Bureaucracy Reform, Community Participation and *E-Bureaucracy* under Regent Winesa and Regent Putu Artha in Jembrana, Bali

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Abstract

The use of technology in reforming the government bureaucracy, namely *e-Bureaucracy* in the regency of Jembrana raises the assumption that the modernization of the bureaucracy can be supported by the social system based on cultural values. It is assumed that the implementation of *e-Bureaucracy* since the leadership of Regent I Gede Winesa was able to reform the bureaucracy in Jembrana. However, the latest research of his successor's leadership suggests that there is the potential for failure of *e-Bureaucracy*, ranging from a decrease in function of the J-Net tower, the non-functioning of the rural internet office, and the return to manual service. The results showed that there are two basic problems in the implementation of *e-Bureaucracy*. First, the lack of sustained internal reform in Jembrana. This condition is caused by the euphoria with the past government and by the lack of innovation by the Jembrana bureaucratic apparatus. This situation is caused by the limited delegation of power in the bureaucratic structure in Jembrana. Secondly, community participation is not really being optimized as the basis of external reform. The lack of community participation is caused by the strong top-down approach from government and the lack of empowerment building by local NGO. The study uses a qualitative approach supplemented with literature study, in-depth interviews, and focus group discussions (FGD).

Reformasi Birokrasi dan Partisipasi Masyarakat dalam *e-Bureaucracy* pada Masa Pemerintahan Bupati Winesa dan Bupati Putu Artha di Kabupaten Jembrana, Bali

Abstrak

Proses reformasi birokrasi dengan metode *e-Bureaucracy* di Kabupaten Jembrana memunculkan satu asumsi bahwa modernisasi birokrasi dapat tertunjang oleh sistem kemasyarakatan berbasis pada nilai budaya. Secara normatif, ada asumsi bahwa penerapan *e-Bureaucracy* sejak masa Bupati I Gede Winesa mampu mereformasi birokrasi Kabupaten Jembrana. Namun, hasil penelitian terbaru pada masa Bupati Putu Artha menunjukkan bahwa ada anomali potensi kegagalan *e-Bureaucracy*, mulai dari penurunan fungsi menara J-Net, tidak berfungsinya Kantor Internet Desa, hingga pelayanan birokrasi secara manual. Hasil penelitian menunjukkan bahwa ada dua masalah dasar dalam implementasi *e-Bureaucracy*. Pertama, lemahnya reformasi internal birokrasi Kabupaten Jembrana. Kondisi tersebut dipengaruhi oleh *euforia* masa lalu dan lemahnya daya inovasi aparat birokrasi Jembrana. Lemahnya inovasi disebabkan oleh belum optimalnya prinsip pendelegasian dalam struktur birokrasi di Jembrana. Kedua, belum optimalnya partisipasi masyarakat sebagai basis reformasi eksternal. Penyebabnya adalah kuatnya pendekatan *top-down* pemerintah kabupaten kepada sistem kemasyarakatan yang ada dan masih belum optimalnya prinsip pemberdayaan masyarakat oleh LSM lokal. Penelitian menggunakan pendekatan kualitatif dengan menerapkan studi literatur, wawancara mendalam, dan *focus group discussions* (FGD).

1. Introduction

Bureaucracy has become the central theme in UI CSG team's research in the regency of Jembrana. Bureaucracy, according to Max Weber, is an administration system based on competency and expertise, as well as a complex set of regulation. Robbins (1994) observed that competency and expertise very much influenced the optimization of a good bureaucracy work system. In addition to that, Huber (2004) believed that hierarchical structure and competence as well as technical expertise are the basis of work delegation process from the higher ups to the subordinates.

Siagian (1996) mentioned that bureaucracy is vulnerable against pathological bureaucratic problems, such as corruption, budget waste, bad working ethics, and so on. Siagian then suggested that internal reform and external bureaucracy has become a necessity to overcome these problems. Internally, reform is linked to the revamping of human resources and bureaucratic system by the authority. Subsequently, external reform is a process of involving the community to participate in reforming the bureaucracy. External reform can be achieved through Non-Governmental Organizations (NGO). Dwiyono (2006) believed that the role of NGO or the strengthening of certain community-based organizations is important in reforming the bureaucracy. One effort to reform the bureaucracy is through e-Bureaucracy. According to Putera (2009), e-Bureaucracy could be a device to fix the problem of governmental interagency synergy in a particular area. E-Bureaucracy is a part of bureaucratic innovation. Apip (2014) suggested that e-Bureaucracy has been regarded as a solution to refine important information in the policymaking process.

Gajduscheck (2003) also surmised that e-Bureaucracy could create a clear arrangements for specialization and work authority. Blau (2000) believed that specialization and authority affects the quality of the bureaucracy. Aside from that, a rational system could reduce potential violation of the bureaucracy (Welch, 2006: 380) or corruption (Tiwari, 2012: 18), and the unsatisfactory quality of bureaucrats (Albrow, 2004: 114).

Wenadianto (2014) suggested that bureaucracy has to be capable of creating transparency between the people and the government. Transparency of information is closely related to the fulfilment of specific information provision according to the needs of the community, which is the foundation of e-Bureaucracy.

Phelps (2014) argued that by reforming the bureaucracy, regional autonomy could be sustained, which, in the contect of this research, is able to benefit the regency of Jembrana. In the year 2000, the regency of Jembrana was considered a low income region, earning only as much as Rp. 2,551,526,749, with its regency regional budget of Rp. 66,911,688,691. Subsequently, in the year 2014, the regionally generated revenue of the regency of Jembrana was estimated to be Rp. 65 billion (Ismadi, 2013) following the implementation of e-Bureaucracy since the leadership of Prof. Dr. I Gede Winasa.

The regency of Jembrana's achievement creates an anomaly of its own within the study of political development. The existence of traditional values is perceived to be the characteristic of feudal communities, which are communities that work to fulfil the needs or interests of the traditional political elites. These traditional elites use traditional values that develops in the community to ensure that the community obey social regulations assigned by the elites (Finkle, 1966: 46-49) according to the relationship of patronage of a community in a post-colonial country.

Demographically, the population of the regency of Jembrana in 2012 is 317,117 people, of which 158,398 are male and 158,719 are female. The majority of the people of Jembrana are Hindus, amounting to 229,674 of them. Hinduism becomes the source customary values that dominates the public system and government in Jembrana (Jembrana.go.id).

Ideally, customary values as foundation of public social system is capable of creating a social capital which unifies individuals on the basis of the similarity of customary values (William: 2008, 4). Theoretically, those values can bring out a sense of responsibility among the people to take part in the governance of a particular region (Jha, 1999: 43-48). Those values are materialized in the concept of *Tri Hita Karana*.

Tri Hita Karana, according to Ida Bagus Ketut Surya, Armanu Thoyib, Achmad Fatchan, and Mintarti Rahayu (2014), is a belief that places the balance in the relationship between man and God or *parahayangan*, the relationship between man and his fellow men or *pawongan*, and the relationship between man and nature or *palemahan*. Inter-realm balance is believed to be able to create peace in a region.

Tri Hita Karana, according to the customary leaders, starting from the *bendesa* level up to municipal representatives, is a spiritual bond between customary leaders, regional government, and the people of Jembrana. The three customary values put the official leader and customary leader as two figures of *Guru* who have to be respected by the individuals of Jembrana. The concept of *Guru*, according to respondents, refers to an entity who educates the community towards the better, be it the customary leader or the regent.

The people also tend to receive requests from the *Gurus*, for the needs of the community. This concept is also the reason the people avoid conflict with the *Gurus* for the

sake of natural harmony. The principle of natural harmony, according to Saputra (2013), creates balance between the micro realm, which is the human realm, and the macro realm, which is the whole universe. Good relationship in the micro realm will impact the serenity in the macro realm. *Tri Hita Karana* then becomes the foundation for the customary government, which is the *pakraman* village system.

Chitambar (1973) notioned that the *pakraman* village system is a political institution based on tiered relationship regulation. Those relationships are tiered starting from *Majelis Madya Desa Pakraman* (*Pakraman Village Municipal Assembly*). *Majelis Madya* (Municipal Assembly) is on the regency level, while *Majelis Alit* is on the district level, which means it supervises the customary village. The customary village is led by the *bendesa*, and this customary village supervises three *banjar* in various areas of the regency.

Banjar according to Hobbart (1996) is an area where people conduct their daily activities, from subsistence, ritualistic activities, to being the center of the village's economic empowerment through the establishment of Village Credit Agency. Shiffman (2002) argued that *banjar* has a big role in socializing public welfare programs, including demographic arrangements.

Customary *banjar* is led by a *kelihan adat*. I Ketut Meniarta (2009) suggested that the duty of a *kelihan adat* is to regulate the lives of people according to *awig-awig* or social rules at the *banjar* level. *Kelihan adat* also frequently takes care of basic demographic issues. Findings regarding *kelihan adat* did not only come from the Hindus, but also from people of other beliefs. For this research, a *kelihan* from the Moslem community was a confidant of the writer.

Each customary village unit is coordinated by a *perbekel*. Pringle (2004) stated that a *perbekel* is a civil servant serving under the national law. Normatively, customary villages report demographic issues to the *perbekel*. The *perbekel* on duty then reports demographic issues to the district and sub-district officials according to the authority.

According to a statement from a staff of the Office of Government and Community Empowerment, the regency of Jembrana comprises 51 official villages supervising 68 customary villages. The staff also surmised that the relationship between the two entities is coordinative in nature, from the subordinate levels up to the district level. Said statement is in line with Asmowati's (2012) suggestion that the customary system is capable of weaving a relationship that is equal to that of the official government.

According to the statements from the *bendesa, kelihan*, and representatives from the customary assembly,

Regent Winesa highly utilized the existing system to socialize e-Bureaucracy. Every customary leader was thoroughly socialized, starting with J-net to Palugada ATM. The customary leader's involvement was able to maximize Regent Winesa's bureaucracy reform agenda.

Nevertheless, the writer found that bureaucratic services in the regency of Jembrana has started to experience a decline in quantity and quality of the infrastructure during the reign of Regent Putu Artha. Researchers found the fact based on results from interviews with respondents and Focus Group Discussions with various sources. This condition calls for an in-depth discussion.

Based on interview and FGD results, we view three basic elements that caused the decrease in the quantity and quality of e-Bureaucracy services. First, the powerful euphoria of past government. Said condition made it necessary to analyze the difference between the leadership of Putu Artha and Winesa.

Second, the decline in the ability to innovate of the government of Jembrana Regency. This decrease in the ability to innovate is caused by the dependence of the bureaucracy system to continually innovate.

Third, the lack of community's participation in e-Bureaucracy. Implicitly, the people's participation is strongly linked to the utilization of existing public system in the regency of Jembrana. Interview and FGD results has shown that there is still a distance between the people and the regional government.

2. Methods

This research was descriptive analytical, aimed to explain the theme of the research in detail. The research was done qualitatively (Neuman, 2000: 1-16), using case study approach. Case study method has a research design that is on a deeper level, more complex, and more focused on one key issue (Rosmann, 2006: 55-103), which is the analysis of interrelatedness between cultural values and the community participation in the implementation of e-Bureaucracy in the regency of Jembrana.

Data was collected through literature review and interviews, as well as FGDs. Literary approach was done through review of the literature and journals related to the theme of the research. Afterwards, interviews were done in order to complete the research data. Interviews were done face to face with representative of the community and bureaucrats in the regency of Jembrana, consisting of 25 participants, with average interview time of one to two hours and a total of less than 50 hours of interview time.

FGDs were done at two different locations. The first FGD was done on 12 August 2014, 09.00-12.00 WITA

(Central Indonesian Time) at Melaya village community hall, regency of Jembrana, with participants from representatives of the Office of Transportation and Information of the Regency of Jembrana, represent-tatives of the regency staff, representative *bendesa* and *kelihan*, representatives of *perbekel* of Jembrana, representatives of the sub-district office and representatives from NGO.

The second FGD was done on 13 August 2014, 12.00-13.00 WITA at Yayasan Wisnu Complex, Denpasar. The FGD was attended by representatives of Yayasan Wisnu. Yayasan Wisnu is an NGO in the field of community empowerment concerning environmental issues. Yayasan Wisnu has an ecotourism program in the regency of Jembrana.

The purpose of the FGD was to: (1) map out the problems related to the implementation of e-Bureaucracy in the regency of Jembrana, Bali, (2) formulate a strategic agenda to increase the community participation in the process of bureaucracy reform, especially its relation to e-Bureaucracy externally, (3) build a strategic consolidation between the government of the regency, customary leaders, and the local community in the process of bureaucracy reform in the regency of Jembrana, (4) understand the best strategy for community empowerment.

Data analysis was done using descriptive analytical technique. Literature review and interview results were analyzed in-depth. Collected data were then verified according to the theme of the research, which is community participation in the process of reforming the bureaucracy through the implementation of e-Bureaucracy. Verification process was done by matching up literature data to interview and FGD results. Data analysis resulted in information that was irrelevant to the object of the research. Thereafter, data analysis results were presented in a form of descriptive narrative with regards to the research

Population and sampling technique was implicated by the demographical condition in the regency of Jembrana. Demographically, the population of the regency of Jembrana is 317,711. Jembrana residents were scattered across five districts, namely 62,067 residents in Melaya District, 91,280 residents in Negara District, 62,224 residents in Jembrana District, 70,534 residents in Mendoyo District, and 31,052 residents in Pekutatan District. Population sampled were residents who had obtained their identity card, which were 189,688 residents. Sampling was done by judgment sampling (Marshall, 1997: 523).

To be specific, sampling was categorized into three groups. First, the bureaucrats. Second, the customary leaders representing the entirety of respondents from the customary leaders from the regency level to the village level. Third, the members of the community.

In relation to the first category, interview was conducted with representatives from the government, from the Regional Planning Board of Jembrana, representatives of National Unity and Politics, the Office of Transportation and Information of the regency of Jembrana, the Office of Government and Community Empowerment, the Office of Education, Youth, Sports, Tourism and Culture, representatives of Melaya *Perbekel*, representatives from the district office, sources from representatives of Jembrana Library, and a former member of Regional Houses of People's Representatives during the leadership of Winesa.

Towards the respondents of the first category, the researchers asked three general questions. First, how the correlation between Hinduism values and the implementation of e-Bureaucracy. Second, regarding the strategy of cultural approach to increasing the community's participation in the initial process of bureaucracy reform, which was during the leadership of Regent Winesa. Third, how the differences of leadership style between Regent Putu Artha and Regent Winesa affected the development of e-Bureaucracy.

The following interviews with the customary leaders were conducted with a former member of *Majelis Alit*, a former member of *Majelis Madya*, the leader of *Majelis Madya* of Jembrana, the *bendesa*s in Gilimanuk Sub-District and Melaya Village, and members of Parisada Hindu Dharma Indonesia for the regency of Jembrana.

Three basic questions were asked to respondents of the second category. First, how the community structure based on Hinduism values could act as a bridge between the municipal government and the people of Jembrana. Second, how the involvement of customary leaders in the establishment of e-Bureaucracy was. Third, regarding the differences in the relationships between customary leaders and Regent Winesa and that of Regent Putu Artha were.

Lastly, the third category, which was interviews with the general public, was done with a caretaker of a hotel in Jembrana, an entrepreneur living near the Melaya area, an elementary school teacher at the Gilimanuk area, and two representatives of an NGO in the field of good governance. Note that a representative of an Anti-Corruption NGO was also there as a confidant. The NGO partner was a mediator with two representatives from the *Majelis Mayda* of *Pakraman* village of the regency of Jembrana during the leadership of Regent Putu Artha and the *Bendesa* of Gilimanuk.

The last category was asked four basic questions by the researchers. First, how the relationship between the

general public and the customary leaders and bureaucrats of Jembrana was. Second, about the opinions of the general public towards the difference in leadership styles of Regent Winesa and Regent Putu Artha. Third, the pathological effect of bureaucracy towards public service. Fourth, the response of the general public towards the problems.

The research was limited to the Melaya District of the regency of Jembrana. The research was based on the fact that Gilimanuk Harbor was in Melaya District. Ideally, the community near Gilimanuk Harbor needs fast administrative services. Aside from that, people of Gilimanuk are more active on the harbor or around the area surrounding the harbor. However, e-Bureaucracy was not functioning optimally, and administrative services in the area were done manually. Melaya District also showed a particular uniqueness which was the existence of heterogeneity of *banjar* which does not only involve the Hindu community, but also the Moslem community.

3. Results and Discussion

Euphoria of past government. Ali, Ismael, and Mohammad (2011) observed that transformational leadership was the most important thing within an organization or a bureaucracy. Transformational leadership is a form of leadership capable of building positive relationship with followers in order to strengthen the performance of the organization. In general, there are four patterns of transformational leadership. First, the leader stimulates creativity. Second, the leader only acts as a role model and is charismatic in nature. Third, the leader acts as an advocate for the followers to trust the leader's mission. Fourth, the leader is capable of creating an impression of being the one to fulfill the followers' emotional and physical needs.

The concept of transformational leadership was contrasted with transactional leadership. Gregory (2008) explained that transactional leadership was a form of relationship between leaders and followers based on a certain reciprocity. In the latter type of leadership, the bond between leaders and followers is based solely in pragmatic considerations.

Pragmatic considerations, according to Katrina, Samuel, Amanda, Dawn, and Michael (2009), is also a characteristic of charismatic leadership. Charismatic leadership is a form of leadership with a focus on building oneness of vision or future outlook of the organization towards the followers through emotional bonds. Charismatic leadership also has some resemblance to the pragmatic leadership pattern, which always aims to fulfill the pragmatic needs of the members of the bureaucracy.

Based on the statement from a representative of Regional Planning Board, a representative of the Regional Houses of People's Representatives, and a former leader of Majelis Madya of Pakraman village, Regent Winesa was a transformative figure because he was able to devise a reform of the bureaucracy, which was modern, based on e-Bureaucracy. Regent Winesa realized the importance of revamping the bureaucracy system in order to better the regency of Jembrana.

Yet, the researchers view Regent Winesa as a pragmatic and transactional figure. This allegation was built upon a statement from a former member of the Regional Houses of People's Representatives and an anti-corruption activist. Winesa was viewed as a figure who was not very strict in governmental budgeting. An anti-corruption activist termed this allegation of misuse of the budget as *anggaran gelondongan* (logging budgeting). *Anggaran gelondongan* refers to the allegation that treatment of regional budgets was not in line with its purposes during Regent Winesa's visits to certain districts, for example, funding of a custom event or customary infrastructure which was not in accordance with the allocated budget.

One of the lawsuits faced by I Gede Winesa which caused him to still be in prison was the corruption case in the husbandry sector. The state attorney was also investigating the allegation of corruption in the establishment of J-Net at Dangintukadaya community health center (BaliPost Online, 2009).

The writers also view Regent Winesa as a charismatic leader. Said charismatic leadership was built upon good relationship between the customary leaders and Regent Winesa. Customary leaders were capable of affecting the people's perception on Regent Winesa. Aside from that, Winesa was also considered as a figure who cared about public welfare through the free health insurance program, J-Health.

In 2011, I Putu Artha who managed to win the local election at the regency of Jembrana took over I Gede Winesa's leadership for the period of 2011-2016 (Merdeka.com). Note that Regent Putu Artha was the deputy regent during Winesa's reign.

Based on results from interviews and FGDs, the researchers view that Putu Artha is not a transformative figure. A fraction of respondents deemed that Putu Artha has not been able to yield excellent innovations as in the leadership of Winesa. The writers understand that this condition arose as a result of Putu Artha's careful attitude so that he does not repeat potential law violation during his leadership.

Even so, Regent Putu Artha's careful attitude also influenced the decline in quality and quantity of the e-

Bureaucracy services. This is in accordance with statements from the representative of the Information Division of the Government of Jembrana Regency. The condition is caused by the reduction of budget for J-Net by Regent Putu Artha.

Sources' perception, which compared the leadership of Putu Artha to that of Winesa, showed how strong the euphoria of past government is. A fraction of the respondents viewed the relationship between Putu Artha and the community to be not as close as that of the previous leadership. In this context, the writers infer that Putu Artha is not a charismatic leader.

Aside from that, the issue of leadership type is also an interesting fact when we listened to the elucidation from the bureaucrats. Implicitly, the bureaucrats viewed that Putu Artha tends to be passive and does not build enough closeness with the bureaucratic officials. We observed an impression that the bureaucrats need a charismatic and transformational leadership of Winesa's. Nevertheless, one respondent stated that Putu Artha's leadership was more positive in the context of regional budget discipline.

Decline in e-bureaucracy's ability to innovate. Eran Vigoda (2005) understood that the process of innovation has a great impact on bureaucratic system. Eran defined innovation as a process to make bureaucracy better. Eran also viewed that the process of reforming the bureaucracy is very much determined by differences of needs, environments, and the culture of the community where the bureaucracy is.

The existence of cultural factor is strongly related to the dynamics of social innovation within the bureaucracy. Social innovation, according to Kallinikos (2006), is closely related to the strengthening of the regulation of inter-personnel relationship in an organization, not based on personal relationship, but based on structural roles. Bureaucratic innovation aims to strengthen the work delegation of all existing bureaucratic officials.

According to a statement from a representative of the Regional Planning Board and sub-Office of Information, Regent Winesa started the development of e-Bureaucracy by building Jimbarwana Network or J-Net, which is a communication network connecting all government offices, from village administrative government up to regency government, through virtual office program, VOIP, Local Management System, up to Virtual Education Administration Curriculum. The entirety of J-Net program also integrates identity card, work card, health insurance card, up to civil servant attendance card. This network integration resulted in optimization of the bureaucratic system in Jembrana.

Theoretically, according to Rokhman (2010), a good bureaucracy has to be able to act as a mediator between the government and the general public. The mediator functions as a link between the general public and a set of open bureaucratic services from the government. On top of that, the general public has to be able to easily access information according to their needs.

Implementation of the role of bureaucratic communicator was shown by Regent Winesa through the establishment of Rural Internet Office in every *perbekel* office. The Rural Internet Office, according to representatives from the Regional Planning Board and the Office of Government and Public Empowerment, acts as a socialization tool for the internet for the general public.

Beside the Rural Internet Office, Regent Winesa also created an official website for the Government of Winesa Regency, an SMS Gateway as a medium for complaints from the general public, and Palugada ATM as a media for information which is available at various strategic spots such as government offices, schools, and so on. Palugada ATM integrates e-identity card of Jembrana with population data and employment data. The general public as well as government officials can just utilize the device to acquire information, access administrative population services as needed, manage the yellow card, and so on.

One interesting point from the application of e-Bureaucracy was that Regent Winesa also sought to streamline bureaucracy. This issue came up on an interview with a representative of the Regional Planning Board and a former member of the Regional Houses of People's Representatives. That statement was in line with the Jansson's (2004) argument that e-Bureaucracy has a potential to increase the efficiency of bureaucracy.

Yet, with the end of Winesa's leadership, e-Bureaucracy no longer functions optimally. In keeping with FGD results in Melaya Village, a large part of J-Net tower during the government of Putu Artha is no longer functional. FGD results were further supported by reports from the media, Bali Post (2014) and Metro Bali, that out of 55 villages in the regency of Jembrana, only five towers are still functional, and in a sub-optimal condition from infrastructural perspective.

Aside from that, e-Bureaucracy programs such as Virtual Office, VOIP, etc. do not function optimally in the regency of Jembrana, including in Gilimanuk area which is the furthest from the central government of Jembrana, as stated by a representative of Gilimanuk District Office and an elementary school teacher. The processes of public administration services which initially utilized J-Net is now back to manual processes.

There were only two e-Bureaucracy programs that work optimally, the SMS Gateway and the official government website. Meanwhile, Palugada ATM and

Rural Internet Offices no longer functions properly. Palugada ATM only has an active role in the regency office. On the other hand, Rural Internet Offices, according to statement from Sub-Office of Communication, are deteriorating as a result of the growth of private internet investments, impairment of J-Net functions, and age differences between the older and the younger generations.

Representatives from the *perbekel* and Sub-Office of Information, be it through interviews or FGD, stated their wish to revitalize e-Bureaucracy. The *Perbekel* of Melaya planned to revive J-net, but was hampered by funding and human resources issues. The representative of Sub-Office of Communication also stated a plan to rebuild the optical network as a substitute for J-Net.

Details of comparison between the condition of e-Bureaucracy during the leadership of Regent Winesa and that of Regent Putu Artha can be observed in the following Table 1. A large fraction of respondents from the government sector viewed that the root of the problem of the deterioration of e-Bureaucracy in the regency of Jembrana was a political decision on the part of Regent Putu Artha to minimize the IT budget. The researchers realize that leadership is an important factor, however it is not the main factor.

The writers deem the shaky bureaucratic delegation system as the cause of the decrease in the decline in the ability to innovate in the regency of Jembrana. Delegation, according to Ingo Venzke (2008), is a process of giving conditional authority by the central to units of government agencies. Each unit of agency is able to act autonomously according to the authority given by the central authority. If the delegation does not work properly, according to Krause (2006) and Pereira (2007), bureaucracy will not be able to conceive innovation that is in line with the needs of the general public.

In the context of research, the delegation problem happens every time a unit of agency depends on the central for decision whereas each part of the agency has their own autonomy to innovate, including finding a simple solution to overcome the deterioration of J-Net functions in Jembrana.

The delegation problem has a great impact on the deterioration of the culture of innovation. According to

Table 1. Comparison of the Development of e-Bureaucracy between the Leadership of Regent Winesa and Regent Putu Artha

Indicator	Regent Winesa's Leadership	Regent Putu Artha's Leadership
J-NET	Functioning optimally. J-Net connects all offices of government agencies. J-Net acts as the foundation of Rural Internet Office. J-Net integrates e-identity card of Jembrana with Palugada ATM.	J-Net tower not functioning optimally Limited funding being the cause. There are plans of substituting towers for Fiber Optic. Administrative services are manually done because the system is not connected from the *perbekel* level to the regency level. There is an initiative from the *perbekel* of Melaya to revive J-Net towers, however it was hindered by funding and human resources issues.
Rural Internet Office	Functioning optimally. The general public are able to utilize the Rural Internet Offices according to their needs, such as for agricultural information and so on.	No longer functioning well. The spread of mobile phones, private investments on internet, provision of PCs, generational differences factor, and the dysfunction of J-Net towers are causes of the dysfunction of Rural Internet Offices.
Official Website	Innovation from the reign of Regent Winesa.	Still functioning well.
SMS Gateway	Connector between the general public and the government.	Still functioning well and is integrated with the official website
Palugada ATM	A medium for management of important documents, from yellow card to other administrative information.	The synchronization problem between e-identity card and Jembrana's population system, and the dysfunction of J-Net are hindrances to Palugada ATM's functioning.

Fitriati (2013) and McLeod (2006), the culture of innovation has to be strong to build a spirit of competence. Competence, according to Husian (2014) and Budd (2007), is strongly related to the will to deliver the best service for the general public.

Low community participation in e-bureaucracy. Discussion regarding community participation is important in this research. Marsland (2006) defined community participation as an effort to involve the local community in the process of policymaking and project evaluation. It is also always linked with empowerment and acknowledgment of local values.

Buehler (2011) and Tjiptoherijanto (2007) viewed community participation as a form of the general public's wish to contribute to the government, be it the controlling function or the public planning function. Buehler believed that the people's participation is key to executing good governance.

Kristiansen (2009) deemed community participation to be of importance in preventing the potential of misuse of government budget. Reza Ahmad (2013) also posited that there was an active engagement of the local community to support the success of Winesa's programs, mainly in the education and health sectors.

Normatively, the people of Jembrana should have an awareness to take part in supervising the implementation of e-Bureaucracy in the regency of Jembrana. According to results from interviews with a number of community representatives, a part of respondents from the general public and customary leader categories realize the importance of J-Net. They also admitted that J-Net's deterioration caused a decline in general public services.

Nonetheless, a large part of respondents from the customary circle and the general public tend not to question the decline in general public services. The *Tri Hita Karana* factor seems to be in play in this condition because the general public tends to avoid conflict with the government. However, the writers do not see it as the main factor.

The condition drove the writers to feel the need to review the concept of collaborative government in order to analyze the community participation in the regency of Jembrana. Ansell (2007) defined a collaborative government as a form of government that synergizes formal government elements with informal system or the general public as a basis for bureaucratic reform. Collaborative government places the general public as part of subjects in policymaking.

Referring to statements from customary leaders, the general public was involved in the implementation of e-Bureaucracy. The community participated in the socialization of e-Bureaucracy. They were also enthusiastic in utilizing J-Net services, e-identity card, and Palugada ATM. Ideally, the strong community participation in e-Bureaucracy is correlated with the community's strict supervision on the bureaucracy. However, the reality showed that the general public tend to be passive towards the decline in e-Bureaucracy services.

That condition spurred the researchers link the concept of community participation with the concept of progressive communitarian and empowerment and the concept of technical-functionalist communitarians and managerialist approaches of Fraser (2005). The first concept is strongly related to the bottom-up approach while the second is with the perception of community involvement on the socialization level or the top-down approach.

In relation to the two theoretical references above, the writers attempt to analyze this issue from two facets. The first was the involvement of the general public by the bureaucracy. Based on statements from customary leaders, coordination between the government and customary leaders was on equal terms. Each month, the official government in the regency coordinates a monthly meeting on the sub-district level up to the district level.

Aside from that, the regency officials also regularly hold a convention and development planning or a *musrembang*. The *musrembang* invites all elements of representatives from the general public. The existence of the *musrembang* was supposed to be able to drive community participation in the restoration of e-Bureaucracy in Jembrana.

Having said that, the ideal condition does not happen. Referring to statements from official *kelihan*, the general public were indeed involved in the *musrembang* forum, but the forum is more focused on the process of socialization of government programs, including e-Bureaucracy. Aside from that, the utilization of customary systems is also only as much as a socialization agent for e-Bureaucracy.

According to statements from the *kelihan* on duty, the researchers observe that the technical-functionalist communitarians and managerialist approaches are very dominant. The local government tend to only involve the general public for the socialization part. The regency government has yet to include a representative of the general public as a decision maker together with the government.

The *kelihan* on duty also mentioned that the utilization of the *banjar* system was only to socialize government

programs. A representative of the village *kelihan* informed us that since the initial stages, the e-Bureaucracy program was a form of early initiative from the regency officials during the leadership of Regent Winesa, but not based on initiatives from the grassroots community.

As a matter of fact, this condition could have been overcome, because according to Widodo (2011), NGOs are the main force to supervise the running of the government and to drive community participation in reforming the bureaucracy.

According to results from the FGD however, we observed that the local NGO has yet to construct a good strategy for local community mentoring, was still limited to acting as a policy supervisor, and has yet to actively play a role as a driver of community empowerment in Jembrana to supervise or participate in policymaking.

As a comparison, the research team shall discuss about Yayasan Wisnu. Yayasan Wisnu, situated at Denpasar and is engaged in the environmental field, was able to drive community participation in several villages in the regency of Jembrana. This NGO approached *banjar* leaders and increased their capacity. Slowly, part of the village started to take part in the development of tourist village.

Yayasan Wisnu approached the *banjar* leaders optimally. Their influence was able to strengthen the participation of the lower level community members. Thus, the reform process could run from the bottom up. Initially, members of the general public in Yayasan Wisnu's project only went as far as following orders from the *banjar* leaders. However, mentoring and training from Yayasan Wisnu brought out a sense of responsibility from the local community. That awareness drove the local community to continuously participate in the planning as well as implementation aspect of the program in the location of Yayasan Wisnu's project. Theoretically, we observe that Yayasan Wisnu's strategy to drive community participation reflects the strength of the progressive communitarian and empowerment paradigm.

One interesting issue we found out from Yayasan Wisnu was that community empowerment is in line with the *Tri Hita Karana* principle. This principle places cardinal importance in interpersonal harmony. Man has to be able to benefit his fellow men. From there, man is able to benefit if each individual is able to be independent. This principle becomes the foundation of Yayasan Wisnu's strategy to improve the people of Jembrana. Simply put, the above statement can be summarized into the following Table 2.

4. Conclusions

Based on research findings in the regency of Jembrana, we concluded that there are two causes of the deterioration in the implementation of e-Bureaucracy in the regency of Jembrana. First, the weak commitment from internal bureaucrats to develop e-Bureaucracy in the regency of Jembrana. Second, the yet-to-be-optimal community participation in the regency of Jembrana.

In relation to internal reform, the writers agreed that there are two main problems. First, there is still euphoria of past government. A number of respondents from the government sector viewed Regent Winesa as a leader figure who could improve the regency of Jembrana. Meanwhile, the bureaucrats viewed Putu Artha as less visionary compared to Regent Winesa.

Tabel 2. Analysis of Community Participation

Indicator	Community participation
Under the Leadership of Regent Winesa	Program planning was done in a top-down manner. Community participation is only was far as policy socialization. *Musrembang* system also did not involve the community in planning activities. The general public were enthusiastic to utilize e-Bureaucracy.
Under the Leadership of Regent Putu Artha	The general public realized a problem in the implementation of e-Bureaucracy. The general public tend not to offer in-depth criticism. The general public seek to avoid open conflict with the government as a part of the *Guru* system.
Role of NGO	Local NGO tend to only act as a supervisor or controller. However, the NGO is not yet optimal in empowering the community, especially in coming up with ideas or initiatives that solve problems. NGOs outside Jembrana were able to utilize the *banjar* system with focus on *banjar* empowerment.

Second, we concluded that there is a problem of the decline in the ability to innovate. This decline in the ability to innovate was caused by the lack of awareness in job delegation in the bureaucracy. We observed that initiative from the bureaucratic officials was not yet maximized in overcoming the problem of the declining quality of e-Bureaucracy, whereas the ability to innovate is important in overcoming the decrease in IT budget.

In relation to external reform, we concluded that the existence of social systems in the regency of Jembrana has not been utilized properly. Potential of *banjar* villages are also not well developed by the regency during I Gede Winesa's leadership and I Gusti Putu Artha's leadership, and was only used for *musrembang* planning. That was also only for infrastructural suggestion and not regency issues.

There was one interesting issue we found in our research, which is the fact that the general public tend to seek to minimize conflict in accordance to the *Tri Hita Karana* principles. Said principles caused the public to accept the decline of e-Bureaucracy as something reasonable. That conclusion arose during FGD sessions in the regency of Jembrana.

We also concluded that the regency government only planned to reform the bureaucracy based on the perceptions of local government. The government has hardly involved members of the community in political policymaking with relations to reforming the bureaucracy in the regency of Jembrana. The government's approach towards the general public was a top-down approach.

The government merely involve the public in the policy socialization. Meanwhile, the *banjar* system could have been useful to increase the public's capacity to get involved in better program planning or to participate in searching for better solution for the problem of the decline in the quality and quantity of e-Bureaucracy.

We also concluded that local NGOs were not yet maximized in their role as a driver for community initiative to participate in finding solutions for problems in the regency of Jembrana. Local NGOs only act as a policy supervisor, whereas NGOs have the potential to drive the general public. We gathered that there is a need for awareness of the importance of empowerment from the NGOs themselves.

We then concluded that NGOs that realize the importance of community empowerment were more able to drive up community participation. Community participation does start with approaching *banjar* leaders. Its development, the awareness to participate, arises along with the strengthening of the principle of empowerment.

Finally, we also view the concept of *Tri Hita Karana* as having a significant role in increasing community participation. The principle of community empowerment can reflect the principle of harmony between men, in the form of continuous effort to benefit each other. This point can be the best strategy to empower the community in the regency of Jembrana, although it is determined by the ability of the local leader to drive the general public to function as actors in policymaking.

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