

THE APPEARANCE OF GOVERNMENT BUREAUCRACY IN QUANTUM ERA**A. Gau Kadir
INDONESIA****ABSTRACT**

Abstract: This study will answer three main questions: 1) how is the reduction of Weber's theory in the bureaucracy appearance?; 2) How is the model of government bureaucracy in rationalistic and quantum era?; and 3) how is the reality of government bureaucracy reformation model in rationalistic and quantum era? This study was employed empirically by using qualitative method and content analysis techniques with the focus on the bureaucracy reformation as a result of rational thinking application in quantum era at the governance of Halmahera Utara Regency. The result of this study answered the formulated research questions above. First, bureaucracy as the rational organization prompted the apparatus to work efficiently and effectively. This was lasted until now. Second, the reduction of Weber's theory demanded the rational hierarchy, continuity, impersonality, and expertise. Nevertheless, the combination of rational and quantum demand could be cohesively applied on bureaucracy behavior in the quantum era. Third, the government bureaucracy reformation at Hamahera Utara Regency improved the safety condition, prosperity, and society empowerment as a result of top down rational thinking and bottom up quantum thinking.

Keywords: Bureaucracy, rationalistic, quantum.

INTRODUCTION

The empirical research of a reality does not mean anything if it is not departed from the problems. The research can create several questions perceived as the research problems by applying various theories. The theories even come from the research finding of the empirical realities that are done methodologically. Therefore, the theories applied on the research results various questions that can be investigated by using empiric rational approach, such as the investigation of government bureaucracy appearance in quantum era that uses the model of bureaucracy reformation at the governance of Halmahera Utara Regency.

The concept of bureaucracy, in its development on 18-19 century, was escorted by the opinions of some experts, such Gorres, Mosca, and Michaels (Albrow, 1989). This concept is departed from the reality of two classic governance typologies on 18 century, namely monarchy governance and the demand of democratic governance at that time. This indicates that, in national unity theory, state is required to actualize the cooperation and mutual trust between the governing and the governed parties. If the cooperation is not intertwined, it results bureaucracy. In other words, bureaucracy is the authority facilitating the cooperation between the governing and governed parties. The first one is those who have an authority in monarchy state, while the last one is those who have the power in democratic state. In Gorres's opinion, bureaucratic power is the fourth power in the government's power sharing system. He also states that the bureaucratic power will occur if cooperation and mutual trust between the governing and governed parties is not interlinked (Ali, et. all, 2012).

Mosca (in Albrow:op.cit) analyzes two governance typologies, which are feudal and bureaucratic type. In feudal types, the governing class has simply structure that is demonstrated by the members' authority to directly operate the governance functions (such as economy, administrative, and legislative function) and behave personally to the member

governed. Meanwhile, in bureaucratic type, there is a distinct separation of the governance functions that become the activity for all parts in governmental structure, in which one of the parts is called bureaucracy. The analysis conducted by Mosca finally provides the understanding of bureaucracy concept, those who are paid salary from the allocated state assets. Mosca also states that its definition is resemblance to beehives, in which it has rules, professional specialization, and labor division in modern states.

Michels (in Albrow: *ibid*) has similar opinion to Mosca. He states that bureaucracy is the need of modern state. Nevertheless, Michels is more emphasized the relation between bureaucracy and politic organization. The organization of political parties, which is used not only as a tool but also an aim, can organize the bureaucracy through the distinct recruitment. Thus, the salary is paid by the political parties organization. This shows the differences between bureaucracy and the other organization. If it is analyzed further, bureaucracy and political parties organization cannot be separated. Politic parties recruits and pays bureaucracy. The bureaucracy, then, will be responsible to the political parties. Even though Michels only gives simple definition of bureaucracy, he can clearly differentiate the bureaucracy and non-bureaucracy.

From the above explanation, it can be concluded that bureaucracy is apparatus that has the power to relate the government to those who are governed as well as gains salary. It also has hierarchy structure. This indicates that bureaucracy is different with the other organization, in which the difference takes place on the paid salary and hierarchy in conducting the activity.

According Weber's theory, bureaucracy is rational organization. Weber's theory, as stated by Albrow (1989), is a theory emphasizing on governmental apparatuses in rational organization locus. It is mostly influenced by the ideas of Mosca and Michels. Unfortunately, this theory does not give clear description of bureaucracy concept.

Weber attempts to identify the characteristic of administration system in large scale modern state. The aim is to find the apparatuses characteristic in one rational organization which can be developed and generalized into all organization forms in modern society. All organization having rational characteristic are assumed as bureaucracy, either it has public, private, or individual interest. From this, it can be seen that Weber with his rational organization theory views bureaucracy in rationalistic context, in which the showed characteristic stays on the rational context. It is not viewed in the power context, but in the authority context. In sort, Weber's theory is rational organization called as authority theory that explains vividly three types of authority. These three authorities are: 1) traditional authority; 2) charismatic authority, and 3) legal-rational authority.

Weber identifies various rational features assumed as bureaucracy. The four main features cited by Weber and reiterated by Bentham (1984) are as follow: 1) hierarchy; 2) continuity; 3) impersonality; and 4) expertise. These four features are demonstrated in bureaucracy's behavior when performing its functions. These also describe bureaucracy appearance both in working performance and outcome, in which depicts the reality of bureaucracy as rational organization.

Since it was introduced by Weber through his theory up to anomaly hinting the world on 1999, according to Ali (2002), bureaucracy rationality has showed the bureaucracy disability in solving the governmental organization problems, such as corruption, unsatisfied public

service, ineffective and irrational policies. Besides, it also showed several negative excess of rational organization.

The rational organization thinking is departed from organizing procedure that is followed process and ended by pattern. Organizing procedure is based on the rules that are treated positively; so that all of apparatuses activities are attached to the rules prevailed. The rule is generally prevailed. Thus, in holding the rules, the things that are not suitable with the value and favorable by the public should be ignored. If they do not obey it, the public desire is not fulfilled. As a result, there is a conflict between apparatuses and public that finally creates unsatisfied feeling to the bureaucracy. Bureaucracy also will be viewed as the corrupt authority. This condition has been occurred in centuries in accordance to the authoritarian era.

As a result of reformation, the appearance of bureaucracy as the authoritarian group is changed following the new era. In Indonesia, the reformation was happened in the collapse of New Order, also known as authoritarian power. In new era, new politic and governance system, called as democratic era, is required. The philosophy calls this era as quantum era. This era is begun from the desired pattern that is followed by the organizing and regulating process. Thus, the regulating process is sourced from the desired pattern that contains values expected by the public. The adjustment of this new era needs a process, especially when it deals with the apparatuses' behavior in conducting their jobs. The change of rational era to quantum era, however, is not easy because it relates to the established governance system, in which the power is under its control.

METHODOLOGY

Several research problems are occurred when the explanation of bureaucracy concept above put in the reality of government bureaucracy in quantum era, in which the public power breaks the rationalistic thinking. Those questions are:

How is the reduction of Weber's theory in bureaucracy appearance?

How is the government bureaucracy model in rationalistic and quantum era?

How is the bureaucracy reformation model at the governance of Halmahera Utara Regency as the integration of rationalistic and quantum era?

The above questions were answered empirically by using qualitative method. The data collection techniques used was library study, documentation, observation, in-depth interview, and focus group discussion. Regarding the data analysis techniques, this study employed content analysis, either for primary or secondary data. Meanwhile, the focus and locus of the study was the application of bureaucracy reformation at the governance of Halmahera Utara Regency.

FINDINGS AND DISCUSSION

Reduction of Weber's Theory in Bureaucracy Appearance

Weber states four characteristic of bureaucracy as the rational organization. Those are: hierarchy, professionalism, continuity, and impersonality. Hierarchy meant each official had a clearly defined competence within a hierarchical division of labor and was answerable for its performance to a superior. This characteristic created professional member who worked according to the competencies and had high discipline as well as loyalty to a superior.

Professional was stemmed of a word “profession”, which meant expertise. Hence, professional was an expertise by which the officials were selected according to merit, were trained for their functions, and controlled access to the knowledge stores in the files. This characteristic created the working behavior based on the possessed standard expertise, which finally formed specific job.

The above professionalism was required in all activities. The bureaucracy apparatuses, in this case, had to keep their rationality, politeness value, courtesy value, and openness. They also needed to work based on the prescribed rule, considering this rule was the result of rational thinking process. In addition, they also needed to realize some values existing on the rules. This value had to be considered when they were related to public. Therefore, they were assumed as the expert who had depth thinking patterns as well as tactful experts with working outcome based on the prescribed rule. This eventually would increase the public participation to succeed the apparatuses’ tasks.

The above bureaucracy’s professionalism was expected by Weber’s since it was always positively responded by the public in any era. This also differed with the rationalistic professionalism which did not understand the meaning of regulating principle. The bureaucracy apparatus in quantum era, however, had to deep understanding of regulating principle, law, and fundamental values in public life.

Moreover, the developed hierarchy also needed to be based on the career formation that had suitable competence with the public needs. Career formation, in this case, had to be in line with the possessed expertise that was gained from the formal education or the joined training. Unfortunately, the fact showed that bureaucracy as the rules implementer was controlled by the authority figure within governance system. Thus, the bureaucracy’s attempt to establish hierarchy structure was very subjective. This subjectivity depended on the authority order. This indicated that neutrality of bureaucracy was hardly implemented in any enforcement model.

The bureaucracy attitude following the authority order was demonstrated from the career advancement that was not based on the possessed formal education. In fact, it was selected based on the intimacy or parties’ interest dominating bureaucracy life. This was proved by the some realities occurred nowadays, in which subjectivity controlled the governance life. The proficient career basically meant the career which was appropriate with the formal education, job desk, and capability. Unfortunately, this kind of career did no longer exist since the government policies nowadays tended to respect one’s competence through expertise allowances, such as certification in various fields. Therefore, it was expected that the meaning of proficiency career mentioned above could be well implemented. This would establish well hierarchy which obtained the support not only from bureaucracy apparatus, but also public.

According to Weber, the aim of establishing the hierarchy is to foster the apparatus bureaucracy’s working discipline. When the apparatus was in superior and inferior working relation, they were able to identify jobs according to the prescribed rule, either it dealt with regulating mechanism and procedure, or rule that had to be implemented in conducting job and function. If the identification worked well, discipline would be established. As a result, the expectation of work performance would be actualized and the expected working outcome would be gained.

Bureaucracy having high discipline could not ignore the public need. They had the awareness to fulfill the public needs. They also not only led the public to the state, but also managed and served the public as society that was executed by the state through the governance regulation. This awareness needed to be integrated with the discipline and public's value in order to create the positive image of apparatus as the public protector and representative. This kind of bureaucracy was required in quantum era, the era in which the bureaucracy not only had high discipline to the regulation and prescribed procedure, but also considered public values as a basis to form value pattern corresponding with the prevailed regulation.

Regarding loyal bureaucracy, Weber defines it as those having the loyalty to the executed job, not leader. This loyalty was proved by the willingness to obey the regulation and to consider the public needs, as long as it did not destroy the existed order. This kind of loyalty was required in quantum era, although it meant that the bureaucracy was formed based on rationality demands. Continuity was where the office constitutes full-time salaried occupation with a career structure that offered the prospect of regular advancement. This characteristic formed activity unit with the fix-gained salary that became a constant expenditure for organization. This kind of characteristic finally prompted the official to show the power of their executed job in the working environment. In addition, it also formed seniority behavior or the structure and function executed by the organization.

Activity units which had similar direction created various functions in organization structure. This finally resulted fix position that gave an impact to the fix organization structure. Nevertheless, this structure did not occur if the activity was formed based on the public needs. Instead, it created anticipative or dissipative structure, open structure that changed according to the public demand. Since the structure contained several positions in organization, the appropriate salary that was in line with the position should be provided and continually allocated. In fact, in quantum era, both salary and position depended on the public needs. Therefore both salary and position was not only rationally counted, but also was influenced by the public needs. This reason eventually created the regulation of salary and position.

Impersonality meant that the work was conducted according to prescribed rules, without arbitrariness or favoritism, and a written record was kept of each transaction. This characteristic formed normative behavior, mechanistic procedure, and causality determination in performing the executed task. This was, however, a consequence of rationalistic thinking. In quantum era, impersonality was not explicitly and properly treated. When the public had a demand, solution was required in order to develop the objectivity of organization. This was done in the framework of regulating pattern that was useful for the next regulating process.

According to Weber, bureaucracy should possess the forth explained characteristic on its administration system. Therefore, rational organization theory developed by Weber was called as bureaucracy theory, a theory that became a reference in governance. Bureaucracy theory will be used hereinafter. Another bureaucracy theory derived from Hegel's analysis (in Thoha, 2003). Hegel describes bureaucracy as a bridge between state and society. Society consisted of the professionals and entrepreneurs representing various special interests, while state represented the public interests. In this case, bureaucracy functioned as facilitator that delivered the messages from special interest to public interest. Therefore, based on Hegel's theory, bureaucracy was a facilitator of two interests.

In his bureaucracy theory, Marx (2003:ibid) mentions state, society, and bureaucracy. Nevertheless, according to Marx, state does represent public interest, but special interest. Special interests came from dominant class, the governing class. Hence, bureaucracy meant an instrument by which the dominant class governed the other social class. In addition, at certain level, bureaucracy would have close relation with the dominant class in a state. When this was happened, the impartiality and partiality of bureaucracy became a problem.

The theory of bureaucracy neutralization was a theory keeping bureaucracy from value influence. In other word, it was value-free. Bureaucracy, as previously mentioned, needed to work rationally as a facilitator between the governing and the governed parties. It also needed to have rational principles, such as hierarchy, discipline, and impersonality. On this condition, it became neutral. It was not influenced by various authorities. Bureaucracy, however, had an authority, not power. By this authority, it could work in three authority conditions: traditional, charismatic, and legal. On the above theory, bureaucracy functioned as facilitator between the governing and governed parties. This indicated that bureaucracy could be government bureaucracy. It represented not only state or government, but also society. Therefore, the theory of bureaucracy neutrality was used for the government bureaucracy.

According to Hegel, the neutrality of government bureaucracy as facilitator of two interest is required. On the contrary, Marx suggests the government bureaucracy to support the dominant class. Nevertheless, when society controlled its interests, bureaucracy had to support the society. Meanwhile, Wilson (1966) on his dichotomy theory separates politic with state administration, or known as bureaucracy. Wilson (1966) affirms that state administration/bureaucracy's jobs differ to political job. Regarding this, the policies formulated and determined by politic would be implemented by state administration without political interference. This theory emphasized the neutrality of bureaucracy, when Wilson had not become the 28th Presidents of United State. In fact, when he became president, authority interference could not be evaded.

Wilson's theory had inspired Frank Goodnow (1900). He states two main differed function of government: politic and administration. Politic related to policies formulation, while administration dealt with formulated policies implementation. The aim of bureaucracy neutrality, according to Wilson, is to remove the patronage in government bureaucracy life and develop meritocracy. Patronage formed collusion, corruption, and nepotism caused by political interference. On the other hand, meritocracy dealt with competence and professionalism.

Wilson's theory then influenced Rourke who focused on the involvement of government bureaucracy in political policies making. He states that, at first, bureaucracy only implements the political policies. In fact, he adds, it can also function as political policies maker. Therefore, bureaucracy needed political support, which was also important in conducting politic. Rourke also asserts that bureaucracy neutrality is impossible to be done if political parties do not provide an alternative program and support. As a consequence, bureaucracy found the support from the other political parties that provided assistance in formulating the political policies. This support could be gained from society, legislative, and the bureaucracy itself.

Regarding this, Peter says that bureaucracy had power of decision maker. It was able to create accurate decision since it was a source of information and skills. Therefore, in making decision, bureaucracy was needed. According to Henry, bureaucracy has two powers: power

to stay alive and power of decision maker. Regarding the first power, Henry underlines Herber Kaufman's (1976) opinion that states government bureaucracy is immortal. Compared with non-government bureaucracy, it was never broken. Once it was created, it stayed last (immortal).

Concerning the bureaucracy neutrality, Marx states that bureaucracy is not neutral. In other words, it needed to be partiality in a certain class. On contrary, in Hegel's opinion, it should be neutral. In other words, it had to act as facilitator between specific and public interests, between social and political power, as well as between society and government. In term of dichotomy between politics and bureaucracy, Wilson, Goodnow, and White assert that bureaucracy should be political-free, including from political parties influence. On this position, bureaucracy was called as apolitical. Nevertheless, in term of political decision maker, bureaucracy should have a power to decide.

The new theory of bureaucracy was called bureaucratic political theory. This was a theory explaining the function of both administrative and bureaucracy decision maker. This theory rejected the administrative political dichotomy that under lied the bureaucracy control theory, which viewed the distribution as analytical suitability causing cost in theoretical development. This theory particularly separated the administration from political control in order to investigate the omission of bureaucracy function in governance structure. When bureaucracy regularly performed political behavior, the need to consider the bureaucracy political role was justifiable. Politic was generally defined as authorities' value allocation, or process of deciding "who gets, when, and how" (Easton, 1953).

Several studies emphasized that both bureaucracy and bureaucrats field allocated values and decide "who gets what", as well as perform "first political level" (Meier, 1993). The theory of bureaucratic policies was started from the empirical observation, in which administration was not technical activity and value-free. It was also inseparable from politic. In other words, administration is politic (Waldo, 1948).

Therefore, bureaucratic political theory violated the orthodox distribution between administration and politic as well as attracts the administration into politic. Traditional theoretical framework had been introduced a long time ago. The explanation and distribution of political administration regarding the political function in bureaucracy also had been recognized. Woodrow Wilson and Frank Goodnow realized that politic and administration was integrated, and was not two parts of separable political policies (Lynn, 2001). The other scholar of state administration even asserted that during the middle of twentieth century, administration theory was considered in politic, either in the admission of bureaucracy function or as the element needed in establishing better explanatory framework on its field.

The model of government bureaucracy appearance in rationalistic and quantum era

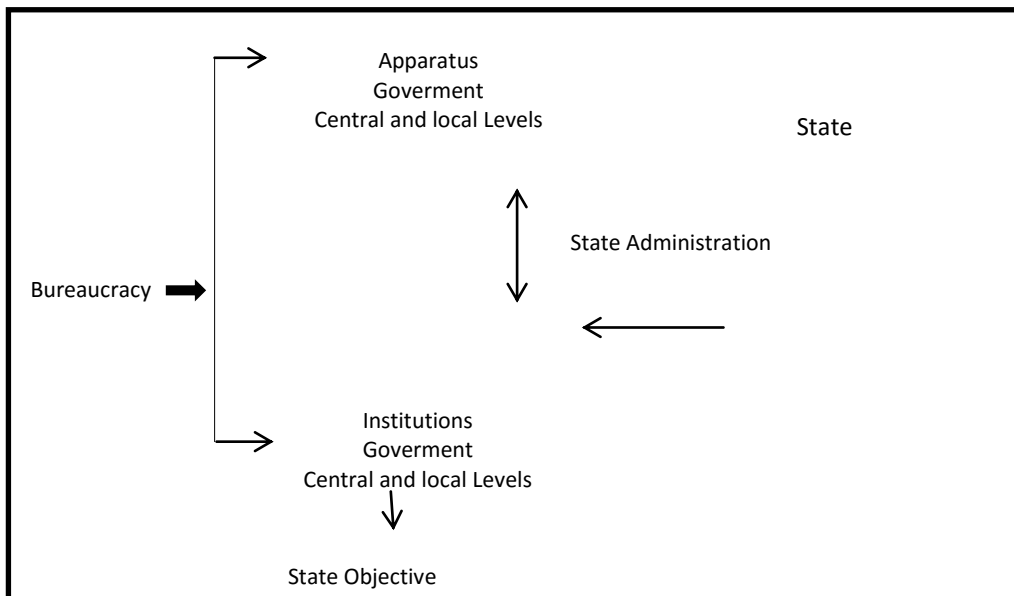
Model was an abstraction of a reality (Ali, 2012). The model of government bureaucracy was abstraction from the reality of government bureaucracy. Reality was always influenced by space, time, and condition. This was also happened in bureaucracy reality. In term of space, government bureaucracy would develop its potency and creativity when there was a freedom. It would procedurally behave when the strict and distinct regulation was prescribed. It would acts in a democratic way when it stayed on the material democratic space. It would be controlled by authority when it stayed on authorities space. Then, it would be influenced by dominant class when it stayed on political space. Meanwhile, in terms of time, government

bureaucracy had discipline when it had strict time. It would use the given opportunity when it stayed on the time of the existed condition. It would work normally, when it had a peaceful time. In contrast, it would be ready to fight when the war time begun.

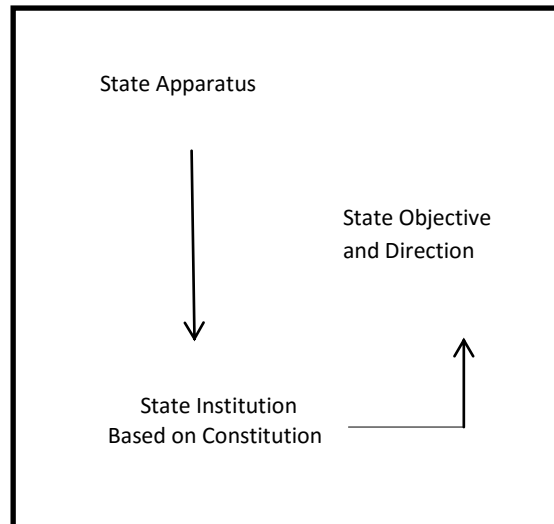
Regarding the condition, government bureaucracy would be stable when the economics condition was stable. It would not show deviate behavior (i.e. collusion, nepotism, and corruption) when the regulating condition was good. It would not perform their function effectively when society condition was chaotic. It would work effectively when society condition was homogeneous. It would adjust its behavior when the society condition was heterogeneous.

Government bureaucracy also could be seen in various scientific fields, such as administration, politic, and social. In administration field, government bureaucracy had members worked vertically and horizontally in governance organization structure. In vertical way, the members worked at the central up to local governmental level. In horizontal way, the members did various governmental tasks at the central governmental level either in broaden context (executive, legislative, and judicative) or narrow context (government organization, ministry, or non-government organization). Meanwhile, at regional governmental level, the members worked at the local government institution, such as office, agencies, or unit tasked.

In working system, the existence of bureaucracy as apparatus organization was showed by several governmental institution both in broaden and narrow context, such department and non-department or central and local agency. The depiction of bureaucracy as the state administration can be seen in the following chart:

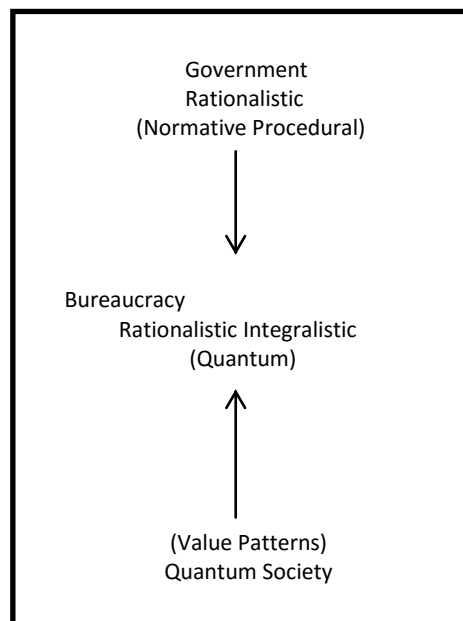


Similar to administration field, in governmental field, bureaucracy could be seen in both broaden and narrow concept. In broaden concept, it formed state governmental bureaucracy, which was dealt with the corporation of state apparatuses to achieve the state objective. The apparatuses were arranged based on the power division that was rooted in state constitution. Meanwhile, in narrow concept, it created variable of government bureaucracy (executive). The depiction of state apparatus cooperation is presented in the following chart:



State apparatus was a tool of a state that was arranged by the constitution, such as president, chief and chairman justice, house of representative member and chairman, attorney general and its members, police and its member, etc. The state apparatus was transformed into state institution arranged in constitution.

In sociology field, the existence of bureaucracy in era quantum is represented in the following chart:



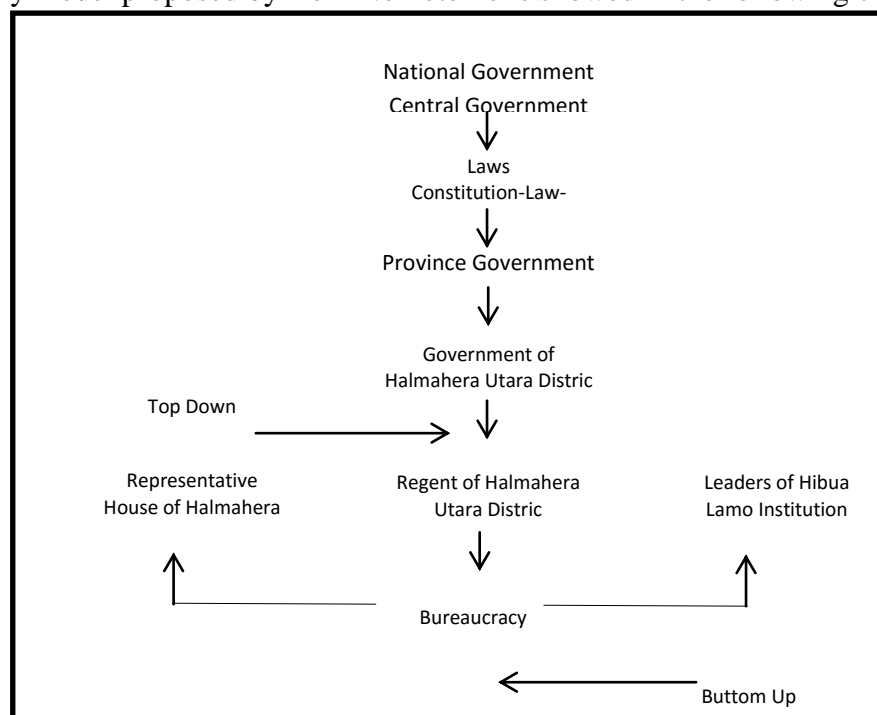
The model proposed by Hein Namotemo above shows that bureaucracy not only liaised the government with various interests, but also represented the society' voice. On this context, the bureaucracy position was similar to the society' condition. It served, protected, and empowered the society. Meanwhile, society was served, protected and empowered party. Both of bureaucracy and society, in this case, had the same right and obligation. Both of them had to be equal, which meant one party do not dominated the other parties. Hence, the vision of familiarity would be gained. The conflict also would be turned down. As a consequence, the safety condition and dynamic growth were created. The society empowerment also would be continued.

The model of bureaucracy reformation at the governance of Halmahera Utara Regency as the integration of rationalistic and quantum thinking pattern.

The model of regional autonomy proposed by Hein Namotemo Regent was different with the other model. Nevertheless, it was not contradicted with the stipulation determined by central government. The model of regional autonomy applied by Hein Namotemo at the governance of Halmahera Utara Regency was top down and bottom up model. On this model, the national, regional, and society demand were integrated according to the law regulation, particularly law of regional government and the forming of Halmahera Utara Regency.

"The national regulation was clearly considered to formulate the above model, such as constitution 45 and the other law. The used of national regulation showed the top down model of regional autonomy, in which the regulating based on the regulation determined by the central government, such as Law No 22 of 1999, Law no 32 of 2004, and Law no 12 of 2008. In elaborating the law regulation, Hein Nomotemo considered noble values embedded in society. Through the observation, particularly from religious aspect, he then formulated these values into "kaidah sosialo" that was instituted in "Hibua Lamo" institution (Kadir, 2014)"

"Hibua Lamo" was formal institution formed by society by which its position was in line with the executive and legislative institution in region. It was headed by Jiko Makolana, who was also acted as a regent, and followed by all traditional, society and religious leaders as its members. Both the leaders and members discussed their expectation, and the result was carried out by regent and legitimated by Halmahera Utara Regency's Representatives House. The values, custom norms, and social norms were formally applied by the bureaucracy in governance. This was called as bottom up model, a model formulated by society and implemented by regent as the leader in regional autonomy. the portrayal of regional autonomy model proposed by Hein Nomotemo is showed in the following chart:



The regional autonomy model formulated by Hein Namotemo Regent resulted governance stability, in which safety and familiarity condition created. The value embedded in society on this model became a foundation in interaction. It was also used as pattern in establishing dissipativeregulating structure through organization arrangement, management system, and human resource development.

The transformation of values wasdemonstrated in various aspects, such as: institutional pattern of spiritual value attaching in bureaucracy behavior; institutional pattern of cultural values embedding in bureaucracy appearance, building and office layout; institutional pattern of philosophy value instilled in bureaucracy social interaction; institutional pattern of Pancasila value showed in public service; institutional value embedding in bureaucracy discipline, and institutional pattern of ideal value presented in the actualization of vision and mission (Kadir, Ibid).

Developing pattern was done through the norm on the basic level, with the expectation it could be law regulation that was prevailed and obeyed. The actualization of embeddedvalues could be a foundation to change the bureaucracy behavior at governance ofHalmarea Utara Regency. The aim of organization arrangement was to form dissipative structure, the structure which was able not only to fulfill the organization members' need, but also to follow the change of members' need.

Several ways were done to create the mentioned structure, such as determining the vision and mission being a basis in the organization arrangement; deciding organization arrangement strategy, determining organization arrangement policies, accelerating the organization arrangement, and holding the openness principle in organization arrangement. The dissipative structure formed then became a part of regulating structure in the process of bureaucracy behavior changing at Halmahera Utara Regency's governance.

Management system was employed to instill the dissipativestructure into organization, based on the systematic thinking that was in line with value demand and organization arrangement. The implementation of management system was done through several ways, such as: revitalizing the public service;actualizing the system which was corruption, collusion and nepotism free; accountability in establishing good governance, transparent management information system, and good governance management system. Dimension was integral part in changing governmentbureaucracy behavior at Halmahera Utara Regency.

The improvement of human resources was conducted as a starting point in regulating process. From this improvement, it was expected that the bureaucracy had several abilities, such as: formulating and maintaining the commitment;developing the possessed competence; showing their creativity and expertise; innovated;responsible in performing job; developing the authority; and changing behavior that can give an impact on theHalamahera Utara Regency's governance.

CONCLUSION

As rational organization, bureaucracy shows the cooperation between its members that work based on intellectuality. This shows the members structure that is distributed in many functional positions within superior and inferior relation. This is in line with the Weber's idea that proposesfour main rational characteristics of bureaucracy, namely hierarchy, continuity, impersonality, and expertise. Weber's theory, which has been implemented for midcentury,

inspires not only the other state administration experts, but also government. The theory also becomes the guidance for government to act and behave when unstable condition caused by the collapse of rationalistic value occurs.

The existence of democratic power containing closeness value results the quantum thinking pattern. This thinking pattern is formed based on regulating pattern sourced from values. This differs to rational thinking that is formed based on regulating procedure. The power of rational and quantum thinking can cause the difference on government's behavior, especially bureaucracy.

Bureaucracy as neutral apparatus should follow the order determined by authority figure. As a result, bureaucracy can be political instrument and tool. This is avoidable. Responsive and sensitive government, in this case, is required in order to fulfill the democratic demand. Democratic governance rooted from society value can integrate both rational and quantum thinking. Hence, it still works its function in line with the prescribed regulating procedure laid on society values, as shown by the model of government bureaucracy reformation at Halmahera Utara Regency. This model can gather the society power through regional regulation and arrangement agreed by formal custom institution, called HibuaLamo. This model is an example of rationalistic bureaucracy integration in quantum era.

REFERENCES

- Albrow, Martin, 1989. *Birokrasi*. Yogyakarta: PT. Tiara Wacana
- Ali, Faried, 2002, Redefinisi Administrasi, Pidato Pengukuhan Guru Besar Unhas,
- Ali, Faried & Baharuddin, 2012, Pengantar Ilmu Administrasi : Pendekatan Hakekat Inti , Bifad Press, Makassar
- Ali, Faried dkk, 2013., Reformasi Birokrasi: Suatu Model Pengaturan Otonomi Daerah Oleh Bupati Hein Namotemo Dan Aplikasinya Pada Pemerintahan Kabupaten Halmahera Utara, PT BIFAD, Makassar.
- Arifin, Indar, 2010, Birokrasi Pemerintahan Dan Perubahan Sosial Politik, Refleksi, Makassar.
- Bentham J., 1984., *The Principle of Morals and Legislation*, Riverside, NJ : Hafner Press, 1984.
- Easton, David, 1953, *The Political System; An Inquiry into the state of Political Science*, New York : Alfred A: Knopf, Terjemahan,
- Goodnow, Frank J., 1900, *Politic and Administration*, New York, : The Mac Millan Co.
- Kadir, A. Gau, 2014, Cultural - Value - Based Bureaucratic Reform in North Halmahera Regency, *Jurnal Bisnis dan Birokrasi (JBB)*, Volume 21, Number 2, May.
- Rourke, F.E., 1965, *Bureaucrasy, Politic And Public Policy*, Boston Little Brown.
- Thoha, M, 2003, *Birokrasi dan Politik di Indonesia*, Grafindo Persada Jakarta
- Wilson, Woodrow, 1966, *The Study of Administration*, reproduced in Peter Woll (ed) "Public Administration", New York, Harper and Row.