# Bureaucrat Behavior in the Implementation of Regional Autonomy

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*Abstract-* The purpose of this study was to analyze the behavior of the bureaucracy in the line of duty in the autonomous region. This study used two theoretical approaches and models of behavior of bureaucratic red tape. Adherence to the rules can lead to positive and negative impacts. The methods used by qualitative analysis that explains the behavior of the bureaucracy in the line of duty. The results of this study indicate an increase discipline for the apparatus. Improved discipline can lead to rigidity in implementing the rules and reliance on superior orders. This is due to increasingly stringent regulations and the enactment of sanctions.

*Index Terms-* Behavior bureaucracy, decentralization, digression destination

## I. INTRODUCTION

Rational bureaucracy as an organization that has the characteristics of formalization, centralization, hierarchy and oversight can provide an efficient and effective organization in achieving its goals. During the New Order, the Indonesian government is centralizing all decisions or policies which are in the central government, so that the dependence of local government to the government of the apparatus in carrying out its duties as a public servant who serves the community.

Based on the research results Priyo Budi Santoso (1995) and Mason C. Headley (2006), in the organization of the bureaucracy in Indonesia since the days of empire, until the time of the Old Order and New Order to the reform era has yet to show the change, namely bureaucracy feudalistic style. According to Weber closer patrimonial domination, where the positions and behavior of the entire hierarchy is based more on personal connections and relationships "father of the men" or patron-client relationship, the relationship between the ruler individuals who accumulate power or interests.

After the Indonesian government experienced bureaucratic reform in accordance with Law no. 32 In 2004, changes to the transfer of power or authority of the central government to local governments. The local government has the authority to regulate its own domestic affairs in accordance with its potential. This is in accordance with Law No. 32 In 2004, Regulation no. 3 In 2009, PP. No. 41 in 2007 and PP. no. 46 in 2011.

With the reform of the bureaucracy occurred paradigm change (Setiyono, 2012) on the working system and working procedures, patterns of attitude and creativity, the pattern of the operation and management work. With these changes, especially the expected changes in the behavior of government officials in performing their duties. From the beginning always get directives or instructions, waiting for orders to be more creative, innovative and not always wait for orders from above. Because each apparatus given delegation of authority in carrying out their duties in accordance with their duties.

With the delegation of authority granted is expected to achieve organizational goals. However, the bureaucracy can lead to the occurrence of irregularities destination (dysfunction goals) as the rigid bureaucracy against the occurrence of environmental changes, impersonal and low performance.

Based on these problems, the authors focus on the behavior of the bureaucracy in carrying out their duties during regional autonomy. So that the formulation problem in this study is how the bureaucracy in carrying out its duties and functions in Office Government Makassar City.

## II. LITERATURE REVIEW

There are two theoretical approaches in the study discusses the theory of bureaucracy and bureaucratic behavior model.

**1. Bureaucracy as Rational organization.**

According to Martin Albrow, bureaucracy as a rational organization as an organization that maximizes efficiency in administration with the main objective to maintain stability and efficiency within organizations large and complex.

Meanwhile, according to Weber bureaucracy as a rational organization that has the characteristics:

**1. Hierarchy**, in an organization are leadership and superior levels set out in the regulations. It is intended to regulate the behavior or performance as a means to control systematically subordinates and superiors. So as to avoid arbitrariness and avoid the occurrence of personal interest.

**2. The formalization**. Is standardization, rules, roles and procedures. Formalization of every organization to control the behavior of every employee. Formalization of a code of conduct governing the behavior in written form.

**3. Centralized**, referring to the hierarchical level has the authority to make a decision, if the decision is delegated to a lower level if the organization is decentralized and decision-making authority is stored in the upper level was centralized. With centralization, there is the authority which is a form of hierarchy and formal relationships within the bureaucracy. Authorities determined the organization and compliance

subordinate position, where the supervisor has the authority or the legal right to manage subordinate.

**4. Monitoring.** Supervision is done to regulate the relationships and behavior of each employee to be monitored.

Supervision in the bureaucracy may be rules, standards and internal procedures that may affect behavior.

## 2. Behavioral Theory of Bureaucracy

In the second approach is a model of bureaucratic behavior which assumes that the behavior of bureaucracy obey the regulations suggest something expected results and those that generate the unexpected. The model of bureaucratic behavior as follows:

Bureaucratic rules and impersonality is more important than the goal to be achieved so that deviations purposes (displacement cave) l and the loss of organizational effectiveness (Robbins, 1990: 342). Philip Selznick (Robbins, 1990: 344) emphasizes that specialization and differentiation creating subunits interests with different objectives resulting in conflicts between subunits. Furthermore Gouldner (1954) in Teneko, Soeleman B. (1990) against the bureaucracy, because the purpose of the organization is made not only sets the behavior unacceptable, but also establishes a minimum level of achievement is considered to be sufficient. In this case, people will only do the minimum to fulfill its duties.

## III.    RESEARCH METHODS

Approach researchers used a qualitative research approach. by using ethnographic design. Therefore, this study analyzes the behavior of bureaucrats in their application to management of local government administration in the Office of Makassar, the unit of analysis is a group of individuals in the organization.

The type of data collected is secondary data and primary data. Secondary data sourced from literature, photographs, recordings and other written documents relevant while the primary data is data obtained directly at the object, in the form of verbal form of words and behavior related to other research subjects.

## IV.    RESULTS AND DISCUSSION

Bureaucratic behavior toward authority in carrying out its duties and functions to the Office of the City Government of Makassar.

### 1. The organizational system and Employees Working Procedure

The change from centralization to decentralization, based on the results of the study, in a time of regional autonomy devolved to the local government authority is no longer entirely in the central government. In accordance with Law no. 32 in 2004. The results showed that, with the absence of power in local government as the top management, the local government gave delegates the authority to set the region in carrying out its duties and functions.

### 2. Attitude and Creative Force

Based on the results of the research, attitude and creativity bureaucratic officials in carrying out its duties and functions is highly dependent on the structure of one's position. Therefore, the actual execution of the job functions do not rely on just one person who controls the post, but depend on the structure of the post.

Head of the agency (Echelon II) which is the top-level leadership (High Management) is the person responsible for the successful mission of the organization. Therefore, they are people who have to have a broad view, has the ability to look ahead that can bring progress for the organization.

At the mid-level leaders (head portion, the head office and forth or echelon III) which is an upper-level liaison leadership wisdom, for the purposes of the leadership of the lower level. Required skills / skills to translate the policy in detail, so that it can easily be guidance or direction in the implementation of tasks by the leadership of the lower level. Competences of the mid-level leadership (Echelon III), namely administrative skills / management is still greater than the technical skills.

While the leadership of the lower level (section chief, head of sub-section or echelon IV) who directly handle the tasks of an operational nature, required skills / technical skills bigger, while the skills of administrative / management is not much needed, because they directly lead execution of work by providing instructions, guidance and control continuously work to his subordinates.

### 3. Patterns and Operating System

Changes in the operating system or pattern of organization suggests dialogue, discussion and sharing of ideas or opinions between superiors and subordinates, superiors and superiors. This shows the creativity and achievements of employees in carrying out their duties. Each SKPD have the authority to carry out their duties in accordance with the duties in accordance with Regulation no. 3 in 2009.

### 4. Performance Management

Each apparatus involved in the management process from planning, implementation, monitoring and evaluation.

**a. Planning :** The involvement of any government officials made plans done gradually from the sub unit through a coordination meeting then continued until the head SKPD leadership level, for example in the preparation of SOP and manufacture of the Strategic Plan.

**b. Implementation :** In carrying out its duties given delegation of authority both at the staff level until structural officials. The authority granted is one way how the staff and structural officials carry out their duties in accordance with the abilities and duties of each.

**c. Coordination :** The form of coordination is done gradually from the staff to the structural officials. The coordination at the staff carried out by direct communication to their superiors, starting from the head of section, head section and the head of the agency.

**d. Supervision :** Supervision is done in phases related to the duties that have been performed by each holder duties. Supervision is done internally ie within the scope of the SKPD and externally through the Inspectorate in the form of monthly reporting. If the implementation does not match the specified

obtained it penalized like apparatus itself, whether disciplinary sanctions.

**e. Evaluation :** Evaluation is an assessment of work for staff and structural officials in carrying out the duties and functions

**f. Decision Making :** Decision-making can be done either subordinates or superiors. Decision-making routine doing repetitive and routine can be done by lower-level leaders, as head of section, head section. While the decision is not routinely carried out by senior management.

In this decision-making is indispensable idea or ideas of each employee as an input or information for leaders in making decisions. Suppose that in the preparation of strategic planning documents on education, compiled jointly by the head SKPD with his staff, and it was decided by the head SKPD or head of the agency with reference to the policies of Mayor of Makassar. As for the decision of the highest strategic nature conducted by the Mayor of Makassar.

## V. CONCLUSION

Bureaucracy in carrying out their duties during the Decentralization showed increased discipline for civil servants, in terms of adherence to regulations, diligence work, responsibility and job satisfaction. It is based on the change in government from centralized to decentralized, namely:

**a. Employee work rules and working systems**. With decentralization, given the authority to carry out tasks including the authority to make regulations, one local regulations. Each SKPD had the authority to make regulations for the apparatus to enforce discipline, especially in the presence of regulatory discipline. Changes in the level of employee discipline becomes better.

**b**. **Attitude and creativity**. With the authority granted, each SKPD have the authority to carry out their duties. The authority granted in accordance with the duties and functions, the required human resources in a creative, innovative and diligent work.

**c. Operating system**.  In performing its duties, the communication is done between superiors and subordinates, either orally or in writing. Written communication is done by making regulations or procedures to be adhered to by any government officials (bureaucrats), or a memo made by any superiors to subordinates. While oral communication is done with the approach of human relations (human relations), between superiors and subordinates and between colleagues. Oral communication is done with the aim to create an atmosphere conducive for civil servants are motivated to work.

**d. Work management.** With the authority granted, each apparatus involved from the planning, implementation, monitoring and control, run, give advice or ideas, ideas as input or data for their employers to take out a policy. Such as involvement in the meeting, each government officials are given freedom of expression of ideas, ideas. This suggests the participation and collaboration within a team.

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