

Behavior in the Bureaucracy in Public Service Office of Land City Kendari Southeast Sulawesi Province

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Abstract- Objective research is analyzing input behavior individual in service public, which includes diversity demographics, values espoused, and ability intellectual as well as behavioral process individual in service public, includes emotion, motivation, perception, and taking decision Outcomes and Individual Behavior in service public covering Employee Performance and Citizenship discretionary behavior or behavior (OCB). The approach used is qualitative method with case study strategy. Retrieving data using interviews and observations and study of the document. Analysis of data using analysis model interactive. Result research show that Input behavior individual influence the process behavior bureaucracy in public service field land. However, no all input parameters behavior affect all dimensional behavioral process bureaucracy in public service field land. The process of individual behavior in the public service in our land office Kendari, not all parameters affect all dimensional behavioral outcomes bureaucracy in public service field land. Behavioral outcomes individual in service public institutions land less corresponding with behavioral outcomes that are assumed in modern bureaucracy, characterized with performance formal duty high and involvement in behavior discretionary (OCB) extensive. Behavioral outcomes bureaucracy in service land still less corresponding with hope good in dimension performance formal assignment or discretionary behavior (OCB) in the public service field land.

Index Terms- Bureaucracy, Input Behavior, Behavioral Processes, Behavioral Outcomes, Public Service.

I. INTRODUCTION

Bureaucratic behavior refers to the overall pattern of behavior based on the operations and processes of bureaucratic or organizational policy. Bureaucracy is a type of organizational behavior, the behavior in the process - operating processes and policies of the organization, as well as having a motive. Motive in this case is the reason - the underlying reason for behavior (Lai, 2011). Organizational behavior model that integrates formal task performance and *organizational citizenship behavior* (OCB) filed by Robbins and Judge (2013). Contingency model of organizational behavior Robbins and Judge enter three parameters: the behavior of input, process, and behavioral outcomes. This parameter is organized according to three levels of behavior analysis: individual, group, and organizational.

One area of public services in developing countries that have not been investigated in depth by using behavioral models biokrasi is servicing the land sector. Land sector is important

because the soil is of fundamental resources (Burns and Dalrymple, 2008); the soil is the foundation for economic development (French Development Cooperation, 2009); land services play an important role in the life and welfare of the majority of the population in developing countries (Henriques *et al.* 2011), land services affect economic growth and poverty reduction (Narciso *et al.*, 2011), even the land services play a political role in developing countries (Barraclough, 1999).

In Indonesia, land services is the domain of the public sector because the soil is positioned as an important resource for the lives of many people, the National Land Agency (BPN) of the Republic Indonesiaa dalah non departmental government agency that is subordinate and responsible accountable to the President. To organize tasks and fungsi National Land Agency in the area, formed Badan Regional Office of the National Land and Provincial Land Office in the District / City.

Public services in the land sector in general has not created the optimum level of satisfaction and yet effectively minimize conflicts between communities and society, people with investor, community and government agencies, and government agencies. quality of public services in the Land Office of Kendari shown by Yulianti (2011), namely: cumbersome, expensive costs, it requires a long time to all service desk, the clerk did not provide clear information prihal requirements and service flow, lack of preparedness and the attention of employees to the needs of the applicant, there are employees who look less friendly, there are employees who leave the ministry to take care of personal interest, and waiting rooms are less convenient services.

In addition to the facts mentioned above, the phenomenon of poor public services in Kendari City Land Office revealed exposure to the Ombudsman of the Republic of Indonesia in Southeast Sulawesi. In his presentation on June 20, 2013, as reported KendariNews edition June 22, 2013, the institution called the Land Office Kendari still often problematic standard related services, ranging from the issuance of a certificate to practice double brokering. In connection with the significance of land service quality as the foundation for economic development, change the order of life and well-being of the majority of the population, economic growth and poverty reduction, the phenomenon of public service in the field of land Land Office Kendari require a comprehensive assessment. The study on public services in the field of land Land Office Kendari require behavioral approach using a model of organizational behavior as proposed by Robbins and Judge (2013).

II. RESEARCH METHODS

This study used a qualitative approach to investigate the behavior of the bureaucracy. The author draws attention to the behavior in the context of natural because the context of the natural is the primary medium for the qualitative research (Stake, 2010). The design used in This research is a case study. The case study is a qualitative research strategies appropriate to explore in depth an event, activity, or process (Creswell, 2003).

This research institution located on land services district / city level, namely the Land Office Kendari. Data required in this study were collected using techniques that are typical qualitative. The three main techniques of data collection in the qualitative study by Patton (2002) is interview, observation and documentation. In using interview techniques, informants are the main participants in the research study is determined purposively. Informant of bureaucrats that is : Head of the Land Office; Survey Section Chief, Measurement and Mapping; and the head of Land Rights and Land Registration. Furthermore, to obtain impartial information, the authors also took three informants citizens who ask for services in the institution.

Analysis of the data in this study using interactive data analysis model of Miles and Huberman (1994). An interactive model of Miles and Huberman consists of three grooves activity: data reduction, data presentation, and conclusion / verification.

III. RESULTS AND DISCUSSION

The purpose of this study is to analyze the outcomes of bureaucratic behavior in the public service area of land, the input variables influence the behavior of the process of bureaucratic behavior, and the influence of process variables behavior towards outcomes bureaucratic behavior in the public service. Construction purpose of this study is directed by the organizational behavior model of Robbins and Judge (2006). Model the behavior Robbins and Judge specify the relationships between behavioral input, process behavior and behavioral outcomes. By adapting the model, the behavior of input variables include demographic diversity, the values espoused, and intellectual abilities; the behavior of process variables include emotion, motivation, and decision-making; while the variable outcomes of bureaucratic behavior include task performance and *organizational citizenship behavior* (OCB).

structure discussion of the results of this study refers to the formulation of the problem, namely the beginning of outcomes bureaucracy, then the effect of the input variables behavior towards the bureaucracy, the effects of variables process of behavior towards outcomes bureaucracy, and the latter is a general finding about the behavior of the bureaucracy in public services in the area of land at the level of individual analysis.

1. Individual Behaviour Outcomes in Public Service

This study analyzed the outcomes of two types of bureaucracy in the public service land sector, namely: (1) the performance of duty, and (2) *organizational citizenship behavior* (OCB). Analysis of the performance of duties in this study focused on two performance parameters proposed in the model *higher-order performance measures* Ammons (2013), namely: the number of work units completed, and the effectiveness of

services. Employee performs well if it shows an increase in the number of work units completed, and provide services that satisfy clients. The number of units of work that can be completed, as well as client satisfaction with the services provided, both related to the formal job descriptions and employee performance plans made in writing in a variety of planning and budget documents.

Outcomes employee behavior Kendari Land Office in land services, both from the aspects of task performance and effectiveness of services not reflect the expected conditions. Most of the indicators of behavioral outcomes is still in the bad category and blend (specific terms but in terms of other bad either). In fact, theoretically, implement and complete tasks effective public services is very important because the public service plays a central role in happiness, sustainability and growth of the communities, regions and nations (Omisoro, 2013). In addition, public services are effective the essence of a democratic system so theoretically there is nothing more important than the government do everything possible to provide the most effective public services (Vigoda, 2000).

The research findings prihal outcomes employee behavior in the Land Office Kendari is that the number of units of land services were resolved yet reached the intensity expected, the number of parcels of land that was authorized / certified slightly increased but has not reached the target, the number of decisions determination wastelands stipulated decreased and still far from the number of applications received, the number of region / area of land that is done setting and arrangement of the land has not reached the national target of 40%, the number of poor people who gain access to the strengthening of land rights only slightly increased, the number of land cases that can be resolved very slightly compared to the case. Community satisfaction with the quality of service is varied, but the satisfaction of the community itself is not entirely dependent on the suitability of service standards.

Society can still feel satisfied when the settlement service standards promised time even if they are not able to verify whether the fees paid already compliant or exceeding the standards. Fast service and clear information tends to be enjoyed only by applicants who pay more expensive, but still in the frame of the fulfillment of the administrative requirements and free from dispute. Although the applicant to pay more expensive, if not complete the administrative requirements and the status of the land is disputed, the completion of the service remains slow and ultimately lead to accumulation of costs more expensive. Such conditions encourage people to use the services of other parties (brokers) in the land services.

The second dimension of the outcomes bureaucracy in this research model is *organizational citizenship behavior* (OCB). In contrast to the performance of the task of formal, *organizational citizenship behavior* (OCB) over the outcomes of behavior discretionary, depending on the willingness of individual employees, and is not associated with reward or punishment. *organizational citizenship behavior* (OCB) includes: altruism, *courtesy*, *sportsmanship*, *conscientiousness* and *civic virtue*.

Among the five dimensions of *organizational citizenship behavior* (OCB) only *sportsmanship* that are in good condition at the location of the study. The other four dimensions namely altruism, *courtesy*, *conscientiousness* and *civic virtue* all mingled,

some employees do it but others are not. In addition, some employees do so prominently to fellow employees but less obtrusive to the clients served. Limited staff who engage in OCB behaviors to clients despite notice that the client is in a state of confusion, limitations, or difficulty to access the services.

2. Process variables Individual Behavior in Public Service Land Affairs

Process variables bureaucracy at the individual level in our model include: emotion, motivation, and decision making. Perihal emotion employee, the findings of this study indicate that employees in general have variations of emotions but are on the intensity of reasonable and disclosed in a way how controlled so categorized generally good. This condition describes the intensity of emotion that is reasonable as described by Robbins and Judge (2013). In general, an employee at the Land Office Kendari have emotional intelligence, the ability to detect and manage the emotional cues and information, as a result of the experience of everyday life.

The findings of this study indicate that the positive effects of the existence of emotions in a controlled intensity that is owned by an employee at the Land Office Kendari only in *organizational citizenship behavior* (OCB), are not on the formal task performance. The study results perihal formal job performance in general at the level of bad. While behavioral outcomes on the dimensions of *organizational citizenship behavior* (OCB) ranged from good to mingle, no dimensions are relatively poor OCB. Dimensions OCB were classified as good is the *sportsmanship*, while in a state of mingling is *altruism*, *courtesy*, *conscientiousness* and *civic virtue*. The involvement of employees in the various dimensions of OCB is possible because of the emotional atmosphere controlled where employees can remind each other, enjoin kindness and foster harmonious social relations in the workplace.

Regarding the behavior of tangible motivation, this study focuses on five needs identified in the model of Abraham Maslow but grouped into two dimensions, namely: the need for low level, and needs a high level. The results showed that the needs of low level to motivate all employees but with force differ according to the level position. Furthermore, the need for higher levels just to motivate employees who have middle and upper-level positions in the organizational hierarchy. Needs a low level is represented by revenue, both official income and additional income, while the need for a high level is represented by the appreciation in the workplace.

The findings of this study indicate the type of motivation that consistency between expected and obtained on the one hand, and the level of task performance and OCB on the other. Servants at all levels do not yet have a strong enough motivation so as not performing tasks and engaging in OCB better. Furthermore, due to lack of motivation factors are available, then the employees design their own patterns of action to obtain the motivating factors referred to charge to the client. This affects the vagueness of the information service, overpriced service charge and inaction completion of service received by the client, as well as the lack of sincerity to assist clients beyond the ways that have been described in formal procedures of public services. The third variable is the bureaucracy of the process of decision making. The findings of this study demonstrated all that the

processes adopted general employees mingling. Sequence rational decisions are applied but have not been consistent. In effect, the decision process value is maximized by the employee is not a broad public interest but the interest of the formal procedure, the suitability of the Strategic Plan, the policy directives from above, and the financial benefit for the individual employee as additional income. Although the decisions of employees with respect to the service area of land take into account the interests of local people, but it is more minor in comparison with the interests of the bureaucracy and the individual employees themselves.

3. Input variables Individual Behavior in Public Services Division of Land

The input variables of bureaucratic behavior at the individual level in our model include: demographic diversity, shared values, and intellectual abilities of employees. The following analysis focuses on how the effect of demographic diversity, shared values, and the intellectual capacity to process bureaucratic behavior in the public service.

Input behavior with regard to the demographic diversity, this study focuses on differences in gender, ethnicity, age, and physical perfection (physical). The empirical results show that employees of the Land Office of Kendari relatively diverse in terms of ethnicity and age, but relatively homogeneous in gender and physical perfection (physical). Diverse in ethnicity meant that the employees come from a number of different ethnic, there is derived from the main ethnic Southeast Sulawesi, namely Tolaki, Muna, Buton, and Mekongga, there are also ethnic outside Southeast Sulawesi such as Toraja, Makassar, Bugis, Bali, Sunda, Java, and others. Ethnic diversity is reflected also in the structure functionary structural position, structural officers from diverse ethnic functionary although the terms of office do not consider ethnicity. Diverse in age meant that the employees come from different age groups, ranging from age 24 years to 57 years. Among the age range, the more dominant is aged 31 to 33 years, and 55 years old. Employee diversity in terms of gender is relatively low, the number of employees who are predominantly male. But, in Pemangku positions, the proportion of female employees who occupy positions higher than the proportion of women on all existing employees. From the aspect of physical perfection (physical), an employee is homogeneous, meant that no salient variations with respect to it.

Demographic diversity found in this study sites mostly do not have a prominent effect on the processes of behavior, good emotion, motivation and decision-making. The diversity of gender and ethnicity are not visible effect on emotion, motivation and decision-making. Parameter visible demographic diversity has an influence on the behavior of the process, based on the results of this study is only the age of employees, the effect on motivation. Influence is evident from the difference in the dominant motivation among employees who are young with old age older. However, according to the author of the analysis, the difference is simply due to the fact that most employees are young age is a new employee who has a small real income thus more motivated by the welfare / prosperity. Instead, most of the older aged employees who are already achieving higher ranks and has structural positions so as to have a greater real income. This condition is also related to the fact that the placement and

promotion in the office based on the principle of seniority in addition to the other objective requirements.

Regarding shared values of employees, this study model to enter the final value (*terminal values*) and instrumental value (*instrumental values*). The results of this study indicate that the final values (*terminal values*) that strongly adhered to by employees of the Land Office of Kendari is the welfare of economic (prosperity), equality of treatment, social recognition in the workplace, and respect themselves. Instrumental values (*instrumental values*) that strongly adhered to by employees is a responsibility, honesty, independence (impartiality in private), capability, ambition and courage. However, the intensity or the hierarchy of those values differ between employees subordinates and superiors. Employees of subordinate priority to economic prosperity (prosperity), equality of treatment, and respect themselves. Ingredients (instrument) is a responsibility, honesty, and independence. Prioritizing social superiors employee recognition in the workplace, economic prosperity (prosperity), and self respect. The ingredients are the capability, ambition and courage.

Regarding intellectual abilities of employees, the results of this study indicate that the employee is dominated by the high school education, only 36% were educated (college / university). Furthermore, these results also indicate that an employee who has a background in academic education at the undergraduate level diploma and not all have the intellectual capacity that is proportional to the level of formal education. Most employees do not have the reasoning skills and problem solving, as predicted from the level of education. These conditions provide an overview of the behavior of low-quality inputs, in terms of formal education. In fact, theoretically education is the key to the development of science and technology as well as the vitality of the culture (Chimombo, 2005). The dominance of employees with little education and are educated but not skilled would be constraints with regard to the application of scientific methods and tenologi new as well as the introduction of value work culture which is considered vital for the excellent performance of employees. Further, with the above conditions, the performance of the organization or performance of the bureaucracy in general in the public service area of land will also experience constraints.

IV. CONCLUSION

Based on the analysis of the research results in the previous chapter, it can be summed up as follows:

1. Input individual behavior affects the behavior of the bureaucracy in the public service area of land. However, not all input parameters affect the behavior of all the dimensions of the bureaucracy in the public service area of land. The diversity of demographic influences the type of employee motivation through the mediation of positions and income levels; the power of commitment to the values of final and instrumental values affect the type of employee motivation and decision-making; and the intellectual abilities of employees affects the type of alternatives to be considered in making the decision.
2. Individuals in behavioral processes of public services in our land office Kendari, all parameters not affect all dimensions of behavioral outcomes bureaucracy in the

public service area of land. The ability to control the emotions do not affect the performance of a formal task but affect employee involvement in discretionary behavior (OCB); tipe motivation affect the level of bureaucratic behavior outcomes in both the dimensions of task performance as well as discretionary behavior (OCB); whereas the employee involvement in decision-making affecting the achievement of rational formal task performance and involvement in discretionary behavior (OCB).

3. Outcomes of individual behavior in the public service in the institutional land not in accordance with the outcomes of behavior assumed in modern bureaucracy, which is characterized by high performance formal duties and involvement in discretionary behavior (OCB) extensive. Outcomes bureaucracy in land services is still less in line with expectations in both the dimensions of task performance formal and discretionary behavior (OCB).

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