasi yang tidak bertanggung jawab untuk melegalkan korupsi di tingkat bawah sehingga memicu ketidakpercayaan sosial terhadap birokrasi. Padahal Islam telah jelas melarang korupsi seperti pada al-Qur’an al-Baqarah ayat 188. Dengan melakukan studi pustaka dan analisis teoritis, penelitian kualitatif ini menyoroti urgensi diskresi untuk menegakkan inovasi dalam manajemen pelayanan publik dengan semangat ketulusan dan religiusitas. Sebagai kesimpulan, di era pemerintahan terbuka ini, kontrol sosial politik atas diskresi harus ditingkatkan dengan membangun mekanisme yang jelas, kesadaran yang tinggi, dan religiusitas yang baik untuk memandu peran inti birokrat di tingkat bawah sebagai pekerja sosial profesional.*

**Kata Kunci:** *Birokrasi, Diskresi, Korupsi, Manajemen Pelayanan Publik*

## INTRODUCTION

In the era of governance, innovations and inventions are varying; liberty and satisfaction in public service delivery are highly demanded. And nowadays, national government has focused attention on bureaucratic structures providing free service to the poor. In accordance, direct public service departments, represented by Street Level Bureaucrats have currently been the main object of public concern for their credibility in service delivery; a respond of not being too concerned on the structural and legal analysis instead of behavioral analysis.<sup>1</sup> As it is said in the Theory of Street Level Bureaucracy, Street Level

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<sup>1</sup> B. C. Smith, *Bureaucracy and Political Power*, (London: Palgrave Macmillan, 1988).



Bureaucrats are people; men and women who have face-to-face interaction with citizens, “represent” government.<sup>2</sup> Further, the debate is concentrated on problems affecting Street Level Bureaucrats that arise from lack of organizational and personal resources. Service quality is dependent variable; it does not only simply hang on professionalism and bureaucratic rules, both psychological and empathy aspects are also relevant. Meanwhile, the reality of service delivery is often confusing; bureaucrats have to cope ambiguous role conflicting with high client’s expectation.

Hierarchy and regulation, somehow, are completed with the discretionary power which allows officers to consider responsive and strategic actions. This alternative power channels bureaucrats to gain innovation and provide quick solution for unpredictable scenarios in service delivery. According to the theory of Street Level Bureaucracy, control and management over the clients (citizen) are affected by general behavior of Street Level Bureaucrats, including a psychological nature. That is why, due to individual matter, during the process of public service management, particularly in service delivery, people often find rudeness, unfriendly service, and undisclosed information. Variances of cases are many, most are found in traditional service system in local area.

This paper is a first attempt to reveal the dilemma of Street Level Bureaucrats as “a professional worker” and “socio worker” at the same time. Despite the fact that governance era is fast developing, mal-administration is now shifting public opinion to put more distrust on bureaucracy. During 2016, national government of Indonesia has pushed best effort on extortion or street level corruption cases which have been considered to be severe illness of bureaucracy. In accordance, people have enthusiasm to be more critical, critics and aspiration are easily deliberated through social media for democratization process is nowadays more transparent and accessible. Yet, particularly in Indonesia, service system is also influenced by decentralization practices; the more

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<sup>2</sup> Michael Lipsky, *Street-Level Bureaucracy: Dilemmas of the Individual in Public Services*, 30<sup>th</sup> Anniversary Expanded Edition, 30<sup>th</sup> Anniv, (New York: Russell Sage Foundation, 2010).

modern local government, the more innovative system delivery. Poorly, this condition shows inequality of services for certain people in certain places whose limited information and access.

The practices of this poor service are contrast to the universal basic principles of public service (Law Number 25 Year 2009 about Public Service) which states that principally, public service is public good that bases on equality, participation, professionalism, openness, accountability, etc. In this circumstance, Street Level Bureaucrats are demanded to provide appropriate services for all levels of societies with integrated administrative rules from top government level to the level of street bureaucracy. In common, vision and mission are not supported by précised strategies of service delivery which caused gap between policy formulation and policy implementation. Thus, significant contribution of Street Level Bureaucrats in the policy arena does matter to re-enhance the quality of service.

A methodological framework of this paper is descriptive based qualitative approach. This method is aimed to explain facts, phenomena, individual/groups behavior, and formulate actual solution.<sup>3</sup> Besides that, the analysis is guided by theoretical frameworks which are compared by general cases in bureaucracy. The root problem revealed is the dilemma of Street Level Bureaucrats in public service delivery. This paper identified problems of the implementation of discretion and street level corruption practices. As solutions of the problems, this paper analyzed: (a) the crucial role of Street Level Bureaucracy in the policy arena as policy formulator and executor, (b) innovation and socio-political control mechanism to ensure Street Level Bureaucrats as both socio worker and professional worker in public service delivery process.

## **TOWARDS THE THEORY OF STREET LEVEL BUREAUCRACY**

Street Level Bureaucrats are defined as public employees whose work is characterized by these following three conditions:<sup>4</sup> (a) they are

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<sup>3</sup> Sugiyono, *Metode Penelitian Kuantitatif, Kualitatif, dan R & D*, (Bandung: Alfabeta, 2014).

<sup>4</sup> Michael Lipsky, *Toward A Theory of Street Level Bureaucracy...*

called upon to interact constantly with citizens in the regular course of his job; (b) they have fair independence which gives more discretionary power in decision making process; and (c) the potential impact of their attitude has significant on clients satisfaction is extensive. Core idea of the theory Street Level Bureaucracy is that actions of Street Level Bureaucrats are decided to represent the policies of the government bureaucracies. This is because public sees policies as things that Street Level Bureaucrats choose to do. Simply, citizens directly experience services as policies made by Street Level Bureaucrats. Access to enact policies is theoretically called as discretion, a legal standing for improvisation to translate the abstract documents of policies into applicable mandates. This way, Street Level Bureaucrats can be policy makers because they are allowed to exercise more power in particular cases. As professional employees, Street Level Bureaucrats must place their neutrality and credibility to fulfill the duties. However, it also arises from the fact that they are often relatively free from organizational oversight and authority, and perform complex tasks that cannot be completely scripted or reduced to formulae.

In a daily basis, conventionally, duties and responsibilities are often shifted from one person to another. This mechanism shows high level of irresponsibility in public service delivery system that is not only caused by imperfect bureaucratic structures, but also human resource quality and performance. A gap between organizational hierarchy and job performance is once, well as a concept called X-Y theory.<sup>5</sup> This theory displays behavior/character decides the quality of job performance in public institutions, where services are not always finely delivered, thus, personnel motivation is indeed significantly contributing. Somehow, the behavior of Street Level Bureaucracy is complex; influences of cultures and personal motivation are also dominated by unpredictable demands from people that are diverse. Theoretically, the behavior of Street Level Bureaucrats is psychological matter. It deals with how bureaucrats maintain professionalism and create more innovation. Further, it draws

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<sup>5</sup> Douglas McGregor, *The Human Side of Enterprise, Annotated Edition*, 1<sup>st</sup> Ed., (New York: McGraw-Hill Education, 2006).

connections among discretion, extortion, innovation and bureaucrat's role as policy maker.

The theory of Street Level Bureaucracy provides general assessment of the behavior of Street Level Bureaucrats and possible reasons behind their actions:<sup>6</sup> (a) street Level Bureaucrats tries to rationalize the services provided due to high demand of clients. In bustling situation, Street Level Bureaucrats often uses more discretion to manage the routine practices which negatively affect the process of service management particularly in its delivery. Materially, Street Level Bureaucrats try to impose people to spend more cost; mentally, it treats people with biases information, showing some intimidating behavior, such as disoriented way of communication and impoliteness. These false common actions are generally parts of pathology of bureaucracy; they drag into a classical problem people known as *pungli* (extortion); (b) for specific cases, clients are difficult to follow the formal procedures, they are arrogant and fussy; thus, direction and control from Street Level Bureaucrats are must be clear. Independency and firmness of Street Level Bureaucrats decide the continuity of service delivery process; (c) street Level Bureaucrats must handle the internal consequences by inter-organizational relationship. Some bureaucracies have problems with resources; they deal with middle-low technology advances and inadequate human resource management. Common behavior of bureaucrats in most developing countries is the creation of “slack time” moment that causes a long time of service fulfillment. This customary work behavior is crucial for prominent service in some primary service office, such as trade service which requires a short process of dwelling time. For this reason, inter-organizational relationship must lead bureaucracy to build more coordination.

## **STREET LEVEL BUREAUCRACY IN THE POLICY ARENA**

A key contention of Street Level Bureaucracy's problem is the enhancement of innovation. It is the exemplary thing in bureaucratic reform which put bureaucrats on the determining role as both the policy

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<sup>6</sup> Michael Lipsky, *Street-Level Bureaucracy*...

executor and the policy maker. In public administration perspective, the theory of Street Level Bureaucracy is understood as one of the consequences of politics-administration dichotomy. The idea of dichotomy is meant to redefine the focus of politics and administration. Conceptually, politics is responsible in policy formulation process; in contrast, administration handles the policy implementation. A clear boundary between politics and administration was well known accepted by public in the middle of 1990; however, the debates of dichotomy have continued until the latest 1970. Inspired by Dwight Waldo and Herbert Simon, dichotomy reflected the flaw of governance system for there was no such dichotomy. To Waldo, all administrative actions are politics in the basic level. To Simon, politics cannot be separated from administration and administration cannot be separated from politics. Politics and administration have the same purpose; a fulfillment of public services.

Again, in the early 1980, dichotomy was constantly debatable; a Theory of Political Control of Bureaucracy legitimated the existence of dichotomy. From the view of the Theory of Political Control of Bureaucracy, dichotomy reflected a classical paradigm of Street Level Bureaucracy. For sure, dichotomy and Street Level Bureaucracy are theoretically related. The existence of dichotomy has placed Street Level Bureaucracy in the lowest level of policy circumstances. Street Level Bureaucracy as administrator put roles in policy implementation, with no authority in channeling political streams. However, Michael Lipsky has depth view that Street Level Bureaucracy's role as field executor public policy can determine the success or failure of policy implementation. This view is valuable for the understanding of the parties who doubt the role of strict management controls to ensure that policies can achieve policy goals. All bureaucrats in the executive level cannot just simply fulfill the policy order as gaps between policy statement and policy implementation are more severe.

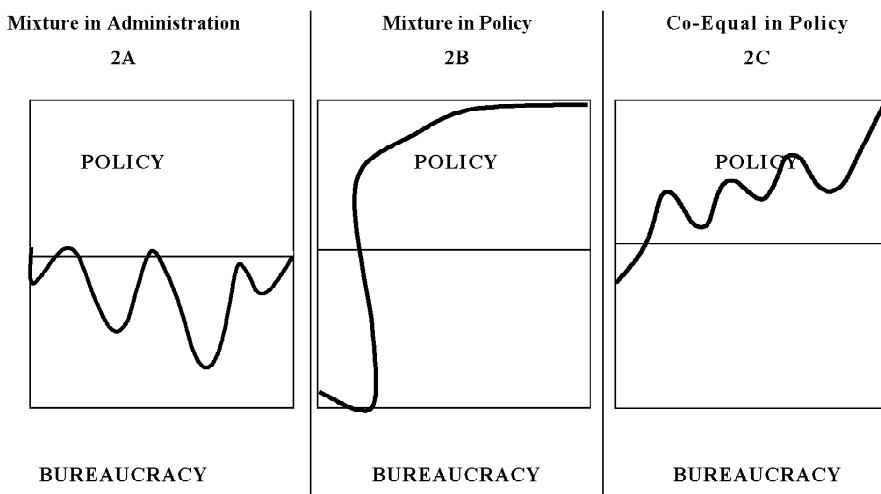
The disclosed discussion of shifting power has come closer to the eras of reinventing government<sup>7</sup> and banishing bureaucracy.<sup>8</sup> The trend

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<sup>7</sup> David Osborn and Ted Gaebler, *Reinventing Bureaucracy: How the Entrepreneurial Spirit Is Transforming the Public Sector*, (New York: Plume, 1993).

of catalytic government has developed competition and innovation in government agencies where Street Level Bureaucrats are demanded more to provide results and satisfaction. During the era of New Public Service, a set of orientation has shifted to the equality of services<sup>9</sup>. It brought democratic values, a more acceptance for “bottom-up” relationship. Combining these two different perspectives of New Public Management and New Public Service bestows same style on the ways Street Level Bureaucrats manage a responsible discretion.

The reform of “government” to “governance” has continued to the modern wave or governance. Over time, a dynamic, an open system of governance may have remarkably grown. And, at the same time, a multi-dimensional mixture of policy and administration are conceptually improved as the contribution to the governance era (see the figures below).



**Figure 1. Models of Relationship between Politics and Administration<sup>10</sup>**

<sup>8</sup> David Osborn and Peter Plastrik, *Banishing Bureaucracy: The Five Strategies for Reinventing Government*, Reprint Ed., (New York: Plume, 1998).

<sup>9</sup> Janet V. Denhardt and Robert B. Denhardt, *The New Public Service: Service Not Steering*, 4<sup>th</sup> Ed., (England: Routledge, 2015).

<sup>10</sup> George H. Frederickson, Kevin B. Smith, Christopher W. Larimer, *The Public Administration Theory Primer*, (Boulder Colorado: Westview Press, 2012).

Figure 2A is described as the “mixture in administration” model. The relationship represents deep probes by Street Level Bureaucrats into day-to-day conduct of public service and administrative affairs. Some describe this as micromanagement (a closed control system by supervisor) and express concern over political meddling and the possible return of local political corruption, which the municipal reform movement sought to stamp out.<sup>11</sup> Others describe the mixture in the administration model as legislative prerogatives reasserting themselves to curb the excesses of an uncontrolled bureaucracy or as a kind of political responsiveness. The mixture in administration model shows an accurate model of passive Street Level Bureaucrats that have no independent access of discretion which causes poor quality of services.<sup>12</sup>

Another model shown in figure 2B described as “mixture in policy” model and illustrates essentially opposite of the mixture in administration model. This model is adopted from behaviorist like David Easton, Robert Dahl, and Wallace Sayer who defined politics and administration as the distribution of values, cost, and benefits. Politician and bureaucrats both participate in the policy formulation; bureaucrats contribute in the lower level, they set proposals, exercising, discretion, arrange budgets, and determine the delivery of services.<sup>13</sup> In this context, Street Level Bureaucrats have more space of discretion to innovate service which still suits to the standard procedures. Figure 2C describes an equal relationship between politics and bureaucracy/administration. This model shows that Street Level Bureaucrats have legitimate authority to affect policy process. They have ethical duty to protect the interest of the poor (sometimes called as social equity); act as agent of the society, and handle the services under the law and bureaucratic procedures.

## **THE DILEMMA IN PUBLIC SERVICE DELIVERY**

The most dilemmatic mind of Street Level Bureaucrats is that they are meant to serve people procedurally (which it gets too hierarchical) or make an “in-prompt to” decision to help poor people with poor

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<sup>11</sup> Ibid.

<sup>12</sup> Ibid.

<sup>13</sup> Ibid.

personal resources. In contrast, the officers are forced to follow structure for qualities of bureaucracy by imposing divergence of people on conditions requisitioning human responsiveness. In this case, dilemma appears when the policy is contrary to the guidelines of the organization. Conflict and tensions contextually occur between the autonomy of the workers and the requirements of supervisory control. As a result, Street Level Bureaucrats develop “coping” mechanism in managing public service delivery. A coping mechanism is interpreted as an effort, both mental and behavioral to master, tolerate, reduce, and minimize a situation or event that is stressful. This effort is an attempt to get out of the frustrated situation between the magnitude of demand for services and the limited resources, which is in reality; demand for improved services like never stops.<sup>14</sup>

There were quite often phenomena when the Street Level Bureaucrats are forced to respond the views of a client who will argue that the urgency of their needs should take precedence over the logic of any administrative procedure and requirements<sup>15</sup>. Citizen expects best service with responsiveness, easiness, and fairness from Street Level Bureaucrats. Meanwhile in this situation, Street Level Bureaucrats are considered to have relatively high position; have the wisdom and the relative autonomy of organizational authority, however, this working condition has easily created a dilemma for there is a clear formality and procedure they must uphold. In such a dilemmatic situation, Street Level Bureaucrats are criticized as executors who are not able to provide responsive and precise services due to constraints on inadequate resources and the increasing demand for good quality of services. The constructed problems of public service delivery culminate into two debatable roles of Street Level Bureaucrats; professional officials and social workers. Structurally, Street Level Bureaucrats are professionals; they are selected by competence, integrity, and performance perspectives.

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<sup>14</sup> Vibeke Lehmann Nielsen, “Are Street Level Bureaucrats Compelled or Enticed to Cope?,” *Public Administration Journal Vol. 84, No. 4*, (2006): 861–89, doi:10.1111/j.1467-9299.2006.00616.x.

<sup>15</sup> Reza, “Street Level Bureaucracy’ and Corruption.” Retrieved March 15, 2017, from <http://opinion.bdnews24.com/2012/01/15/street-level-bureaucracy-and-corruption/>



Ultimately, Street Level Bureaucrats are social workers who provide service in socio-politic circumstances.

Every human being is a Caliph on earth. As a Caliph, every human being has the basic potential as the best creature (Qur'an Surah At Tin: 5) who must be ready to carry out the duties and obligations that have become mandate and responsibility. Being Street Level Bureaucrats is a mandate that must be run with all the risks that exist. Therefore, a Street Level Bureaucrats needs to understand its position which has two functions at once, as professional officials and social workers. Implications as professional officials, hence, require integrity and accountability in work. Yet, as social workers, employees need to maintain a full sense of sincerity and patience in performing their duties. The Holy Quran also implies that serving the public with good intentions is part of worship. This intention becomes important and fundamental in work. When it begins with good intentions, even if it is only the size of a *Zarrab* seed, Allah will record it, as God revealed in Al-Zalzalah 7-8, "*So whosoever does good equal to the weight of a Zarrab seed, shall see it. And whosoever does evil equal to the weight of a Zarrab seed, shall see it* (Qur'an Surah Al-Zalzalah: 7-8)".

This needs to be embedded transcendentally as a reminder of Street Level Bureaucrats while working and realize it immanently while still providing good service to the public even in the midst of high pressure conditions and limited choices. This sprit is upheld to perform the duties of the Caliph in working together to uphold the truth and cooperates in upholding patience (Al Ashr: 1-3). Regarding this, as stated by Karl Marx, "*Man makes his own history, even though he does not do so under conditions of his own choosing*". In reality, Street Level Bureaucrats cannot determine its own choice; this dilemma needs to be dealt with in a transcendent way through sincere and patient-driven intentions to serve the public.

On the other hand, related to the nature of Street Level Bureaucrats, Lypsky assesses the need to consider what are the needs, aspirations, and problems that often arise in the field. The understanding indicates that every implementation process in the field remains a perspective gap. During the policy formulation process, the top level uses a macro perspective that allows creating a different view from lower level

executives. So the state (government) cannot be an ivory tower in formulating policies. More brightly, Lypsky explains, “*This is not likely to happen in the political and political movement of the priority of humane service provision to the forefront of concern*”. Therefore, the involvement of lower-level executives is a necessary agenda to minimize the policy gap. In other words, responding to the dilemma, change needs to be started from the executors themselves to reinforce intentions from the outset as a public servant accompanied by a sense of sincerity and patience (transcendently), as well as material change by enlightening social movement with the active engagement of lower level executives in the preparation of policy process.

### **DISCRETION VERSUS STREET LEVEL CORRUPTION**

Many contacts between citizens and public authorities involve individual transactions. Citizens ask for a benefit, rent rebate or a permit, they hand in their tax return or are ticketed now and again. They then must generally deal with large organizations that may handle literally thousands of such individual cases on the basis of administrative routines. Street Level Bureaucrats occupy a critical position in these interactions between individual citizens and these large ‘decision-making factories’<sup>16</sup>. Discretion is generally defined as the ability of the administrator to choose among alternatives and decide how a government policy will be implemented in certain situations. Thus, discretion is clearly a part of the administrative process, and sufficient discretion is indispensable in carrying out their respective activities. In the process of provision of public services, Street Level Bureaucrats are often required to take decisions quickly and flexible.<sup>17</sup> Ideally, the proper discretion of Street Level Bureaucracy includes all aspects from political level to managerial level as explained below in Table 1.

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<sup>16</sup> Mark Bovens and Stavros Zouridis, “From Street Level To System Level Bureaucracies: How ICT Is Transforming Administrative Discretion and Constitutional Control,” in *PAT-NET Conference, Leiden University, The Netherlands*, (2001), pp. 21–22.

<sup>17</sup> Francis Rourke, *Bureaucracy, Politics, and Public Policy*, 3rd Ed., (New York: Little Brown, 1984).

**Table 1.**  
**Scope of Discretion of Street Level Bureaucracy**

Politics	Scope	Street Level Bureaucracy
Determine purposes, scope of services, tax level, and constitution issues	Mission	Advise, analyze conditions and trends
Pass ordinances, approve new projects and programs, ratify budget	Policy	Make recommendations on all decisions, formulate budget, determine service distribution formula, decide innovation of services, simplify red-tape bureaucracy
Make implementation such as site selection, handling complaints, and overseeing administration	Administration	Establish practices and make decision for implementing policy
Suggest management changes to manager, review organizational performance in managers appraisal	Management	Control human resources, material and information for organization to support policy and administrative function

Source: analyzed by the writer<sup>18</sup>

The buzz of good governance has been very famous; it has brought fundamental reform to the governance. Positively, discretion has changed the division of political role owned by Street Level Bureaucrats. There is formal power of Street Level Bureaucrats in formulating mission, policy, administration, and management. The admission of discretionary power has lifted the degree of Street Level Bureaucrats in the political stream. However, practices of Street Level Corruption are such an embarrassing. The discretion is poorly controlled and supervised. It can be said that whenever work is authorized, the authorizing person loose some control. Practically, in the lowest level of the policy arena, task complexity is high, but the responsibility is low. Street Level Bureaucrats may be faced with ambiguous situation in which rules are contradictory. They cannot set a clear decision and may be affected to deal with the feeling of respect or guilt to the people they interact. Actors see themselves to separate the professionalism from personal relationship; they are not expected to build

<sup>18</sup> George H. Frederickson, Kevin B. Smith, Christopher W. Larimer, *The Public Administration...*

relation in service delivery process. Yet, loose coupling phenomena flipped the commitment of public accountability.

A contemporary understanding of Street Level Corruption cannot be separated from the phenomena of *red tape bureaucracy*; this specific character of old public administration paradigm has been practiced in Indonesia for more than 3 decades. This phenomenon was commonly known as pathology of bureaucracy, a condition that guides norms and values to the interests of the elites, not to the public. Factually, a contributing factor that determines service quality is paternalistic or feudal culture. For certain reason, the style of public service delivery is influenced by feudal relationships, which are usually built on an asymmetrical relationship, exclusivism for their distinction in terms of age, job title, role, position, or status of a person. In paternalistic culture, Street Level Bureaucrats are allowed to provide services that differ from one society to another. Thus, public service is finally fragmented; the quality is differed by social and economic characteristics of society.

The question remains, why is Street Level Corruption so rampant among the government bureaucracy in general and the service sector in particular? The conventional wisdom points at the low salary structure of government employees. Public opinion considers employees who suffer from low income and struggle to obtain the basic necessities are likely to develop certain dishonest practices. However, one prime reason of Street Level Corruption is the common practices of supply and demand or bargaining that exists between the citizen and Street Level Bureaucrats. Cultural factors also reinforce the condition; cultures that support corruption, such as certain value/tradition of giving gifts to officials. This action, unlikely Indonesia, according to European and American society is considered corrupt. Cultural root of Indonesian society tends to legalize nepotism by giving impetus to corruption. It generally relates to family ties and loyalty parochial. This model is of course, difficult to change. The era of regional autonomy, meanwhile, has created local political dynasty that fostered the practice of corruption, collusion, and nepotism. Again, a corrupted bureaucratic culture shaped poor service; lack of improvisation, initiative and also the desire to responsively solve the problem.

Deeper, the analysis shows that Street Level Bureaucrats tend to seek ways to manage their own work. The affecting factors are diverse; weak monitoring system, poor human resource management, intolerance (racist), etc. Meanwhile, Standard Operating Procedures do not effectively maintain the quality of services; otherwise, Street Level Bureaucrats often use them as specific reasons to maximize their discretion. People are infrequently impressed by the service performance with some reasons: (a) public distrust toward bureaucracy; public considers bureaucracy as instrument of the elites, (b) low space of public participation in the policy arena, (c) street level corruption (extortion) – a false common bureaucratic cost in service delivery, (d) low response (initiative) toward crisis, (e) power based orientation and public service distortion worsened economic and political crisis. The data showed during 2015-2016, the arising number of public disenchantment toward public service delivery. The number of mal-administration is unexpectedly increased (see the data shown below in Table 2 significantly).

**Table 2.**  
**Mal-administration Report (Notion): 2015-2016**

<b>Mal-administration</b>	<b>2015</b>	<b>2016</b>	<b>Change</b>	<b>Sector</b>	<b>Percentage</b>
Extended delay, 11 reports per day	1.319	2.246	+70,3%	Law Enforcement	51%
No service delivery, 5 reports per day	874	1.052	+15,2%	Transportation and Infrastructure	14%
Additional payment, 2 reports per day	384	434	+13,0%	Education	45%

Source: Ombudsman RI<sup>19</sup>

<sup>19</sup> Ombudsman of the Republic of Indonesia, “Pungutan Liar, Suap Dan Pemerasan,” *Sistem Informasi Penanganan Laporan Ombudsman RI*, 2016, Retrieved through [https://www.ti.or.id/media/documents/2016/10/23/p/e/penundaan\\_berlarut\\_dan\\_pungli\\_ori.pdf](https://www.ti.or.id/media/documents/2016/10/23/p/e/penundaan_berlarut_dan_pungli_ori.pdf).

## INNOVATION MANAGEMENT AND SOCIO-POLITICAL CONTROL IN PUBLIC SERVICE DELIVERY

There are three rules of *Fiqh* that are relevant to the public service, namely: (1) *Ad-Dhararu Yuḥḍulu* (evil things needs to be eliminated); (2) *Jalbul Mashalih Wa Daf'ul Mafasif* (achieve and refuse harm); (3) *Al-Mashlahul 'Ammah Muqaddamah' Alal Mashlahati* Khasshah (public interest outperforms the interest of the individual).<sup>20</sup> Three of these rules emphasize on the importance of eliminating the distress of the public by not making them troubled in receiving the right to be served. Through this understanding, responsive innovations to the most frequent problems associated with Street Level Bureaucrats should be sought to achieve a blessed public service delivery process.

Theoretically, innovation is more a phased process than just a quick response. However, Street Level Bureaucrats are required to innovate quickly for their organization is shaped by public demand and unpredictable change responding the dynamic of public interest. In these recent days, innovation of service delivery is obligatory; unluckily, most innovation is not yet properly sustained. Meanwhile, less effective innovation occurred due to lack of synergy between Street Level Bureaucrats and the top level policy maker that caused improper understanding. Well managed innovation is a complex thing; hence, the whole focus needs to be directed to a specific and clear type of innovation.

Formerly, Street Level Bureaucrats were only authorized to develop innovation as a bottom strategy in service delivery. Innovation includes service processes and service methods, yet it was internally implemented in several organizations which are usually modern and easily accessed from city. These types of innovation are somehow used to legalize discretion that ends to street level corruption. "A shortcut process" was made as innovation, and it was sad to be poorly claimed as an advance. During the hectic of the governance era, innovation is developed as more a revolutionary process. Changes and reform are common; improvements are for both system and human resource development. A

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<sup>20</sup> Djazuli, *Kaidah-Kaidah Fikih: Kaidah-Kaidah Hukum Islam Dalam Menyelesaikan Masalah-Masalah Yang Praktis*, (Jakarta: Kencana, 2010).

tactical reform in enhancing the quality of service delivery involves 5 strategies of service innovation: (a) service product innovation, (b) service process innovation, (c) service method innovation, (d) service policy innovation, and (e) service system innovation.<sup>21</sup> Service policy innovation is one significant aspect for Street Level Bureaucrats; it lifts the degree of bureaucrat's power in policy making process. Both theoretically and practically, the power to handle innovation must be managed by a clearly set of control and monitoring system.

In spite of the overwhelming commitment of innovation development, the development of a complex mechanism of socio-political control towards Street Level Bureaucracy is mandatory. Political control requires top-down mechanism which formally initiated by governmental institution through monitoring and evaluation system. In the era of open government, the need of transparency as a means of innovation in public service delivery is crucial. The shifting paradigm must involve post-bureaucratic paradigm which emphasize on: (a) quality and value, (b) innovation product, (c) accountability and norms, (d) feedback enrichment, etc.<sup>22</sup> In community level, social control must include the overarching control towards society for specifically, society as client has triggered Street Level Corruption by demanding "a shortcut" mechanism of service delivery.

The third source of ways in which street-level bureaucrats are held account-able is participatory citizenship. The era of Open Government upholds transparency by developing e-service as part of e-governance practices. Similarly formal, bureaucratic responses to Street Level Corruption must include the intensive rules and regulations to evaluate discretion, more frequent monitoring or audits to increase the risk of getting caught, and greater power sharing to decrease monopoly over the provision of certain public goods. More informal, professional accountability mechanisms might uses social sanctions for citizen to reduce the probability of money transaction. Lastly, socio-political

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<sup>21</sup> M. R Khairul Muluk, *Knowledge Management: Kunci Sukses Inovasi Pemerintahan Daerah*, 1<sup>st</sup> Ed., (Malang: Bayu Media, 2008).

<sup>22</sup> Michael Barzelay, *Breakingthrough Bureaucracy: A New Vision for Managing in Government*, (California: University of California Press, 1992).

control of Street Level Corruption might include an active and independent media, greater transparency, forums for citizen participation, and opportunities for voice.<sup>23</sup>

## CONCLUDING REMARKS

A resolution towards public service delivery is mandatory. Discretion cannot be resisted; Street Level Bureaucrats must participate in the policy arena despite the fuss of street level corruption. As policy maker, Street Level Bureaucrats may establish an appropriate role as a balanced *socio-professional worker*, a socio worker who facilitates citizen aspiration and professional worker who represents government. Both roles are indeed dilemmatic due to the system of public service delivery may not adequately reflect satisfaction; there is a gap between the formal organizational procedure and people's expectation. However, the imbalance between the formulated policy and the implemented policy cannot be only handled by top political or structural leader; it does also need more aggregate role of Street Level Bureaucrats as the key policy implementers of government agencies. Therefore, adequate mechanism of monitoring system for discretion is a must. As a brief recommendation, a socio-political control mechanism is crucially important due to a closed and centralistic control system will not solve the problems. In this transparent and modern circumstance where dynamic governance lives the state, innovation is able to provide solution. Further, the trend of competitive government that boosted innovation will meet the spirit of serving to the people's demand.

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<sup>23</sup> Eric M. Johnson, "Out of Control? Patterns of Teacher Corruption in Kyrgyzstan and Their Implications for the Study of Street-Level Corruption Control in Weak States", Ph.D dissertation at Coloumbia University, (New York, 2008)..



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