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RESEARCH ARTICLE

CHARACTERISTIC OF BUREAURATIC BEHAVIOR PUBLIC SERVICE

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ABSTRACT

The article entitled Characteristics of public service bureaucratic behavior aims to explain the new phenomenon related to attitude factors, public service behavior realizing good governance. Next, the writer wants to describe the category of bureaucratic behavior, that is, firstly regarding perceptions in the bureaucratic environment, secondly, the low ability of implementing officers, thirdly, not complying with applicable regulations, fourth, negative bureaucratic behavior and fifth, internal behavior of agencies within the government environment. The method used is descriptive qualitative with comparative analysis techniques comparing phenomenon and noumena related empirical facts supported by activity documents, the opinions of public service bureaucracy experts in the regional autonomy era. The results of this analysis have revealed consistent bureaucratic behavior determined by the authority and responsibilities held by bureaucratic officials. While the skills of bureaucratic officials determine professionalism, understanding commitment and work culture embody responsible attitudes and behavior. Furthermore, discipline, innovation and creativity create quality public service bureaucratic behavior. Through this analysis the authors conclude that bureaucratic behavior is of good character, the requirements are broad knowledge, discipline, have authority, understand commitment and work culture as a guide to providing professional services to the community.

INTRODUCTION

Reforms that took place some time ago gave birth to laws and regulations in the administration of government. With regional autonomy, there has been a shift in the personnel system in Indonesia regulated through the main staffing law. However, seeing the problems that exist in the personnel system, the government issued regulations governing civil service management. However, various legal products regarding the process of government administration, do not necessarily bureaucratic problems disappear by themselves, moreover the bureaucratic dimension is very broad from just acting, not friendly to the public to the violation of the law. As said by MiftahThoha (2012: 161) that authority for a large organization such as the government carries out its functions gently and effectively. The role of complex specialization and interdependence relations in large organizations becomes very important for everyone to fulfill their expectations. Fulfillment of his expectations was carried out in a manner that is reliable, including the attitude of accepting unpleasant tasks and an unpopular role in the government environment. Or regarding the poor performance of the bureaucracy, two things can be categorized, namely: dysfunction of bureaucracy relating to bureaucratic behavior due to bureaucratic structure, rules,

procedures or characteristics of the bureaucracy, and maladministration relating to bureaucratic behavior due to incapacity or poor bureaucratic behavior. So far, the bureaucrats in Indonesia are complacent with all the prosperity facilities of the bureaucratic kingdom amid the democratic transition of the national political system. Or the thought of, "prismatic society", that is, a society in which cultural values struggle. Then the Indonesian bureaucracy, can be categorized as a prismatic bureaucracy in the sense that the old values of the bureaucracy tend to be a tool of the regime that gave birth to bureaucratic behavior, clashing with values more publicly oriented and the spirit of realizing good governance. Structurally it is modern but contains feudalism values which benefit itself. Because bureaucracy needs to be controlled, so that orientation is continuously developed to the public, because anyone who changes the bureaucratic behavior then he always tries to adapt to a changing environment, if possible take advantage of these changes. As the political axiom sounds (Thoha, 1996), "if bureaucrats are weak, then political power can be strong. Conversely if Bureaucrats are strong, political power is weak. And it is not right to let the government bureaucracy weaken".

RESEARCH METHOD

In this discussion using a qualitative descriptive approach reveals the problem as an in-depth search object. With this method the results of writing are more complete, reliable and objective. Because of using this method the weaknesses in data collection can be overcome.

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Observations made by the author form of obtaining information from the observed object by mixing the target community into objects based on specific objectives. The observation technique used by the writer is unstructured observation, where this observation is flexible, the data chilling system according to the context of the problem is revealed in depth from its main source. Documentation is secondary data through searching of documents, written regulations or opinions of experts according to the object expressed in writing. The documents used are a rich source of information. Whereas key informants are people who are considered as sources of information who know a lot about events related to the object of writing that can benefit the reader. Informants are often also referred to as key informants as providers of accurate information supporting the reliability of scientific writing. Because this paper expresses the phenomenon descriptively qualitatively contains information about the behavior characteristics of public service bureaucracy. The benefits of writing from the practical dimension of providing knowledge about authority, discipline, commitment and work culture are closely related to the bureaucratic behavior characteristics of providing public services. Furthermore, formulating policies in order to change the behavior of the bureaucracy towards making a positive contribution to the implementation of public services and governance in general. In terms of theoretical dimensions to show the government to look at the authorities possessed by bureaucratic officials into factors that can influence positive bureaucratic behavior towards professional and responsible public services.

RESULTS AND DISCUSSION

New Public Service (NPS) paradigm: According to Denhardt&Denhardt, (2003 :) different new public services from NPM are; First, the primary role of public servants is to help citizens articulate and fulfill common interests, control or control society in a new direction; Second, public administrators create mutually agreed collective ideas about public interests; Third, program policies are aimed at meeting public needs effectively, responsively through collectively and collaboratively; Fourth, the public interest is more an aggregation of the personal interests of individuals; Fifth, public servants must pay attention, not only to the market, but also to legal and regulatory aspects, community values, political norms, professional standards and the interests of citizens; Sixth, public organizations and networks are shown to have more long-term success if they operate through a collaborative process and through leadership that respect everyone; and Seventh, the public interest is better developed by public servants and community members committed to contributing to society, rather than by entrepreneurial managers acting as if money is theirs.

Changes in the administrative paradigm in facing the current era of globalization need to be done in various dimensions. The first dimension concerns bureaucratic behavior. Both individual and institutional bureaucratic behavior is strongly influenced by the view of "power" (power / authority). The second dimension, reorientation in the philosophy of state administration itself Viewed from this dimension, the utilization of civil servants includes three things, namely: 1). In-depth introduction to various "basic fundamentals" about administration both regarding its components and elements by way of systematic and rational thinking; 2). It is a variety of operational fundamental operational paradigms as instruments

of analysis; 3). Determination of the object is seen as critical in the success of efforts to improve the efficiency, effectiveness and productivity of employee work. The third dimension, related to trends occurring in the world today, includes trends in the shifting of the authoritarian model of government towards democratic governance, globalization trends in all fields, especially in the fields of economy (free trade) and information technology (information technology), and trends in good governance. Changes in the paradigm of public administration are undergoing changes and a shift from an authoritarian / tyrannical government to a government that prioritizes the will of the people (democratic) to realize a civil society (civil society). Excellent community service, which is transparent, quality, efficient, democratic and fair. The performance of employees in a democratic government system is very much determined by the extent to which people have access to shared services without distinguishing their origin, ethnicity, religion, or political aspirations. Therefore, the resources of neutral government employees from political forces are necessary for good governance.

Public Services: Implementation of good governance (Good Governance), promoting the synergy of all elements that play an important role in the organization such as employees, structure, division of labor, specialization, formulation, responsibility for implementing a good bureaucracy. Regarding the existence of several bureaucratic issues, many have been debated by academics, communities and NGOs, structural, cultural, political, economic, legal and so on. Accordingly, according to (Siagian, 2011) that bureaucratic problems arise due to bureaucrats making inappropriate decisions. Because the merits of a person carrying out his role as a leader is essentially judged by the percentage of performance not than the decision he made. Dwiyanto et al, (2006). Promotion of structural positions is a form of bureaucratic behavior, one of the motivations of work and at the same time developing people to work in it. If related to staffing management, the promotion of position for the apparatus achievers is basically an effort to increase the enthusiasm of work and productivity of the apparatus, as well as maintain the existence and perpetuation of the performance apparatus providing service to the community. The objectivity and selectivity of bureaucratic behavior are able to foster motivation and enthusiasm to compete in a healthy manner for all apparatuses in order to improve service professionalism in the community. The hope of an effective bureaucracy is a bureaucracy capable of achieving the goals of its existence and formation. Whereas efficient bureaucracy is an effort focused on reducing the wasteful use of limited resources through savings programs to finance bureaucratic operations (Mustafa, 2013).

Commitment

Good governance is a government that is able to coordinate human resources to coordinate the implementation of productive and efficient development activities, (Rachmat, 2013). Ethics in the results of policy analysis concerns how much alignments policy recommendations given to clients can side with the interests and values in society. In line with Thoha (1996), states behavior is a function and interaction between an individual and his environment. Actual behavior choices, social events, and conflicting attitudes often cause people to act in violation of their choice of attitude. The totality of these causes, stated is a prediction that causes individuals in the

bureaucracy to behave. Based on the definition of behavior, that the leader can directly be observed carrying out the tasks, functions and roles. For example, leader disciplinary behavior, friendly behavior, corruption behavior, arrogant behavior, lazy behavior and so on (HarbaniPasolong, 2010). Behavior starts from social perception influenced by external (situational) and internal (personal) factors. Therefore there are four key behaviors of bureaucratic leaders that can be developed towards professionalism, namely: first, the behavior of bureaucratic leaders is closer to the community with basic attitudes serving not served; second, the behavior of bureaucratic leaders to improve the quality of services in accordance with the demands of the community is always developing through quality control methods programs; third, the behavior of the bureaucratic leader embodies the planning mechanism, the budget program by listening more and absorbing the aspirations of the community, both as an object and as a subject in the implementation of development; fourth, the behavior of bureaucratic leaders embody streamlining and restructuring to be more capable in public services (Thoha, 1996).

The common thing about organizational commitment is commitment as a psychological condition describing an individual's relationship with the organization, and has implications for discourse. The explanation of each component of organizational commitment is as follows: 1). Affective commitment leads to apparatus who have a strong commitment will continue to work in the organization because they really want to do that; 2). Continuance commitment is the awareness of the impossibility of choosing another social identity or alternative behavior due to the threat of great loss. The apparatus works based on the continuance's commitment to stay in the organization because they need (need to) do it because there is no other choice; 3). Normative commitment is related to feeling obligated to keep working in the organization. This means, the apparatus has a high normative commitment to feel that they are obliged (ought to) survive in the organization. This commitment component as a normalized pressure that is internalized as a whole behaves in a certain way so that it meets the goals and interests of the organization. Therefore, the behavior of the apparatus is based on the belief about "what is right" and related to moral issues.

Work Culture

The culture of government bureaucracy is always oriented to power. Power becomes an important attraction for members of the bureaucracy. This is understandable because many things the bureaucracy officials want are always related to power. So far, everything that is wanted by bureaucratic officials such as income, influence, facilities, privileges, and so on is always related to the power they have. Even this motivation causes bureaucratic officials to be more oriented to seeking and maintaining power than serving citizens. This organizational culture is examined in three indicators, namely: a). The ability in public services to see the manifestation of bureaucratic culture can be seen in part from the culture of the organization that can provide a guiding point. The impact of bureaucratic culture on the apparatus as well as the consequences for service users aims to improve the quality / quality of the apparatus (knowledge, skills, and expertise), and the community as objects of government organizations can benefit from the organization's cultural activities; b). The aspect of public service discretion is a form of treatment often used by

bureaucrats in carrying out public services. Ideally, service delivery is supported by rules. The existence of a rule has been made and agreed upon by a particular organization is very important role; c). Equality of treatment is defined as the frequent habits that are experienced by clients during service. In this search results indicate that the equality of treatment in the reception of client services is in the "good category". Work culture has long been known by humans, but it has not been realized that a work success is rooted in the values reflected in the attitudes and behaviors that become the habits of the apparatus. These values originate from customs, religions, norms and rules into his beliefs in the attitudes and work behavior of the organization. Because attitudes and behaviors are related to work, a work culture will be formed in the organization. Furthermore, Triguno (1999: 3) defines the concept of work culture in more detail, namely: A philosophy based on the view of life as values become traits, habits and driving forces, entrenched in the life of a group or organization, then reflected from attitudes, behavior, beliefs, ideals, opinions and actions manifest as work or work.

In this regard, Hidayat (1996: 87-88) stated that generally government organizations often face three problems which include ineffectiveness, inefficiency and quality of service. Culture oriented towards achieving targets is one of the characteristics of bureaucratic organizations. Another characteristic of role culture is that all work is carried out routinely, regularly and systematically. In addition, the power of authority funds is channeled through regulations and procedures. The combination of target-oriented culture and roles forms an attitude of view referring to activities (activities) and accountability (accountability). The weakness of the two attitudes is that the aspect of the results (results) and aspects of service quality lack the appropriate portion. Based on this opinion it was revealed that attitudes and management practices lack reference to results (result oriented) and target-oriented culture has become a factor causing the low quality of service provided by the apparatus. In the activities of government organizations, individual interests are subjected to the prioritization of the public interest. The power of work can conquer the apparatus individualism and be able to adapt to the needs of the environmental community relying on work culture norms adopted in the organization through the actualization of attitudes and work behavior.

According to Ndraha (1999: 189) defines more operationally about work culture that "Work culture is a group of basic thoughts or mental programs can be used to improve work efficiency and human cooperation is owned by a group of people". So that the work culture can be applied to the work culture into: a). Attitudes towards work, namely the preference for work compared to other activities such as: relaxing or merely obtaining satisfaction from the bustle of his own work or feeling compelled to do something just for his survival; b). Behavior at work such as diligent, dedicated, responsible, cautious, thorough, careful, strong willingness to learn the duties of duty, like to help fellow officials, or vice versa. The fundamental purpose of work culture is to develop apparatus resources fully to realize that they are in a communication relationship with others effectively and efficiently. Based on some of the opinions above, it can be concluded that work culture is a philosophy that is based on a view of life that becomes the nature, habits and driving forces in the life of community groups or organizations then reflected in the attitudes and behavior in work.

Authority

The correlation between authority or power makes bureaucracy accountable especially to the people in general. As for the very prominent have strengthened the obligation to make responsibility to officials have the authority. Bureaucratic officials are appointed by the ruling official or have authority in the organization. Therefore, there is an absolute obligation to submit and be responsible to the employer. They forget that the people have a very large contribution to the existence of government bureaucracy by paying taxes, fees and other levies. Likewise, don't forget that they are made officials because there are elections. And elections are determined by popular votes, if people do not participate in the election success, let alone become bureaucratic officials, so people's representatives will not take place, as stated by MiffaThoha (2005: 12). Good governance or good governance is currently becoming a reference to find ways to improve the bureaucracy in accordance with the demands of reform. Good governance is a concept that is used regularly in political science, especially the science of government and public administration, Sarundajang, (2011). The concept of governance began to be widely used as key words by academics, activists and practitioners to explain the different phenomena related to governance. So broad are the dimensions and scope of good governance, it is only natural that so many different phenomena can be explained through this concept. Because authority in governance can be understood as a process, mechanism, network, values, as well as institutions. Depending on the context, one can explain several concepts and phenomena of different governance authorities. Theoretically, bureaucracy is the power to carry out political decisions, but in practice the bureaucracy has become a potential political authority which can bring down power. Bureaucracy is also a political tool to regulate political agendas, the nature of power and authority of the bureaucratic apparatus is actually not without control but is still limited by external and internal control devices.

Conclusion

Based on the results of the discussion described above, the authors draw the following conclusions:

- Based on the results of the discussion, the authors conclude that bureaucratic behavior, regarding the level of apparatus understanding of the paradigm of the new public service that needs to pay attention to the interests of customers in service. Because of the lack or lack of knowledge and skills of the implementing officers, the actions of members of the bureaucracy violate legal norms and legislation in force, the behavior of bureaucrats is dysfunctional or negative, will worsen internal behavior in the government environment.
- Based on the results of this discussion, the authors conclude that bureaucratic behavior in providing services to the public that meets aspects of professionalism, responsibility, and independence can show that the apparatus has equipped itself the ability and skills to provide services needed by the community.

- That the apparatus that has good behavior and high performance is the apparatus that upholds the principle of commitment based on loyalty, innovative, and creatively carries out its main duties and functions responsibly towards the fulfillment of the interests of consumers or the public.
- The author considers that the apparatus upholds a good work culture is the apparatus always prioritizing the factors of discipline, cooperation, participatory and building good relations with friends in the work environment more characterized in the prospect of bureaucracy of public services.
- In the end through this discussion, the authors conclude that the apparatus has the bureaucratic behavior of public service because based on the authority of the apparatus dare to place the apparatus in the bureaucratic position based on the level of education and competence possessed by the apparatus.

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