

## The Administrative Decentralization Policy Strategy to Carry Out Quality Public Services to the People

Cesaltina Dias Corte-Real de Carvalho

*Universidade da Paz*

**Abstract:** The Public services to the people carried out by the government from national to village level, and the people of Timor-Leste continue to cry out for unsatisfied public services. The Administrative Decentralization Policy is a way to distribute the power of the central government to the municipal government to carry out the necessary public services at the local level. Therefore the Government's Administrative Decentralization Policy is set out in Article 72° of the Republic Democrat of Timor Leste Constitution as in paragraph (1) states that "the local power of the people who are collective in the country with representative bodies will be created to organize the participation of each citizen on the solution of their own problems in their community and to promote local development, and not affect the participation of the state". Also referred to in Article 5 of the Republic Democrat of Timor Leste Constitution on Decentralization is as in paragraph (1) The State respect, within its national organisation, the principle for the sharing of the powers of the Public Administration, (2) The law shall establish and strengthen the different characteristics of the country, as well as the administrative competence of the bodies. Based on the above, the following problems are formulated: How is the Administrative Decentralization Policy Strategy for Quality Public Service to the People? The purpose of the research is to identify, analyse and describe the administrative decentralization policy strategy for conducting quality public services to the people. The theory that serves as a basis is the institutional theory by Di Maggio & Powell (1983).

This research used qualitative descriptive methods. Data sources are primary data and secondary data. With data collection techniques, observation, interviews and documentation. And using data analysis techniques from experts Miles & Huberman (1992:20), such as: data collection, data presentation, data reduction and valid data verification.

The research findings show that, in Timor-Leste, the Government has started implementing administrative decentralization, to approach public administration services to the people, who are currently in the phase of territorial administrative deconcentration. The Government has also formulated laws, decree-laws, ministerial diplomas, government resolution, human resources preparation and preparation of facilities and budgets, to carry out administrative decentralization policies, which in the next phase will be held the Municipal elections so that the people of each Municipality can elected their local national bodies.

**Keywords:** Policy Strategy, Administrative Decentralization, and Public Services.

### A. Introduction

Public services to the people carried out by the government range from national to village level, and the people of Timor-Leste continue to cry out for unsatisfied public services. Therefore the administrative decentralization policy strategy is set out in the Constitution of the Democratic Republic of Timor-Leste. The Administrative Decentralization Policy is a way to share the power of the central government with the municipal government to carry out the necessary public services at the local level. Therefore the Government's Administrative Decentralization Policy is set out in Article 72° of the Republic Democrat of Timor Leste Constitution as in paragraph (1) states that "the local power of the people who are collective in the country with representative bodies will be created to organize the participation of each citizen on the solution of their own problems in their community and to promote local development, and not affect the participation of the state." Also referred to in Article 5 of the CRDTL on Decentralisation is as in paragraph (1) The State respect, within its national organisation, the principle for the sharing of the powers of the Public Administration, (2) The law shall establish and strengthen the different characteristics of the country, as well as the administrative competence of the bodies, (3) Oe-Cusse Ambeno and Atauro, which are given special administrative and economic treatment. According to Rondinelli (1983:15), said that decentralization is an activity of planning or administrative power from the central government to its institution organization in the local government. Similarly, Syamasuddin Haris (2007), states that decentralization is a consequence of the implementation of the principle of democracy in a country. The purpose of this decentralization is to build government on the basis of the state policy context, meaning that development is growing nationally. "Smith" (1987:14), said that

decentralization is as follows: Provide competence to implement government functions from the central government to the local government; decentralization of local powers means establishing and implementing policies for the authority to regulate and administrative things that are important in the community.

Because the problems that arise in the public sector, it is the way to obtain good and timely public administration services to carry out their daily activities. Administration comes from the Latin word "ad" with "ministrate" which means service delivery or assistance, which is called "Administration" means service. In this way, administration is interpreted as an effort to serve well. Definitions that follow provide a different understanding of administration. There are two groups that interpret administration in different scopes; 1).

Administration in a rigid sense. In a strict sense, the administration is based on Soewarno Handyaningrat (1988:2), from the Dutch translation, the following: Administration comes from the word Administratie (Holland), which includes annotation activities, correspondence, reading accounting, digitization, and agendas. This definition can be concluded that administration is in a strict sense, as a limited activity for administration which includes annotation, correspondence, accounting and recording activities as well as other matters that convey information make it easier to recover information, where necessary, 2). Administration in a broad sense. According to Chandler and the Plan (1988:3), the Public Administration Dictionary rejects the meaning of administration as limited to administrative activities with the definition as the process by which decisions and policies are implemented. The administration has three charges, namely;

- 1). Administration is a process.
- 2). Administration is an element.
- 3). Administration is a cooperative process that has been in place since people live in the world.

In general terms, such as activities carried out by a group or people working together to achieve certain goals. Starting from the various definitions of administration in a broad sense, it can be concluded that basically activities have basic elements such as in certain activities, the existence of people who collaborate together to achieve a certain purpose (administration). On the other hand, Muhammad (2019:33), said that public administration has the following general principles: Administrative efficiency will be increased by assigning a specific work to a certain group; Administrative efficiency will be well-organized to the staff involved in the activities that exist; Administrative efficiency will be good when applying points such as objectives, processes, clients and space. The public administration therefore provides resources with clear and competent tasks in carrying out activities to achieve its final objective. Administration is the process by which people in general from all efforts such as: groups, governments, non-governmentals and others work together to achieve the goals that have been set.

Services can be defined as activities of a person, group, and or organization that can be directed or indirect to meet needs. According to Monir (2003:16), that service is a process of completing needs through activities of others directly, in response to the needs and interests of others publicize the people in the local. Similarly, according to Thoha (1989:78), said that the population services are some of the efforts made by a person or group or some institution to help and facilitate the people in achieving their goals.

The administrative decentralization policy strategy should be carried out with sufficient human resources and equipment resources to respond to the people's cry about the process of service in the area of administration. Because administration is also a determining factor in carrying out the activities of the people. Therefore the strategy according to the Websters New World Dictionary (1991), means that; 1). The science of planning and guiding military activities on a scale of, 2). Some managers have planned strategies or ways to achieve their goals. In addition, policy is the activity of humans, protecting and altering general rules that live as a phenomenon of conflict and cooperation. Ontologically, the policy has specific object of study. According to Miriam Budiarmo in Muslim Mufti (2019: 21), the five ontological objects of political science are: 1) State 2) Power, 3) Decision-making, 4) Public policy, and 5) Division. The State is an organization within the territory that has the highest legal authority and is obeyed by its people. A person or group may be able to influence the behavior of another person or group at the will of the actor. Decisions are the result of schooling between different alternatives. When the decision is concluded, it refers to the process that is carried out until a decision is reached. Decisions taken as the main concept of politics are related to collective decisions that are intertwined with society as a whole. Public policy is a set of decisions made by an actor or political group, in an effort to choose objectives and ways to achieve them. First, who makes these policies has the power to implement them. Distribution and allocation are the division and allocation of values (values) in society.

The people's desire for quality public services is to achieve quality research support with sufficient resources. According to Suwithi (2002:84), "The quality of service is the degree of service provided to the client, whether internal or external, based on the standardization of the service procedures." Public services by the central government that make it difficult for the people to obtain so that the government formulates

administrative decentralization policy strategies to approach public administration services to the people. In addition, according to Fitzsimmons in Sulastiyono (2011:35-36), that the quality of service is complex, and that the quality of service will be assessed through five principles to mention the following measures:

1. Rehabilitation (Reliability), means the ability to provide good and correct services in accordance with the type of public service.
2. Responsiveness, that is, awareness or decision-making to act quickly to help the patient provide fair timely services.
3. Certainty, that is, the knowledge and discipline and self-confidence of the public servant.
4. Empaty, pay attention to the individual in person in a specific way. With the same dimensions of good will approach, provide protection and know the needs and interests of the community.
5. Real, that is, some things are seen in the eyes of public servants, tax facilities, and others.

Through the process of public service to the people, the Government, through the Council of Ministers, has issued a resolution as Law No.23/2021 of 10 November on the Law on Local Power and Administrative Decentralization to assist the public service process to the people in rural areas. The VIII Constitutional Government's policy, which is described in article 20 of the competence of the Ministry of State Administration, is to promote and conduct the process of administrative decentralization and the installation of local power bodies and services, promoting and ensuring local power laws. Decentralization is a strategy of distributing or transforming power from the central government to the municipal government in the political system of government bodies. Previously, all the absolute decisions in the central government had just emerged a reform to share the power to give competition to local governments in order to end the deposit. Based on Decree-Law No. 4/2012, of 25 May, the first amendment to Law No. 11/2009, of 7 October, the Administrative Division of the Republic, which defines the types of decentralization programmes applied by the government such as the local development plan, the decentralised development plan and the National Village Development Plan. The objective of implementing this decentralization is to approach and share government power at the municipal level, to ensure the participation of citizens in the implementation of development in the village. One of the concrete indicators is the Village Development Plan, which focuses on supporting the particular needs of each villages such as drawing water to the community, in rural roads opening villages, community tourism in the villages to become a tourist destination for visitors, the implementation of administrative decentralization policies is very important to empower and promote local power to better perform in terms of health development, education, economics, social culture, policies and infrastructure in the Municipality, as well as reducing the system of bureaucratic administration which increases and increases the population. In accordance with Decree Law No. 3/2016, the Statute of the Municipal Administrators of the Municipal Authority and the Interministries for Administrative Decentralization, the Strategy on thebical transition of Municipal Administration Services and Municipal authorities in Local Power, states that municipal administration is the local administration service that ensures the performance of the administrative functions of a state at the Municipality level which depends on the hierarchy or administrative services assigned by the government. The reality shows that services are centralized and empowering the people, far from the government or living in rural areas, and therefore through the decentralization policy strategy they will be able to encourage and destroy the people, when public administration services are researched as a government requirement to carry out normal daily activities. It will give the people the opportunity to engage in the national development policy process in the Municipality, because the role of the people in the national development process is also important.

Based on the above, the writer formulated the following problems: How is the Administrative Decentralization Policy Strategy for conducting Quality Public Services for the People? The objective of this research is: to identify, analyse and describe the administrative decentralization policy strategy for conducting quality public services to the people.

## **B. Research Methodology**

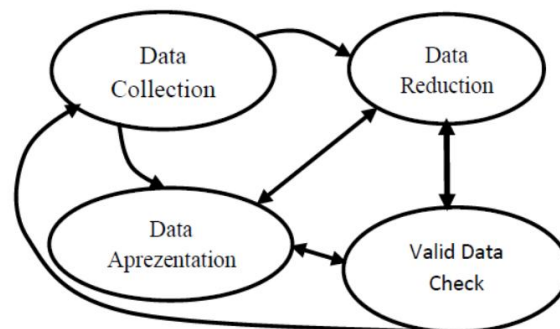
This research uses methods with qualitative descriptive research types. According to Punaji Setyosari (2012:39), namely; “Pendekatan kualitatif deskriptif yaitu bertujuan untuk menjelaskan atau menggambarkan suatu keadaan, peristiwa, objek apakah orang atau segala sesuatu yang terkait dengan penelitian.”

(A qualitative descriptive approach that aims to design conditions, events, objects such as people or things related to research).

Data collection techniques are the main and important stage in research with the aim of obtaining data on Administrative Decentralization Policy Strategy to conduct quality public services to the People. The data collection techniques in this research are the same; Observation techniques mean that as a strategy used by the writer to approach the research site and to follow directly the real situation that occurs, it can strengthen

knowledge, as well as be a strong evidence in the research. Interview techniques are the same as meeting two or more people with the aim of exchanging information and thoughts by asking and responding, so that data can be obtained with maximum. This type of interviewer is called a structure interviewer means that the writer has prepared questions to be used to ask the owner. Documentation techniques, documentation such as writing events, events or activities that have been carried out. This documentation can be carried out using writing models, image photos, and others.

In this research the data analysis used was data analysis by the expert Sugiyono (2014: 224), states that data analysis means the process of setting up interview results systematically and structurally and can make it easier for the writer and others to understand better. In this research the writer used data analysis techniques based on the data obtained, then developed and finally drawn conclusions. The technical stage of data analysis is as shown below. The data analysis diagram follows the qualitative research method of the scholars Miles & Huberman (1992:20), as follows:



Source: Sugiyono 2017, Quantitative and qualitative research methods R & D.

### C. The Results of the Research and Discussion

Based on the results of the research on administrative decentralization policy to carry out quality public services to the people, are following the processes and preparations such as;

#### 1. Formulation of Decentralization Policy Administrative in Timor-Leste

Research findings show that even today although it has always infected political challenges, the Government has been able to create a number of legislation on Administrative Decentralization and Local Government starting with: Law, Decree-Law and Diploma. The State and Government have made various efforts as ready to implement the principle of decentralization. The efforts made by the State and the Government are the same as in the first Government creating some programmes such as building or establishing local development programmes as a preparation for how to encourage and increase the capacity of local authorities and villages to empower them so that they have their own ability to implement the principle of decentralization when the state is transferred to the Municipalities. On the other hand, our Government has also prepared administrative decentralization policies to build conditions such as the creation of the DDP 1 & DDP 2 programme and the 2009 referendum package so that the Municipal and Community authorities can participate in the decision-making process as part of their participation in local and village development.

As we all know, we are still in the stage of territorial administrative deconcentration, where the Municipal Administration and Authority are being established by the Central Government has not yet been established by collective personnel as set out in article 72 of the Constitution of the Democratic Republic of Timor-Leste. And the third phase the Municipal elections will be held for the people in each municipality to be elected for their respective local economic bodies; the President and Vice President of the Municipality as well as the Municipal Members. This means that we have applied the principle of Administrative Decentralization to build local power, that is, the people who build their own power are the people who use the principle of administrative decentralization and not the state who create local power.

#### 2. Preparation of Human Resources for Policy Implementation Administrative Decentralization

The implementation of the human resources administrative decentralization policy requires a person or staff with sufficient knowledge, capacity, and methodology to carry out the functions of public administration services properly and with the responsibility of taking a vacancy in the Municipal Administration with three (3) things the following are: Internal Bid, Transfer and Distinguishment, and Requirement of Municipal Administrators or the President of the Municipal Authority of the PFM through the authorization of members of the Government responsible for the area of State Administration.

All of these processes were carried out by the Civil Service Commission (CFP) pursuant to Law No. 8/2004 which was amended to Law No. 5/2009 on the Civil Service Statute, as well as Law No. 7/2009 on the creation of the Civil Service Commission. In view of the legality of recruitment as mentioned above, it can be said that in the context of the recruitment of the Directorate and Chief of Staff in 2021-2023 almost all positions for the administrative structure at the Municipality level have been completed including positions for Post Administrators. While the Public Defender and the public administration agent are also recruited by the PFM as mentioned above. Therefore it can be said that the current Municipalities have not yet received adequate human resources, especially in the Directorate of Municipal Services. However, given the existing conditions, it can be said that the current human resources of the public sector in the Municipality are being able to respond to the provision of public administration services to all people.

### **3. Financial allocation process for the implementation of Administrative Decentralization Policy for Municipalities.**

Financial allocation for the implementation of the administrative decentralization policy for the Municipalities, the party of the delegation of competencies to the Municipalities, every year there is always the allocation to the Municipality in accordance with the Municipal services delivered to them. However, since 2021 the allocation to the Municipalities has included money for the Municipal services both in the form of tools and operational. One municipality per year in 2021 has always been allocated at least 4 million. They manage themselves and make their own procurement in accordance with the existing law and report directly to the Ministry of Finance. In addition, Mr. Francisco da Silva Guterres, Mr. Castelo de Carvalho and Mr. Hendrique Soares stated that, in relation to the budget, under the existing conditions, the Municipality itself prepared and presented its own budget proposal based on the competence of the decentralization and delegated, through the Municipal Diploma, the Interorganic Administrative Contract that the MAE celebrated with the relevant ministries. And the proposed budget for the Government through the Ministry of Finance is more than 80 million.

Based on the explanation above, concluded that in relation to the Government delegating competence to the Municipalities, the Ministry of State Administration through the General Directorate of Administrative Decentralization made an effort to allocate the budget through the Ministry of Finance to the Municipalities. Although the budget allocation is very small, they can be used and managed by the Municipalities and self-procurement in accordance with the laws and procedures in force and they themselves report directly to the Ministry of Finance.

### **4. Preparation of Infrastructure and Facilities for Policy Implementation Administrative Decentralization**

Preparation of similar patrimonial resources; Municipal service buildings, transportation facilities and equipment have been in place and installed at the Municipal level but are not yet sufficient to support the implementation of administrative decentralization programmes and activities. However, there are prototypes for the Municipal Administration Building, Municipal Assembly and Municipal services which are standardised based on qualified standards to be completed with their facilities. Relevant ministries have made the same transfers; equipment, money and human resources to the Municipalities to give competence to the PAMs and AMs to ensure the implementation of deconcentration and decentralization policies at the Municipality level.

Based on the explanation above it can be said that the Government through the Ministry of State Administration has made a map of the conditions at the Municipal and Post Administrative levels to prepare for basic needs support and has been running through the PNDS, PDIM, PMOPA and PMOHA programmes, among others. In addition, the Government has also made infrastructure investments at the Municipality and Administrative Post level as well as equipment to operationalise public services construction of the Municipal and Administrative Posts and furniture materials to support public administration services.

### **D. Conclusion**

The results of the research and discussion based on data show that the objectives of the formulation and implementation of administrative decentralization policies for the Municipalities, The Government has formulated administrative decentralization policies through the creation of laws, Decree-Laws, Diplomas ministries, Government Resolutions, the preparation of human resources, the preparation of facilities and the allocation of budgets to approach public administration services are important in relation to the needs and interests of the people in rural areas. Therefore the need to publicise the people carried out by the National Government to the village level, as all citizens are provided with effective and efficient procedures such as the implementation of the policy of the country that can lead the people to prosperity.

---

---

## E. Bibliography

### 1. Books

- [1]. Bernadin, John. Dan Russel. J.E.A. 1993. *Human Resources Management*. Singapore: Mc Graw Hill Book Co.
- [2]. Budiarjo, Miriam. 2017. *Dasar-Dasar Ilmu Politik*, Penerbit PT. Gramedia Pustaka Utama- Jakarta. Edisi Revisi.
- [3]. Budiman, 2015, *Pengantar Kesehatan Lingkungan*, Penerbit Buku Kedokteran EGC-Jakarta-Indonesia, Cetakan I.
- [4]. Dwiyanto, Agus. 2012, *Manajemen Pelayanan Publik*, Penerbit Gadjah Mada Universitas Press-Indonesia, Cetakan Ketiga.
- [5]. Gibson. L. James, Ivancevich. M. John, dan JR. Donnelly. H. James. 1997. *Organisasi* (Jilid 2). Jakarta: Binarupa Aksara.
- [6]. Gomes, Faustino Cardoso. 1997. *Manajemen Sumber Daya Manusia*. Yogyakarta: Andi Offset.
- [7]. Handoko, T. Hani, 1996. *Manajemen Personalia dan Sumber Daya Manusia*. Yogyakarta: BPFE.
- [8]. Hasan, M. Iqbal.2002. *Pokok-pokok Materi Metodologi Penelitian dan Aplikasinya*. Ghalia Indonesia.
- [9]. Kusriyah, Sri. 2019, *Politik Hukum Desentralisasi & Otonomi Daerah dalam Perspektif Negara Kesatuan Republik Indonesia*, Penerbit UNISSULA PRESS, Semarang- Indoensia, Cetakan Pertama.
- [10]. Mangkunegara, A. Anwar Prabu. 2000. *Manajemen Sumber Daya Manusia Perusahaan*. Bandung: Remaja Rosda Karya.
- [11]. Masdar, Sjahrazad, 2009, *MSDM Berbasis Kompetensi Pelayanan Publik*, Penerbit Airlangga Universitas Press- Indonesia, Cetakan pertama.
- [12]. Moenir, 2014, *Manajemen Pelayanan Umum di Indonesia*, Penerbit Bumi Aksara-Indonesia, Cetakan kesepuluh.
- [13]. Mufti, Muslim. 2019. *Teori-Teori Politik*. Bandung, Penerbit:CV Pustaka Setia, Cetakan Kedua.
- [14]. Muhammad. 2019. *Pengantar Ilmu Administrasi Negara*, Sulawesi, Penerbit: Unimal Press, Cetakan Pertama.
- [15]. Mukhtar, 2013, *Metode Praktis Penelitian Deskriptif Kualitatif*, Penerbit Referensi Press Group-Indonesia, Cetakan I.
- [16]. Nazir, Moh. 1999. *Metodologi Penelitian*. Jakarta: Ghalia Indonesia.
- [17]. Rahyunir, 2018, *Asas Penyelenggaraan Pemerintahan Daerah*, Penerbit
- [18]. Nusa Media Yogyakarta-Indonesia, Cetakan Pertama.
- [19]. Ratminto & Atik, 2005, *Manajemen Pelayanan Publik*, Penerbit Pustaka Belajar-Indonesia, Cetakan Pertama.
- [20]. Sadu & Petrus, 2017, *Politik Desentralisasi di Indonesia*, Penerbit IPDN Press- Bandund-Indonesia, Cetakan Pertama.
- [21]. Sedarmayanti, 2001, *Dasar-dasar Pengetahuan tentang Manajemen Perkantoran*, Penerbit: CV. Manjar Maju, Bandung, Edisi Revisi.
- [22]. Soeratno, dan Lincolin Arsyad, 1995. *Metodologi Penelitian (Untuk Ekonomi & Bisnis)*. Yogyakarta: UUP AMP YKPN.
- [23]. Siswanto, Bedjo. 1999. *Manajemen Tenaga Kerja*. Bandung: Sinar Baru.
- [24]. Sugiyono, 2002. *Metode Penelitian Administrasi*. Bandung: Alfabeta.
- [25]. Susan, 2013, *Strategi Pelayanan Pelanggan*, Penerbit Tugu Publisher Nyuran MG
- [26]. Suryono, Agus. 2011, *MSDM, Etika dan Standar Profesional Sektor Publik*, Penerbit Universitas Brawijaya Press-Indonesia, Cetakan Pertama.
- [27]. Umar, Husein. 2002. *Petunjuk Lengkap Membuat Skripsi dan Tesis*. Jakarta: Rajawali Pers.
- [28]. Usman, Husaini, dan Akbar, Purnama
- [29]. Setiady. 1995. *Pengantar Statistik*. Yogyakarta: Bumi Aksara.
- [30]. Usman, 2009, *Metodologi Penelitian Sosial*, Penerbit PT. Bumi Aksara- Indonesia, Cetakan III.
- [31]. Wahyudi, Bambang. 2002. *Manajemen Sumber Daya Manusia*. Bandung: Sulita II/1466-Indonesia, Cetakan Pertama.
- [32]. Warsono, Hardi, Astuti, Retno Sunu & Marom, Aufarul. 2019. *Buku Ajar Teori Administrasi*. Semarang-Indonesia.
- [33]. Werther Jr, William B, Keith Davis. 1993. *Managing Personalia*. United States of Amerika: Mc Graw Hill Book Co.
- [34]. Widjaja, 2011, *Otonomi Daerah dan Daerah Otonomi*, Penerbit PT. Raja GrafindoPersada Jakarta-Indonesia, Cetakan VI.

## 2. Internet

- [1]. [https://www.Herbert A. Simon 2007, Desentralisasi Otonomia Daerah, Administrativu, Sumaryadi. \(2010; 18\) Teoria governu Lokál.](https://www.Herbert A. Simon 2007, Desentralisasi Otonomia Daerah, Administrativu, Sumaryadi. (2010; 18) Teoria governu Lokál.)
- [2]. <https://www.Disionáriu Polítika Edisaun Brasileira>
- [3]. [https://wep.archive.org/http://www.filoczar.Com.br/Dicionari o De Politic, pdf](https://wep.archive.org/http://www.filoczar.Com.br/Dicionari%20De%20Politic.pdf)
- [4]. [https://www.Salusu , \(2003\) Desentralisasi, Jakarta.](https://www.Salusu.com)
- [5]. <https://www.Leonard D. White, Indroduction to the Study of public Administration. New York, Amerika.>
- [6]. <http://timoragora.blogspot.com/2016/09/evita-fallansu-ih-a-desentralizasaun.html>, asesu iha data 16 Maiu 2022Decreto-Lei N.º 54 /2020 de 28 de Outubro Segunda alteração ao Decreto-Lei n.º 3/2016, de 16 de março, que aprova o Estatuto das Administrações Municipais, das Autoridades Municipais e do Grupo Técnico Interministerial para a Descentralização Administrativa... 1270
- [7]. [https://id.scribd.com/document/348395347/ Teori-Institusional.](https://id.scribd.com/document/348395347/Teori-Institusional)