The behavior of bureaucracy in service in the office of Tanah Miring District, Regency of Merauke

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Abstract. Bureaucratic behavior in providing services to the Tanah Miring District of Merauke Regency. The purpose of this study was to determine how bureaucratic behavior in service to the Tanah Miring District of Merauke Regency. Data were analyzed using descriptive methods, while this study used a qualitative approach, while data analysis techniques, the authors used three stages: data reduction, data presentation, and conclusion drawing. The results of this study indicate that bureaucratic behavior in service in the Tanah Miring District of Merauke Regency is not maximal. This can be seen from the indicators used to measure bureaucratic behavior in providing services to the community including the responsibilities of the apparatus that are not in accordance with their main tasks and functions, lack of awareness of the apparatus on the duties or obligations that are their responsibility. Besides the lack of clarity about the job description to each one employee, there is no delegation of duties and authority from a leader to employees at the lowest level. The aspect of job satisfaction has not provided a sense of satisfaction for the apparatus in work, because some of its officers work not based on a description of the main tasks and functions and capabilities possessed by the apparatus itself.

1. Introduction
Bureaucracy in Indonesia, both at the Central and Regional levels, throughout the New Order often gets the spotlight and criticism because its behavior is not following the tasks given as public servants, so when talking about bureaucracy it always has a negative connotation. Bureaucracy is slow, convoluted, obstructs progress, tends to pay attention to procedures rather than substance, and is inefficient and difficult access, costs that are not transparent, unclear time to settle and many practices of illegal levies and unclear bribery [1].

Symptoms of the pathology (disease) of the bureaucracy have long undermined the system of government bureaucracy in Indonesia. Bureaucratic pathology is something complex because it has links with various organizational aspects, both concerning structure, and culture. Pathological forms and various causes can be identified, but therapy or a solution to overcome them is not an easy thing. Like the phenomenon in the Tanah Miring District of Merauke Regency, according to the community, the service at the District Office is good, the officials are quite fast and responsive when the community comes in need of services, but there are still people who still complain that the services at the Tanah Miring District Office are considered the old is unclear and uncertain and inefficient, such as administrative services in arranging a cover letter for making a Family Card (KK) or Identity Card (KTP), this is deemed not in accordance with the principle of public services, lack of Office equipment
such as computers and printers so hampering work, then there are still employees who are not in their workplaces or empty tables when service users need service [2].

The lack of discipline towards the timeliness of work, both when coming and returning home, this is not following Law Number 53 of 2010 concerning Discipline of Civil Servants that: "Discipline of Civil Servants is the ability of Civil Servants to comply with their obligations and avoid prohibitions specified in statutory regulations and/or official regulations which if not obeyed or violated are punished by discipline" [3].

If the individual characteristics mentioned above interact with the characteristics of the bureaucracy [4], then bureaucratic behavior arises that the model can generally be described as follows: Figure 1. Concept of Bureaucratic Behavior.

Public services are still a problem that needs to get comprehensive attention and resolution [5]. It must also be recognized that the services provided by the government to the people continue to experience renewal, both from aspects of the paradigm and the format of services along with the increasing demands of the community and change. Nevertheless, updates seen from both sides have not been satisfactory, even the community is still positioned as a helpless party and within the framework of service. Next according to KEPMENPAN No 63/KEP/M.PAN/7/2003 states that public services are all service activities carried out by public service providers as an effort to fulfill the needs of recipients of services and the implementation of statutory provisions.

Public service is the fulfillment of the desires and needs of the community by state administrators [6]. The state is established by the public (of society) of course to be able to improve the welfare of its people. In essence, the state (represented by bureaucrats) must be able to meet the needs of the community. Needs, in this case, are not individual needs but various needs such as health, education, transportation, and other services.

2. Methods
This study uses qualitative research methods with descriptive research types. To get accurate data, the writer uses interview and observation methods that aim to get as much data and information as possible about the main problems discussed and supported by the data obtained from the documentation [7].

While the type of research used is a descriptive type which aims to objectively describe the data that has been collected as it is without intending to make conclusions that apply to the public. While for data analysis using the Miles and Hubermann models for the reduction of data, the stage of data presentation in the conclusion phase [8].
3. Results and discussion

Bureaucratic behavior is the interaction between individuals in organizations in their environment because bureaucratic behavior is determined by the function of individuals in the organizational environment [9].

Regarding the phenomenon of bureaucratic behavior, the position, roles, and functions cannot be separated from the individual as an officer (employee) who has perceptions, values, motivations, and knowledge to carry out functions, duties and social responsibilities [10]. Human behavior in organizations determines the achievement of maximum results to achieve organizational goals. From the research findings based on measurement indicators, it is found as follows:

1) Responsibility. The officials at the District Office are still lacking because in carrying out the tasks and jobs not based on their main tasks and functions and there is no awareness of the officials in the work, this is because there is no clarity about the job descriptions for each employee in the Tanah Miring District Office, on the side others there has not been delegation of duties and authority from a leader to employees at the lowest level in completing the tasks of organizing services to the community [11]. This is an important thing for the authorities to account for their work as public servants.

2) Job Satisfaction. Job satisfaction is a sense of taste or image that is owned by each employee on the work done, each employee who works in an organization certainly craves a satisfaction with his work, the results of work done, and the carrying capacity of a comfortable environment and security for an employee at work. Based on the findings, it can be concluded that the job satisfaction felt by the apparatus in the Tanah Miring District Office is still lacking, because the employees work not based on the duties given to each employee which will have a direct impact on the work achieved by the existing employees. Another factor that influences employee dissatisfaction in work is the condition of the office environment that is not conducive which does not provide comfort for employees in work, for example from facilities and infrastructure that are still minimal and also the condition of the office that does not provide employees with comfort in carrying out work tasks that entrusted by the organization. On the other hand, geographically, the location of the office is far from the residential area, so that the feeling of insecurity always arises in the minds of employees when working.

3) Discipline. Discipline is the main glue in forming and developing bureaucratic behavior. Behavior that always rests on the rules and norms that apply both inside and outside the company or office where people work, one of them is discipline at a predetermined working time. The disciplinary aspect of the apparatus can be concluded that the discipline of the apparatus in carrying out service tasks and administrative duties that exist in the Tanah Miring District Office is still lacking because the pattern of the implementation of employee discipline is based more on aspects of collective agreements established by employees. Bureaucratic behavior is the interaction between individuals in organizations in their environment because bureaucratic behavior is determined by the function of individuals in the organizational environment [9].

4. Conclusion

Based on the discussion above, the researcher concludes that bureaucratic behavior in providing services to the Tanah Miring District Office in Merauke Regency can be said to have not been maximized by several indicators of responsibility, job satisfaction, and discipline. The aspects of responsibility carried out by the District Office officials are still lacking because in carrying out their duties and work they are not based on their main tasks and functions.

Another factor that influences employee dissatisfaction in work is the condition of the office environment that is not conducive which does not provide comfort for employees in working, among others, from facilities and infrastructure that are still minimal in shaping the implementation of work tasks entrusted by the organization. Geographically, the location of the office is far from the residential area, so that the work of insecurity always arises in the minds of employees when working.
Based on the findings in the field and as the end of this discussion, the authors provide suggestions that might benefit all parties, especially the Merauke Regency Tanah Miring District Office, namely:

1) Job descriptions should be adjusted to the main tasks and functions of the apparatus so that the work achieved by the employee is following the job description and needs to improve the conditions of the workplace so that the apparatus and the community will feel comfortable and safe while in the office. Besides, the need for additional work facilities can support the service process more effectively and efficiently.

2) There needs to be an improvement in discipline regarding working time following laws and regulations and not based on the results of a collective agreement, to improve bureaucratic behavior that is appropriate to the work culture within the organization.

3) There needs to be firmness from the leadership towards the timeliness of the officers to come to the office following the prevailing laws and regulations so that the apparatus will be more disciplined when coming and going home from work.

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