

# Public Policy Implementation and Application of Cultural Values in Bugis Village Government

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## Abstract

Empirically there is no village in the Indonesian government does not claim that the implementation of public policies ever implemented democratically. Of the facts in question, and then gave birth to a fundamental question, whether all Indonesian village government, of course, which has been qualified, can be summed up as a democratic government. To answer it is determined by the local government culture, local culture is one of the cultural values such as honesty Bugis, scholarship, fairness, firmness, and effort.

This type of research is descriptive qualitative data collection techniques through documents, questionnaires, and informants. The data were then analyzed using qualitative descriptive analysis. The results showed that the implementation of public policies and the application of cultural values Bugis been implemented optimally. This is due to factors of human resources, communications, and disposition. Less bureaucratic structures provide significant factor.

**Keywords:** Public Policy Implementation, Bugis cultural values

## 1. Introduction

Indonesian bureaucracy reform force changes the direction of development focused on improving human resources, especially government officials as the key to attain the ideals of the nation.

Efforts to improve the quality of personnel resources should be initiated at the lower levels of government in Indonesia, in this case began in governance at the village level, with the assumption that the high quality of government officials in performing their duties very dependent on the quality of human resources at the level of village government.

The village head who is the head of government at the village level is expected to perform with implemented good government in providing services to the community, so if the government officials at the village level showed good performance in governance, it will affect the performance of good governance at the sub-district level, district government, provincial government, to the government of Indonesia (central).

Sidenreng Rappang District has implemented the Regional Regulation No. 1 s / d 10 of 2007 on the village. Especially chapter 5 and chapter 6 argued that the duties and obligations of the most important is the village chief led the organization of Village Government. The greatest hope is the head of the village is able to be an example and role model, especially to master the processes that occur in the administration. Benchmarks to determine mastery of the governance process is to look at the implementation level of government he leads.

The results of a survey conducted to show through in the governmental process occurs variety of conditions between one village to another. In comparison there are villages that attendance levels at the village head's office different from other villages. Village head offices are common, there are no servants in the morning, the time when the work has already begun. There is also the village head's office has been working ever since time began, the service has been going on in that office until the expiration of the time.

People who need care in the two conditions would certainly get a different treatment. Village head's office employees who are not found there, the public service will wait until an employee came in office. While the village head office employees will diligently to get the service right away.

On the other hand, the performance of the village head can also be measured from depositing indication annual accountability reports are often late in the Village Administration Section Regional Secretariat Sidenreng Rappang. Although it is not entirely so, but most of it happens. So as to monitor the implementation of development programs in the village becomes constrained. Though this accountability report is one indicator to measure work climate village government officials. Therefore, it is important to understand the public policy implementation at the village level of government public service indicators that can be achieved according to the expectations of society.

As the dominant local ethnic communities Bugis, then Sidenreng Rappang important to understand the application of local cultural values such as offered by Rahim (1992:133), which consists of honesty (*lempu*),

scholarship (*to kinawanawa*), propriety (*asitinajang*), firmness (*getteng*), and effort in terms of its function. The application of these values can be traced through the use of public policy implementation that has been given to each village to be carried by authorities. Reporting implementation of public policy village to the district administration. How public policy implementation and application of cultural values in the Bugis village government and what factors influence it became the main core of this research.

## 2. Overview of the Literature on Implementation of Public Policy and Core Values Culture Bugis

As part of the public policy process policy implementation is essential. Research on policy implementation is the study of how the policy is applied. Jenkins (1978) in Parsons (2006:463) states that the implementation study is the study of change: What changes occur, how possible changes could be raised.

While Mazmanian and Sabatier (1983:61) is defined as the actual implementation of policy decisions fundamental, generally in the form of the Act, but can also form the request, order or ruling executive urgent decision can also judiciary. Generally the decision identifying problems to be solved, and clearly stated goals and objectives to be achieved and a wide range of methods to sort or organize the implementation process.

Meter and Horn (1975:65) defines as the implementation, the actions carried out either by individuals or officials or government groups or private directed at achieving the objectives outlined in the policy decision.

Parsons (2006:464) suggested implementation is the implementation of policy making in other ways. Implementation for Salusu (2008:409) is a set of activities performed after a decision. Implementation is the operationalization of the various activities in order to achieve a certain goal.

For Gordon (1986) in Keban (2008:76) regarding the implementation of the various activities that are geared towards the realization of the program. Various activities mean set of resources, units, and methods to implement the program.

Dye (2008:53) Implementation involves all of the activities designed to carry out the policies enacted by the legislative branch. These activities include the creation of new organizations-departments, agencies, bureaus, and so on-or the assignment of new responsibilities to existing organizations.

There is also a look at the implementation of the transition of responsibility. Salusu (2008:411) considers the implementation phase is the phase transition of responsibility from Chief Executive Officer (CEO) to the mid-level managers, chief executive of the agency head, or head, depending on the structure of each organization. Transition of responsibility from superiors to subordinates, superiors remain despite the implementation phase, the portion is not as much involvement in strategy formulation phase.

Pressman and Wildavsky (1984: XV) says that: implementation therefore is a "process of interaction between the settings of goals and actions geared to Achieve Them; Implementation is a" process of interaction between setting goals and actions to achieve these objectives.

If we review it in more depth, it can be stated that the opinion of the Pressman and Wildavsky refers to the ability to "build relationships" in *sekuensialitas* causal order to show the impact policy. Furthermore, Pressman and Wildavsky stated that the implementation become increasingly ineffective if the relationship is going on among fellow actors would produce policy "implementation deficit" (implementation deficit).

In line with the definition of Webster's dictionary in Wahab (2005:64) formulate short that implementation means to provide the means for carrying out; to give practical effect to (provide the means to do something; impact or due to something).

It can be concluded that the implementation phase is a process of transferring the responsibility of targeted and coordinated, involving a lot of resources that can not be separated from factors internal and external to the organization. Erroneous implementation, causing goals or objectives are not effective policy making.

Edward III and Meralee S. Grindle that support the implementation of public policies that lead to more communication, resources, disposition, and bureaucratic structures along with the content and context of policy implementation. This blend is more perfect if faced with a precision of strategy formulation and strategy implementation. Contents include the policy: (a) The interests are affected by the policy, (b) Type of benefits that will be generated; (c) The degree of desired change; (d) The position of policy makers; (e) (who) implementing the program; (f) resources are deployed.

While the context of the implementation are: (a) Power, interests, and strategies of actors involved, (b) characteristics of institutions and authorities; (c) Compliance and responsiveness.

Communication noticed that there are individuals within the organization to understand the size and purpose of public policy. The size and purpose must be clear, consistent or uniform. Individuals can hold or deploy communications for a particular purpose. Resources should also be clear, because it is not clear if there will be different interpretations, inadequate communication to the implement to seriously affect policy implementation.

Gibson et.al (1990:105) affirm that every organization must take place communication, the real issue is whether

managers can communicate well or not. In other words, the communication itself is inevitable in every function of the organization, but it may not be effective communication. Every manager must be a communicator. Communications for Robbins (1996:5) includes the transfer and understanding of meaning. An idea, no matter how large, no point before it is forwarded to and understood by others. Wexley & Yuki (2005:70) that the communication can be defined as the delivery of information between two or more people. Communication can also include the exchange of information between man and machine. Thoha (2007:167) concludes that the communication is a process of delivering and receiving news or information from one person to another.

Similarly, the importance of communication within the organization Wexley & Yuki (2005:70) considers that communication is a vital process in the organization because of the communication necessary for organizational effectiveness.

Robbins (1996:5) cites the opinion WG.Scott & TR.Mitchell that communication runs four major functions within a group or organization that is the control (control, monitoring), motivation, emotional expression, and information. Communication acts to control member behavior in several ways. Every organization has a hierarchy of authority and formal guidelines that must be followed by the employees.

In addition, the resource component can include the number of staff, the expertise of the executive, the information that is relevant and sufficient to implement compliance policies and related resources in the implementation of the program, the authority that ensures that the program can be directed to, as expected, and the presence of support facilities that can be used to carry out activities such as funding programs and infrastructure.

Inadequate human resources (number and capacity) can not result in a perfect implementation of the program because they can not do good supervision. If a limited number of staff policy executors then the thing to do improve the skill / ability to do the program implementers. For that we need a Human Resource management is better in order to improve the performance of the program. Information is an important resource for policy implementation. There are two forms of information that is information about how to resolve the policy / program and for implementing measures must know what to do and information about the data supporting compliance to government regulations and laws.

Lack of knowledge of how to implement such policies have direct consequences not responsible executor, or executor does not exist in the workplace, causing inefficient. Implementation of the policy requires compliance organizations and individuals against government regulations. Another important resource is the authority to determine how the program is done, the authority to spend / manage finances, a good supply of money, procurement staff, and procurement supervisor. Facilities are required to implement policies / programs must be met such as offices, equipment, and sufficient funds. Without this facility it is impossible to run the program.

There are three forms of attitude / response to the policy implement; awareness executor, instructions / directives implementing programs to respond to the direction of acceptance or rejection, and the intensity of the response. The executor may understand the purpose and objectives of the program, but often fail to properly implement the program because they reject goals that are inside so secretly divert and evade the implementation of the program. Besides, the support of the executive officers is needed to achieve the program objectives.

This disposition is a willingness, desire, and the tendency of stakeholders to implement the policy was seriously so what is the policy objective can be realized. This disposition will appear among policy actors, when will benefit not only the organization, but also himself. They will know that the policies benefit the organization and themselves, when they are quite knowledge (cognitive) and they are very deep and understanding (comprehension and understanding). Knowledge, deepening, and understanding of this policy will lead to acceptance (acceptance), indifferent (neutrality), and reject (rejection) of the policy. Attitude that will bring on themselves offender disposition policies. High disposition by Edward III (1980) and Van Horn and Van Meter (1975) effect on the rate of successful implementation of the policy.

Disposition for Edward III (1980:53) is defined as the tendency, desire or agreement of the executive to implement the policy. If you want to be successful policy implementation effectively and efficiently, the executor is not just knowing what to do and have the willingness to carry out that policy, but they also have to have the will to implement the policy.

Meter & Horn (1975:472) states that there are three kinds of response elements that can affect the desire and willingness to implement a policy, among others, consist of knowledge (cognitive), and deepening understanding (comprehension and understanding) of the policy; toward their responses whether accept, or reject neutral (acceptance, neutrality, and rejection); intensity of the policy.

An understanding of the general intent of the standards and policy objectives are important because after all, a successful policy implementation can fail (frustrated) when the executor (Officials) are not fully aware of the standards and policy goals. Directions disposition of the implementers of the standards and policy goals is also a

crucial thing. The executor might be failing in implementing policies because they reject what the objectives of the policy.

Instead according to Kaufman in Meters & Horn (1975:473) and deep spread acceptance of the standards and policy objectives among those responsible for implementing the policy is a great potential to the successful implementation of the policy.

The implementation of public policy in the context of local government bureaucracy is a matter that should be implemented, because they are there to serve the public. In the end, the intensity of the disposition of the implementers can influence the executive (performance) policy.

The latter is a bureaucratic organizational structure or carry out the implementation. Bureaucratic structure is characteristic, norms, and relationship patterns that occur repeatedly in the executive agencies that have potential or real relationship with what they have in carrying out the policy.

Thomson & Strickland (1992) in Salusu (2008:436-437) revealed the successful implementation of the strategy is the key to unify the organization in total to support the strategy and see whether any administrative tasks and activities carried out in a manner that appropriately integrate all requirements so that the implementation of the strategy can be enjoyed. This statement contains the demands of the need for commitment to implementation of public policy.

On the other hand, every culture contains a number of values, there are values that can thing as a major values and there are not major. The main value is that prevalent in people's lives that, while not the main value is not very visible on the surface even though the value was not independent of the others.

The main values of Bugis culture by Rahim (1992:144) is Honesty (*lem pu '* ), scholarship (*to kinawanawa*), propriety (*asitinajang*), firmness (*getteng*), and effort in terms of its function. The values are chosen not to be considered that only contained in the Bugis culture or just possessed by humans alone Bugis. To be shown is its role in controlling the life of the Bugis thus providing its own style to the culture.

Choosing these values, did not also want to discuss about better or worse than the values contained in other cultures, but who wants to explain the meaning of each of them is used to refer to social and cultural actions are presented in discussion.

Bugis are an ethnic group in South Sulawesi Indonesia with the main characteristics of this ethnic group is its own language and customs. At the beginning of this ethnic group originating from the Malay and Minangkabau immigrants who migrated to Sulawesi since 15th century as administrative staff and traders in the Kingdom of Gowa. Based on census population of Indonesia in 2010, as many Bugis ethnic population of about six million people. Bugis people now have spread to various provinces in Indonesia, for example, Southeast Sulawesi, Central Sulawesi, Papua, East Kalimantan and South Kalimantan.

Bugis is a tribe belonging to the Deutero Malay. They go to Indonesia after the first wave of migration from mainland Asia (Yunan). Bugis word comes from the word "to ugi" which means the Bugis, Bugis naming refers to the first king of the Chinese empire contained in Pammana (Wajo) is La Sattumpugi. When the people of La Sattumpugi calling itself, then they refer to their king. They dub themselves as "to ugi" or the followers of La Sattumpugi.

During its development, the community evolved and formed several kingdoms with characteristic culture, language, literacy, and self-government. Some classic empire among others Luwu, Bone, Wajo, Soppeng, Suppa, Sawitto, Sidenreng, and Rappang. And these kingdoms, has now become a district in South Sulawesi, one of which is Sidenreng Rappang. Because it has a distinctive "siri" unique in terms of culture it will certainly affect the governance system, especially in the public policy process. They have the values of self-government, and when encoded with the modern theory of public policy will bear its own phenomenon.

### 3. Research Methods

This study uses phenomenological models because it is a model that describes the study of the meaning of life experience of some individuals. For this purpose there are four techniques of data collection in this study, namely: literature, observations, interviews, and documentation. The technique of data analysis is the reduction, presentation and drawing conclusions. Conducted technical examination of the validity of the data, especially examining the information obtained in the field, based on the results of the planning documents and field data. Test confidence by extending the observations, increasing persistence, triangulation, negative case analysis and use of reference materials.

### 4. Results and Discussion

#### 4.1. Implementation of Value Honesty

Honesty as a value that is displayed is derived from the word "honest" or in Bugis called *lem pu '*  which means no

cheating, not treasonous, not deceitful, and so on but rather connotes in the context of sincere, true, good or fair.

Table 1. Implementation of the value of honesty

No.	Response Categories	Percentage
1	Optimal	70 %
2.	Less than optimal	30 %
3.	Not optimal	0 %
4.	Total	100 %

Source : Data that has been processed, 2013

According to La Manussa in Rahim (1992:145) that there are four acts honestly, that is (a) to forgive those who do wrong to him; (b) and is not believed to cheat, then do not lie expectation means; (c) not greedy that is not right; (d) not look if only for her kindness, her newly named goodness when enjoyed with.

Optimal values shown in Table 1 because of the more frequent the village head more forgiving society or other people who do wrong to him. Anyone who does wrong will always be forgiven, but the value is still cheating no meaning sometimes less transparent village government against something. Still often greedy on something that is not right if it is related to the budget.

Similarly, the contribution goodness that can be enjoyed with the community, has provided optimal value. Village government is not looking at if only for her kindness, her newly named goodness when enjoyed together. This is the hallmark of direct village elections in a democracy, the responsibility to society then they should prioritize the common good.

Common good in Bugis cultural values is something that is highly valued. Therefore, when connected with the theory of Mazmanian and Sabatier (1983), Salusu (2008), Meter and Horn (1975) that the implementation of the following activities is a decision for the common good that has been previously set. Then it can be understood that the values of honesty is needed in the implementation of public policy.

#### 4.2. Implementation of scholarly value

Scholarship can not be separated from honesty, while the means are people who think about the ideas and issues of non-material by using the person's ability or intellectual minds. Knowledge about a particular problem or have a degree does not make someone an intellectual although the same is often true. Scholarship in Bugis referred to *kinawanawa* which means it has the power of reason to think about something.

Tociung in Rahim (1992:156) mentions that the scholarship (*tokenawanawa*) loving actions and words are right, time to face the difficulties she thought back, and be careful do everything. Further stated by "Matinro-e ri Lariangbangi" also explained that the person who called *pannawanawa* is sincere, the mind is always searching until he found the solution of the problems it faces as well as a source of disaster deeds and virtues sources. Table 2 shows that the value attached to the village government scholarship because it is chosen to be the head of the village was usually comes from people who have a higher level of knowledge.

Table 2, the values Implementation scholarship

No.	Response Categories	Percentage
1	Optimal	83,33 %
2.	Less than optimal	16,67 %
3.	Not optimal	0 %
4.	Total	100 %

Source : Data that has been processed, 2013

Village government bureaucracy has a tendency optimal applying scholarly value of 83.33%. Almost all the village heads in determining a decision to be implemented fully with thorough consideration. For those who do not consider the scholarly caused by the head of the newly elected village. As for the village chief who had long been the head of the village or have served two period strongly consider the value of scholarship.

For him, one time one of the big impact will take a decision in the interest of the people they lead. Therefore, the importance of scholarship in any decision-making process and implementation of public policy.

Scholarship is the result of the process of thinking before acting, it is supported by theory Keban (2008), Parsons (2006), and Salusu (2008), which considers the implementation of the continuation phase following a decision. As is understood that the decision is the process of selecting an alternative among the various alternatives, the process of choosing the definite beginning of scholarly choose the best alternative.

#### 4.3. Proper Implementation of Value

Besides scholarly value of honesty and propriety that there is also a value derived from the word should synonymous with propriety, and feasibility. This word in Bugis called *asitinajang* which means suitable, appropriate, proper, or appropriate. Propriety value is closely related to the value of physical and spiritual abilities. Submission or acceptance of something whether it is a mandate or duty, must be based on ability and

propriety. People who give because people deserve to give and receive because it deserves.

Table 3. Implementation of value propriety

No.	Response Categories	Percentage
1	Optimal	30 %
2.	Less than optimal	70 %
3.	Not optimal	0 %
4.	Total	100 %

Source : Data that has been processed, 2013

Table 3 are shown to be associated with the case for the poor distribution of aid in the form of rice, kerosene, and other basic needs. According to the assessment community that many implementations of policies implemented by the village government violated propriety value. For example, people who should be given assistance in the form of rice and other staples because it should help but they just did not helped. This is what is seen by society as something that should not be implemented by the village government. So that 70% of respondents considered less than optimal value propriety implemented.

However, when viewed from the side of propriety was appointed as the head of the village in order to run the village government has been recognized by 30% of optimum community. This is because it fits into the head of the village, according to the level of education, experience and knowledge, inappropriate amongst the people, so it should be a role model in act and behave.

#### 4.4. Implementation of Value Determination

Firmness is meant here is *getteng* in Bugis. In addition to means steadfast, even this word means still-loyal to the principles or beliefs, or the establishment of a strong and tough, tightly holding something. Tociung in Rahim (1992:161) that there are four actions firmness value (a) does not break a promise, (b) not to betray the agreement, (c) no decision to cancel, or change the decision, and (d) if the talking and doing, do not stop before completion.

Table 4. Implementation of the value of persistence

No.	Response Categories	Percentage
1	Optimal	30 %
2.	Less than optimal	70 %
3.	Not optimal	0 %
4.	Total	100 %

Source : Data that has been processed, 2013

Implementation is still lacking firmness values optimal 70% because of government public opinion of the village is still frequently break a promise. Promises are meant promises when running for the head of the village, after elected it is not implemented. However, there are still implementation has been optimized by 30% due to the firmness not to betray the agreement, does not invalidate the decision, and does not change the decision they have set through deliberation and consensus. There is also the value of persistence when talking and do not stop before completion.

Firmness value has been implied in the implementation of public policies on Salusu (2008) that, if not pay attention to the decision-making phase of the implementation phase then wait for the failure of public policy in the implementation process. So the value of persistence should be optimal in every public policy. At the head of the village administration, it appears that this value is still less than optimal, so it still continues to be given an understanding of the importance of constancy in every public policy process. This condition indicates the system of government at the village level is still weak in the implementation of public policy.

#### 4.5. Implementation of Business Value

Effort is the key to the implementation of the value of honesty, scholarship, fairness, and firmness. Then these values coincided role in effective and efficient if supported by the value of the business. Only with hard work will not get enough to get the blessing of Almighty God. It has even become a watchword in Sidenreng Rappang *resopa temmangingngi na 'na Malomo' letei pammase dewata*. That is just the hard work that does not get enough to get the blessings of Almighty God.

There are four things that were told to pay attention by book (*lontara*) for employers and heads of villages considered as entrepreneurs they have executed honesty, because it engenders trust; association, as it will develop the business; science, because it will improve the management and administration, and capital, since this is the join stir effort.

Relation to leadership in an organization when running sluggish then people would question his leadership, such as a weak leader, the leader is not in the office, leaders never go down, never spoke with top officials another, and so on. Indeed, if the leadership does not appear, it is often said that the organization does not have a leader.

Of course this is not desired, but if the organization was going well and growing rapidly, people often forget to talk about leadership. Then arises the question what is leadership?

Leadership according to Hatten and Hatten in Salusu (1996:190) as selecting the power of your dreams and then set your goals. Leadership is a power struggle or activity that drives you to success. In every person there is a spirit of leadership, but unfortunately many people do not realize it.

Keban (2008), Parsons (2006), and Salusu (2008) also recognizes that the implementation requires the appropriateness and feasibility of the process for selecting the first alternative equalization process begins mature, whether reasonable alternatives selected in accordance with the cultural values that will implementing public policy. If it does not fit then it is definitely the policy would experience rejection in the midst of society, as well as the ethnic Bugis would have been rejected if it does not have the value of merit. Edward III (1980) also confirms that the importance of dispositions in the implementation of a public policy, because if there is a strong disposition would cause the public policy constraints experienced in the implementation process. This is what shows the importance of propriety (asitinajang) contained in Bugis cultural values.

#### 4.6. Factors affecting the implementation of public policies and cultural values Bugis

##### a. Human Resources

The ability of human resources is one of the factors that influence public policy implementation. This statement is shown in Table 5, which emphasizes that the human factor of 40% determine implementation Bugis cultural values, the remaining 60% are less than optimal.

Table 5. Opinions of Respondents (Government officials) on HR in Sidenreng Rappang

No.	Response Categories	Percentage
1	Optimal	40 %
2.	Less than optimal	60 %
3.	Not optimal	0 %
4.	Total	100 %

Source : Data that has been processed, 2013

Less than optimal human resource factors as the ability of the community in the implementation of public policy to rely more on village governance. Everything was handed implementation at the village administration, public enough to take orders and provide power when needed.

##### b. Communication and disposition in the Certainty in the Law Enforcement

Important function of law in an effort to exert social control. One of the things that can run the control function is law enforcement, especially in the application of sanctions against those who commit acts that deviate from the general principle of proper administration. Especially the implementation of the principles bugis.

In fact at this time, although many officials who perform actions that deviate from the general principle of proper administration, but it is rare that sanctioned such actions ultimately be something taken for granted. Not optimal application of legal sanctions against the officer, according to one sub-district head in Sidenreng Rappang in stating that:

Of deviation from the rules is due to two main factors, namely the lack of control of the employer and the lack of external control of society. This situation then entrenched in the bureaucracy of life. "

The interview results indicate that the lack of sanctions not because no offense but because of the lack of control over and control of the community. Although the existing control of representative observers society, but still limited to the provision of advice and input, the decision is in the hands of the bureaucracy itself, in this case the auction committee procurement of goods and services.

##### c. Bureaucratic Structure

Factor structure of village government bureaucracy for almost insignificant in determining the value of the implementation of the Bugis culture. Bureaucratic structures have been patterned in accordance with existing standards organizations, so it is determined by the functions that exist in the structure. Therefore, the authors greatly disagree with calibration management principles that emphasize the function of any public policy implementation.

Therefore, the authors strongly emphasize that if the "structure" and "function" determine imlementasi a public policy, the authors are more likely to agree the use of the concept of "function". Certainly different from Edward III (1980) which emphasizes the aspects of "bureaucratic structure". Bureaucratic structure is largely determined by the use of the function in each structure, so that when the function is either the bureaucratic structure would be good also.

## 5. Conclusion

Based on the results of research and discussion in the previous section, it can be formulated some relevant

conclusions as follows:

Public policy implementation and application of cultural values Bugis village government services have basically done optimally. The implementation of public policy is supported values of honesty, scholarship, fairness, firmness, and business value. Among the Bugis values, only the values are still not optimal firmness so that the importance of village heads in the process of policy implementation should be consistent between the process of public policy with the implementation of public policy. As recommended by almost all scholars of public policy.

While the factors that affect public policy implementation and application of cultural values Bugis is human resources, communications, and disposition. The structure of village government bureaucracy less significant impact. This is because the structure of village government bureaucracy has been established gradually from the central government to the village government bureaucracy has had a consistent structure so that determines the function of the bureaucracy itself.

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