



RESEARCH ARTICLE

BUREAUCRATIC BEHAVIOR IN ORGANIZING SETTLEMENT SERVICES IN LUWUK BANGGAI
REGENCY, SUBDISTRICT, INDONESIA

*Kisman Karinda

Government Studies of Faculty of Social and Political Sciences, Universitas Muhammadiyah Luwuk

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ABSTRACT

This research focuses on the " Quality of service Bureaucracy against the Behavior of population in Luwuk Banggai Regency, Subdistrict "research activities is expected to contribute to the assessment of the quality of service Bureaucracy Behavior of population in Luwuk Banggai Regency, Sub district. This Research Method using descriptive eksplanatori. This research uses techniques of quantitative analysis obtained by the respondent's statement contained on the questionnaire data, and for checking the accuracy of the data is done also interviews, observation and documentation. Whereas in describing data obtained quantitatively used descriptive statistics, this was done in this study to obtain the correct information. Based on the results of the spread of the now questioner to the respondent that the quality of service Bureaucracy against the Behavior of population in Luwuk Banggai Regency, Sub district belongs well with gains average score was 75.24%.

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INTRODUCTION

The reality of the Ministry of population that occurred during this among other things reflected from service of process for a long, convoluted, potluck, unprofessional service, as well as the process of the settlement of a long service tends to be detrimental to the community. The task of the Government is not only set, but also providing service to the community. The functions of the service have not received attention from officials because the bureaucracy functions set it more dominant than the portion of his Ministry. Bureaucracy officials feel there is in the position of the steering position itself as more than teachers, hence arises the tendency to see residents as passive objects in the service of the public (Maabuat, 2014; Anam, 2018). In Act No. 2009 25 years of public service in Chapter 1, article 1 paragraph 1 that the Public Service Providers hereinafter referred to as the Organizer is every institution State organizers, corporations, independent institution formed based on the laws for public service activities, and other legal bodies formed solely to the activities of the public service. The public service is the right of every citizen must be filled so that the State is obliged to convene the Ministry to meet the fundamental rights of citizens are guaranteed by law.

*Corresponding author: Kisman Karinda,
Government Studies of Faculty of Social and Political Sciences,
Universitas Muhammadiyah Luwuk.

Granting of services performed by the apparatus of Government to society is the embodiment of the role of the bureaucracy as administrator the duties of service to the community with full devotion, fixing grammar implementation services the community in a more orderly and organized. The public service is one thing that is closely related to the expansion of the areas that can improve people's welfare one through improved and equitable public services. From here it is clear that the construction of public facilities coupled with improved quality and effectiveness of services itself so that it can optimally encourage the improvement of the well-being of the communities that exist in the area. The task of the Government in the national development work and much depends on the ability of civil servant. From that explanation can be seen that the position and role of the Government apparatus is very important and determines the success of national development. Service of population and the civil registry as an institution, the Ministry of population administration rests on the principles of professionalism and ethics such as accountability, effectiveness, efficiency, integrity, neutrality, and fairness for all the recipient population Ministry to the community. The conditions of public service in Banggai Regency in Indonesia and Especially is still colored by the procedure taking long process, the difficult access, the cost of which is not transparent, that was unclear and the abundance of wild charges a corruptive practice. It is not clear.

As well as the Office of the public service population and the civil registry Agency is still quite bad, in the public services quality. People have should be aware that the as long as the public service has become a problem that must be considered. The community is very difficult to understand the residency services organized by the bureaucratic civil records residence and Office. The community as a user of the service often is faced so much uncertainty when they deal with bureaucratic red tape in particular public services. Most society are difficult to estimate when the settlement would have been all the Ministry could be taken. So it is with how much grand that need to be prepared in a management-management related to Ministry bureaucracy. Good price or time is often not the same as the wishes of the community. The existence of uncertainty that case community being lazy or reluctant to arrange that related to civil registry so that there are still many people does not yet have a card, like a sign of residents, a birth and Family Card, which an obligation for every citizen (Wahyudi, Malek, Aziz, 2015).

Normative Basis, bureaucratic Government is an organization which has a structure and procedures to achieve the goal. This indicates that the bureaucracy is an organization designed to complete administrative tasks systematically based on individual work order. Bureaucratic structure much colored by the characteristics and capabilities of the individual or the apparatus as a man of State or Government and Ministers of the community which in accordance with the hierarchy of functions and responsibilities within the administration. Thus, confronted and required showing the behavior that corresponds to its role as a man of the State (Ang, 2017). The explanation can see that the position and role of the Government apparatus are very important and determines the success of development. In the public service context has become an important institution and profession more, no longer is a sideline activity without legal law, salary and social security that are adequate, as showed in developing countries in the past. As an institution, the public service ensures the sustainability of state official involving policy development service and management resource that comes from and for the benefit of the public (society).

This research shows that the quality of service of the Department of population and civil registration are good in managing population growth and population of all areas, be it the field of work, marriage, birth, family, logging as well as education. A good service quality in the service of registration is a resident of either of the products up to the given service. Ministry in the service of the population and civil registration in spite of the good news may not necessarily be absolutes, but there are still shortcomings in the process of implementation and will certainly be discovery problems which would hamper Ministry.

Literature Review

The concept of Bureaucratic Behavior

The concept of bureaucratic behavior in view of Thoha (2002) can be used along with the concepts of organizational behavior because basically the bureaucracy or organization is a system that is sustained by a man trying to achieve a goal and always behave. The concept of organizational behavior according to Robbins (2008:11) is the behavior of the Organization as a field of study that investigates the influence of individual,

group, and structure against behavior in organizations, which aims at applying science This kind of knowledge in order to improve the effectiveness of an organization. While Davis (1989:5) argues that organizational behavior is the study and application of knowledge about how people act within organizations. In organizations, the desired results of each behavior is produced as Winardi (2004:199) stated that, the behavior that is related to the performance, i.e. behavior that is directly related to the duties of the job, and that needs to be implemented in order to achieve targets something tasks. Bureaucratic behavior reflected human behavior (bureaucrat), where a set of individual deeds then transformed into the behavior of the group, and eventually became a representation of the behavior of organizations that then is meant as a bureaucratic behavior. Bureaucratic behavior according to Ndraha (2003:521) formed from the interaction of individual characteristics, and the characteristics of bureaucracy (Organization) or more specifically between the structure and the actor (acting). In conjunction with the Government, bureaucratic behavior is more emphasized on the giving of services displayed by the people in the Organization to achieve the objectives of the Government. Bureaucratic behavior in fact is the result of the interaction of individuals with their organization. Therefore to understand the behavior of the bureaucracy should be known in advance, individuals who support it. Individuals bring into order the bureaucracy, ability, trust, hope, needs, and experiences, and so on. All of this is a characteristic of the individual, and these characteristics will be entering new environments, such as bureaucratic red tape.

As for the bureaucracy used as a system to rationale institution also has its own characteristics. If individual characteristics are interact with the characteristics of bureaucracy, then the behavior of the bureaucracy. A bureaucracy is an organization which has a structure and procedures to achieve the goal. Based on the theory of bureaucracy according to Marx (born 1957) is an organization designed to complete administrative tasks systematically based on individual work order. In carrying out public service tasks, then there are three models the behavior of the bureaucracy as a specific behavior patterns based on Berger's findings in the Heady (1966:513), namely the rationality and universal, hierarchy and discretion. The indicator shows that the behavior of the bureaucracy cannot discriminate or treat certain classes of special or give preferential treatment due to the interest in it, in addition to any service performed should involve all the functions in the organization structure, and the last is all actions and decisions are based on the policy of the leadership or public service purposes.

The theory of bureaucratic behavior is the meeting between the Organization's elements as institutional and human behavior that run these organizations (Heady, 1966:516). As for the element of human behavior within the bureaucracy was the objective, precise, and consistent further Friedrich stated that the behavior of the bureaucracy is behavior that is always achieve normal conditions, decent and appropriate. This theory indicates the behavior of the bureaucracy to reveal facts in a transparent, then adjust with the level of service quality between the needs of the community, the last is the emphasis on timeliness, where timeliness is the momentum is in need of service, when delayed then considered the service is no longer valid. In line with the thinking of Berger and Frederick, the concept of bureaucratic behavior according to Aucoin (1991:26) is blend of concepts of performance and the concept

of public service. The performance of the bureaucracy can improve the quality of public services, then by Rainey and Steinbauer (2007:99) says that the behavior of the bureaucracy is the relationship between the acts of bureaucracy with more public interest operates on prevalence of behavior, i.e. behavior of Equalization entitlements against the public service received and does not discriminate.

The behavior of the bureaucracy in the public service

Cristian Rantepadang (2013) to say that officers are there carrying out his duties as a giver of services though only learn from experience and also worked in accordance with the grant of a task. For indicator applications proficiency or timeliness and ability of these officers can be said to be capable of working on his duties but there are a number of constraints in the meet because of the supporting facilities are still not adequate. Then social responsibility or behavior from bureaucrats who exist in accordance with the results of this study showed they are very arrogant because usually feel most employees know. To restraint the officers, that there is said to be able to control themselves through their attitude that patient and trying to give a better explanation to society.

Moreover, Cristian Rantepadang (2013) explained the flood of professional relationship government officials increase the bureaucracy of Government so that it can increase employee performance in order to achieve the objectives of the organization. Motivating employees can be done by means of a specific direction and purpose showed that he did play an active role to take steps is needed to ensure that such employees to and move towards predetermined with still provide the direction and the needs, wants, and expectations of employees. Son r. e. (2009) outlines that paternalistic culture joins aggravate public service system through the placement of the interests of the political elite and bureaucracy as the dominant variables in implementing public service. Political and bureaucratic elite and or close to them often obtain preferential treatment in public service. The culture of the bureaucracy has been switch to paternalistic bureaucratic system which is open to feedback and criticism. Son, r. e. (2009) see technological advances have also led to a waiter so close to the community. E-government utilization by local Government has provided the opportunity to implement the principles of the fast service and precise without any time limit. To that end, for further to note the political will of the local authorities to continue reforms in the implementation of web-based information technology and the improvement of local government apparatus work culture towards the better yet.

Istianda, m. (2013) explained that the bureaucracy does not reflect a clean government. This face worsens the image of the Government and the bureaucracy, so we labeled the corruption, collusion, nepotism and monopoly. The fourth caused a less commendable behavior cap this is why aspects of public service by red tape increasingly shows a tendency is not professional and not proportional. Istianda, m. (2013) concluded that d the natural order to restructure and improve the alisme demonstrate the bureaucrats in the public service there are some things that can be put forward, including the leadership selection mechanism. For it must be created a social environment that allows potential that exist grow and develop for example cluster learning (Social learning cluster). One step that is often undertaken by new political officials who

occupied leadership at the level of local governance is "rationalization", i.e. the focus of policy on major overhaul against the formation of the bureaucrats. The mutation also made against a bureaucrat judged apparatus performance.

RESEARCH METHODS

Time and place of Research

The research was carried out in July until September 2017 with the research location for sampling in the research is in Luwuk Banggai Regency, Subdistrict.

Methods of Data Collection

This Research Method using descriptive eksplanatori. Its data collection techniques are executed qualitative and quantitative. With the collection of data for test instruments and two data collection in the framework of the actual research. To obtain data regarding quality of service Bureaucracy against the behavior of the Population that will be collected, processed and analyzed, then the researcher is using some metodepungumpulan data through observation , Interviews, Questionnaires and documentation, the instruments used in the engineering documentation this is a guideline about things needed to strengthen the information obtained through observation, interview and questionnaire.

Data Analysis

In this study using quantitative analysis techniques obtained through the statement of the respondent contained on the questionnaire data, and for checking the accuracy of the data is done also interviews, observation and documentation. Whereas in describing data obtained quantitatively used descriptive statistics, this was done in this study to obtain the correct information. Next in data processing there are two steps that is used, as follows:

The first step undertaken by the researcher prior to processing of the data is in the form of checking or proofreading a question form data has been collected, the goal to eliminate errors in the recording of field and the nature of the correction. While the measures undertaken are as follows: a) check if all respondents can fill out the question form which was distributed; b) check all the question in the question form to ensure answers in accordance with the instructions given; 3) check whether the data collected for these deserving to be processed. Furthermore after doing the selection data is classifying data based on indicators examined, then give the weighting score for each alternative answers in awarding score Likert scale used is one way to determine the score. From the results of quantitative analysis next in deepening in the accuracy of the results, then conducted interviews, observation and documentation provide research.

RESULTS AND DISCUSSION

Bureaucratic Behavior Evaluation

The results of the data analysis Office of the bureaucratic Behavior score against the population and the civil registry of the Banggai Regency in describing items in the nine statements so that the statement 1 to eight in *engineering calculations done with Weighted Means Scored (WMS)* is as follows:

Table 1. Bureaucratic behavior of employees of the Department of population and the civil registry District of Banggai

Indicator	No	Score										Total		% Score
		5		4		3		2		1		F	X	
		F	X	F	X	F	X	F	X	F	X			
Bureaucratic Behavior of the Employee of Population and Civil Registry	4	10	50	12	48	5	15	2	4	1	1	30	126	84
	5	9	45	11	44	5	15	4	8	1	1	30	113	75,3
	6	11	55	9	36	3	9	4	8	3	3	30	111	74
	7	8	40	12	48	5	15	3	6	2	2	30	111	74
	8	9	45	9	36	5	15	4	8	3	3	30	107	71,3
	9	13	65	8	32	4	12	5	10	0	0	30	119	79,3
	10	9	45	11	44	5	15	2	4	3	3	30	111	74
	11	8	40	13	52	4	12	3	6	2	2	30	112	74,7
	12	8	40	14	56	3	9	4	8	1	1	30	114	76
	Rata-Rata 682,6 / 9 = 75,84													

Information:

F = Frequency Respondent who answered in accordance with the category of answers

X = The frequency is multiplied by the weight of the answer category value

Table 2. The service quality of population in Luwuk Banggai Regency, Subdistrict

Indicator	No	Score										Total		% Score
		5		4		3		2		1		F	X	
		F	X	F	X	F	X	F	X	F	X			
Performance Evaluation of One Stop Public Service Policy	14	9	45	11	44	5	15	4	8	1	1	30	113	75,3
	15	9	45	10	40	4	12	4	8	3	3	30	108	72
	16	9	45	11	44	3	9	5	10	2	2	30	110	73,3
	17	7	35	12	48	5	15	4	8	2	2	30	108	72
	18	10	50	11	44	3	9	4	8	2	2	30	113	75,3
	19	11	55	11	44	4	12	3	6	1	1	30	118	78,7
	20	9	45	12	48	3	9	5	10	1	1	30	113	75,3
	21	8	40	13	52	5	15	2	4	2	2	30	113	75,3
Average 597,2 / 8 = 74,65														

Information:

F = Frequency Respondent who answered in accordance with the category of answers

X = The frequency is multiplied by the weight of the answer category value

Table 3. Recap of the Bureaucratic behavior score results of the quality service of Population in Luwuk Banggai Regency, Sub district

No	Variables	Average Score	%
1	Bureaucratic Behavior	75,84	Good
2	Quality of population service	74,65	Good
	Total	150,49	-
	Average	75,24	Good

Based on the results of the research conducted that bureaucratic behavior of employees of the Department of population and the civil registry conducted more focus to the function of the Ministry in accordance with the existing standards through a variety of policies in the given community in facilitating activities of the Ministry of population particularly in the sub district of Luwuk Banggai Regency. Bureaucratic behavior undertaken aims to improve the effectiveness of the services provided in the public (society). Behavior in employees, serving as the bureaucracy associated with job tasks in providing service to the community, and that needs to be implemented in order to achieve the goals of service tasks related to something on logging the residency.

Public Services Quality

Bureaucratic behavior reflected in deeds of individuals providing service population rapidly and responsiveness to complaints submitted by the community so the interaction between individual and community service gives do the residency services in the Office of the Department of population and civil registry. Behavior officials exist now that is more emphasized on the giving of services displayed by the employees in accordance with the vision and mission of local governments.

So based on the table presented above can be summed up the value of the average percentage score can be obtained in the research that the behaviour of the bureaucracy in the service of 75.84 so if in advance on penialain criteria then the criteria are obtained either. Service of population and the civil registry functions i.e. formulating the technical policy in the field of population and civil registration, conducting coaching and perceived task in the field of population and civil registration. The community has the right and obligation as citizens, i.e. have the residency documents, administrative service of population, the protection of personal data, the existence of legal certainty over Ownership documents, the existence of information concerning the data results of the population and registration of civil registry upon himself and his family, compensation and vindication as a result of an error in the registration of residents and civil registration as well as the misuse of personal data by the implementing agencies. Based on the results of the research conducted that the quality of service of the Department of population and civil registration are good in managing population growth and population of all areas, be it the field of work, marriage, birth, logging family, as well as education. A good service quality in the service of registration is a resident of either of the products up to the given service.

Ministry in the service of the population and civil registration in spite of the good news may not necessarily be absolutes, but there are still shortcomings in the process of its implementation and will certainly be discovery problems which would hamper Ministry. The response indicated Officer Office of population and Civil Pencatata confident that Officers in providing services direct baikdengan receiving community well in doing Ministry of population. Employees continue to strive to provide the best service for the sake of improvement of public service, and providing services that prima which continue to next action there is always the need for community service are the residency documents as the identity of a person who resides in the territory of the Sub-District of Luwuk.

The given Service is not just a mere document of its nature of service, but setting up support facilities that assist in the process of servicing such comfort in the Ministry, preferential treatment in services, speed in complete. So based on the table presented above it can be concluded that the value of the average percentage score on the earn on service quality of 74.65 so if in advance on penialain then criteria criteria obtained either. It can address that the table based on the value that serve over average percentage score was obtained by a bureaucratic behavior in a score of 75.84% with good criteria and an average score of residency service quality 74.65% more details can be describe in the table as follows: From the table above it can be in the know of respondents stating that the quality of service Bureaucracy against the Behavior of population in Luwuk Banggai Regency, Sub district based on scale assessment pertained well with gains average score is 75.24%.

Conclusion

Based on the results of the scattered question form and analysis of research data, Sub district is in view of the percentage of the product by having good value. This fact can be seen from the results of a questionnaire on the share to the respondent recommends that the behavior of bureaucracy in providing service of population categories either. This is indicated by the ability and reliability in service of the employee population. The ability to use the tools and is able to carry out basic tasks and functions that is carrying out the duties of the Ministry of population that is in the service of the population and civil registration District of Banggai. Based on the conclusions above, may we suggest the following .

To employees to further improve its performance in providing good service to masyarakat ; To employees for always being nice again in the service of population in accordance with the regulations applicable to ; and The improvement of the quality of service improved again in order for the population in the service provided to the public can be quicker and better in the future.

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