

BUREAUCRACY CULTURE OF PUBLIC SERVICE

by
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ABSTRACT

This research intends to describe the bureaucracy culture of public service in One Stop Service Administration Unit (Samsat) at Konawa Regency. The description is based on Artifact dimension: jargon, oral speech, written speech, office interior design, human directory and dress; espoused value: standard operational procedure of vehicle number registration service; basic assumptions and values: honesty, independence, intelligence, pursuance, manner, responsibility and discipline. This research employed qualitative method by phenomenology strategy. The respondents of this research were the Head of Konawe's One Stop Service Administration Unit, Head of Traffic Unit, Head of Jasa Raharja as key informant and six staffs of Konawe's One Stop Service Administration Unit, four staffs of Traffic Unit and ten of taxpayer as informant. The research was done by collecting, showing, reducing and concluding the data to be collected and analyzed. The research shows that artifact dimension: jargon, oral speech, written speech, office interior design, human directory and dress; espoused value is the strongest cultural factor in supporting the public service. Basic assumptions and values dimension have not been the definite factor. *Meohai* culture is a discriminative habit which takes disadvantage for other society to get equitable service in Konawe Regency.

Keywords: Culture, Bureaucracy, Service.

Introduction

The advancement of science and technology in society has caused of optimal, professional and qualified service in demands. Rule and organization values become the significant issue in formulating and implementing the policy of an organization, which has wide range of implication to determine the establishing standard and procedure, normative organization rules, acceptable managerial style, type and form of controlling also the effective work culture (Siagian, 1995).

Organizational culture is a pattern of shared basic assumptions that a group has learned as it solved its problems of external adaptation and internal integration that has worked well enough to be considered valid and therefore to be taught to new members as the correct way to perceive, think, and feel in relation to those problems (Schein, 2004; Osborne and Plastrik, 2001; Park Rieberre and Schulte, 2004). According to Kotter and Heskett (1992:5), a culture in an organization can be observed from two things: shared values and norm, and group behavior. Values are unseen and latent which its belief and purpose shared by all people in the organization and deeply long embedded in the organization behavior though emerge some changes in the member of the group. In the other hand, norm and group behavior are relative and manifested: common and deeply embedded in an organization since member of the group tends to preach some practices and shared values to new comer supporting by reward for those who well adapted and punishment for those who are not.

Culture organization comprised from three source, (1) belief, value and assumption from the founder of the organization (2) learning experience from the involved member of the group

(3) new belief, value and assumption from member and leader of organization (Schein, 2004). Culture organization of belief system in the form of developed symbol, ceremony and myth unify the organization (Nawawi, 2003:74), according to Robbins (1998:24), has its characteristics. The characteristic are: (1) innovation and risk taking (2) attention to details (3) outcome orientation (4) people orientation (5) team orientation (6) aggressiveness (7) stability. Anderson and Ackerman (2010:38) show indicator for culture organization as: (1) leadership style (2) communication pattern (3) decision making style (4) use of information (5) use of electronic communication as vehicle for information sharing, decision making and relationship building (6) level classification and privilege (7) performance standard and expectation (8) consequences of failure (9) space/layout (10) norm and behavior (11) stories, myth, tradition and rituals (12) heroes and (13) symbols, brand, logo, motto, language and relics. Schein (2004:8) develops indicator of culture organization as: common behavior on interaction, language used and ritual of organization, norm of work group, rule of personnel directory, manner on organization, controlling mechanism on organization which informally allow or forbid on some definite behavior in organization.

According to Castle (1991:228), Kumorotomo (1996:69), Riggs (1998:1), Dwiyanto (2001:41) bureaucracy is a group of people who implement governmental task and function based on embedded regulation on public service and development for the society. Bureaucracy culture is common shared value in an organization that embeds the members of the organization (Siagian, 1995). Siswadi (2012:80) states that bureaucracy culture has some important parts, which are: helping to build togetherness among the member to the organization, creating self identity of the member organization, creating emotional banding among the member and the organization, helping to build organization stability as social system and finding behavior guide as a result from shared norms in daily life.

Bureaucracy culture strongly influences the member behavior. This influence can differentiate one bureaucracy from others. It also can create organization identity and member identity, organization commitment above individual commitment and the stability of social system unity. It also functions as meaning producing mechanism of behavior controlling symbols of the member organization in fulfilling the bureaucracy performance. Bureaucracy culture is a set of system contains of symbol, value orientation, belief, knowledge and life experience internalized into mind. Thus, it comprised of: (a) Artifact, visible and tangible behavior pattern such: jargon, oral speech, written speech, office interior design, organization structure, dress and ritual; (b) belief and value which can be observed by someone communication style (Schein, 2004:28). Visible behavior can be observed from someone daily behavior and the way the official doing the service to the society. Good language, polite and understandable is a direct communication between the official and society (Schein, 2004:19). Espoused value in a society is a set of shared rules that should be implemented by all parties. Policies are regulations made by the government in case of public service implementation rules that should be obeyed by all bureaucrat in conducting their task as public servant, thus it keeps them to manage their behavior in rule with the prevailing regulation (Schein, 2004:25). Each organization has different character in doing its public service result in some differences in behavior and attitude on each organization (government, military, religiousness, company etc). The difference of attitude and behavior results in difference job performance (Dwiyanto, 2011:54).

Bureaucracy culture assures the stability and guarantee since it well understand the trending topics in society, including its solution. Those set of rules is implemented through some attitudes, behaviors, and acts which are carried out by official government in completing

public service. Bureaucracy culture is a system developed naturally and provides the interaction among the culture social of the society. Bureaucracy grows dynamically. Thus, it opens the opportunity on assimilation and acculturation between bureaucracy culture and society culture.

Bureaucracy culture of serving society cannot be implemented effectively in Indonesia. It is caused by political system, which serves bureaucracy as power politic instrument structurally rather than agent of public service as an influence of paternalistic historical cultural of feudalistic bureaucracy (Koentjaraningrat, 1997). The implementation of the system influences the government employee psychologically. They assume themselves as part which should be respected by the society. Moreover, they do not think that they should serve the society as they do not assume themselves as servant society. On the contrary, they assume the society as a party that should serve and understand the needs of the bureaucracy (Koentjaraningrat, 1987).

Standard and procedural service results strained bureaucracy culture. Bureaucracy cannot result flexible performance system. Moreover, it cannot result the spirit of cooperative in implementing governmental jobs in case of public service. Coordination is considered to be a difficult thing since it has involved some different field, section, unit or department. The less spirit building of cooperative ethos result a government staff cannot implement his jobs well, nothing but his primary jobs. In case there is absence of staff, the other staff cannot replace the jobs which impede the public service. It causes some disadvantage for the society. Less understanding and implementation of job instructions cause the bottom level of bureaucracy to be less initiative in completing the policy/rules. Hierarchy bureaucracy effects the lower level position to be afraid to the higher level position. Leadership pattern on bureaucracy tends to describe the power of the leader rather than a manager (Dwiyanto, 2010-54).

Bureaucracy Culture on Konawe' One Stop Service Administration Unit, Makassar

Konawe Regency's One Door Service Administration Unit has bureaucracy culture service which can be observed and experienced by the interactive bureaucracy society. In case to fulfill the professional service culture, it requires some terms should be obeyed by each member of the organization. Bureaucracy culture service is based on artifact dimension: jargon, oral speech, written speech, office interior design, human directory and dress; espoused value: standard operational procedure of vehicle number registration service; basic assumptions and values: honesty, independence, intelligence, pursuance, manner, responsibility and discipline. Those dimensions implemented on public service as the commitment of government employee in conducting an accountable service to the society.

Artifact factors can be observed by display brochure on the table, display board, the notes stucked on the wall. Physical facility: service counters which are divided into: counter 1 as register point, counter 2 as counting amount of the tax, counter 3 as tax pay, counter 4 as vehicle number register receiver. Physical facilities such counter service has not been managed maximally that result in a long and complex service. As well as the attitude of the bureaucrats by its symbol who act as government bureaucrat who should be respected resulting in an unsatisfied service. Espoused Value can be observed by the setting of the office along with the terms should be fulfilled. One part should wait in queue before meet the official. There is some brands and symbol of power in the waiting room which result clumsy and strained atmosphere.

The language used as a symbol of bureaucracy in communication tends to mix Bahasa Indonesia with the local language (Tolaki, Bugis, Javanese, Tator, Muna). The tax payer (employee, seller, farmer) who expect excellent service sometimes do not follow the procedure and mechanism well. Professional and excellent custom, behavior and service should be performed in culture service as government part to respect, protect and fulfill the society' needs. As public service, the professional service which informative and transparent should be fulfilled to serve human right in the society.

Culture bureaucracy can be observed from the implemented quality service in the society. Culture bureaucracy is far from the expectation empirically, since it has not been implemented as manual form in public service. This situation is caused by patrimonial system which indulged in the implementing process, thus revokes the society demand not only some change structurally but also better service system. Konawe District should conduct employees' developing program in order to reach good management of service. Less attention from the official in serving the society raises less comfortable in process of service since the culture established does not guarantee legal security and information. According to those situations, it is considered to conduct a research to analyze and explain the culture bureaucracy in serving of Vehicle Number Register (STNK) in Konawa Regency's One Door Service Administration Unit.

Research Method

This research used qualitative and descriptive phenomenology method in order to gain accurate information of culture bureaucracy in public service and data interpretation process. The focus of the research was: 1) Artifact dimension, which could be seen and observed comprised of brand, oral language, written language or archive, office interior design, human directory and dress. 2) Espoused value dimension or define regulation, standard and procedure of vehicle registration number service. 3) Basic assumptions and values norm, honesty, independency, intelligence, pursuance, politeness, responsibility and discipline. The respondents of this research were the Head of Konawa Regency's One Door Service Administration Unit, Traffic Unit Head, Head of Jasa Raharja, six staffs of Konawa Regency's One Door Service Administration Unit, four staffs of Traffic Unit, and ten tax payers. Regarding the data collection techniques, this research used participant observation, in-depth interview, and documentation. Meanwhile, in analyzing the data, this research conducted three steps. Those are: data collection, data presentation and reduction, and conclusion or verification (Milles and Hubberman).

To analyze the validity of the data gained, this study used data check. Meanwhile, to check the credibility of the data, this research employed six techniques. Those are: (a) lengthening observation time (b) doing sustainable observation (c) doing triangulation (d) discussing with concerned party (e) analyzing negative case (f) conducting member checking.

FINDINGS AND DISCUSSION

This chapter discuss about culture bureaucracy in public service at Konawa Regency's One Door Service Administration Unit based on artifact, norm and behavior dimension.

1. Artifact Dimension

Artifact is apparent on the surface behavior and tangible product of the groups in public service at Konawa Regency's One Door Service Administration Unit, namely:

a. Jargon Dimension

Jargon is a symbol, slogan or short motivated phrase that used by the employee in serving the society. It is usually displayed on the wall:

- Samsat Motto: “Kepuasan dan Kenyamanan Anda adalah wujud dari pelayanan kami” – Your satisfaction and comfort are part of our contentment.
- Pelayanan terbaik kami berikan untuk anda – We gave you our best service.
- Pelayanan tidak melalui calo – no scalper.
- Tidak puas dengan pelayanan samsat – the service is bad

Those statements guarantee the best service to the society. The above jargon is implemented when the officer give a service e to the society. The jargon is usually reflected in the form of officers’ behavior or performance. According to Lovelock (1998:8), if the jargon is well implemented, it will increase the value in society point of view. Jargon is made to be well understood, comprehended, and implemented in serving the task. Satisfaction and comfort are indicators of good service.

b. Oral Speech

Oral speech is a direct conversation between the official and tax payer. The research shows that cultured used in communication can be seen from sound quality: vocal control, pitch tone and speed tone. The research in first counter shows that the official greets the tax payer friendly. They said, ‘Assalaamu’alaikum’ or ‘Good afternoon, what can I do for you?’ it shows horizontal communication, which is a communication that aims to give information for each other (Muhamad, 1989:124). Face to face communication brings good and responsive service to society. The officials conduct their job well.

c. Written Language or Archive

Written language can be seen from instructions/information board displayed on the wall or brochures that contain terms and references in completing vehicle number application (Original vehicle registration number, original vehicle ownership registration, original residence identification card and physical check application).

The information board also announces the society not to manage the registration application by scalper. Transparency can be seen from rate information board based on Government Laws number 50 in year 2010 about non tax receipt state rate and form. The research shows that the regulation has fulfilled thus result fast and accountable service.

The availability of written instruction facilitates the application process, thus reduces the possibility of unfair actions from the official (Moenir, 2003: 41-42). It can develop trust level and motivate the society to fulfill the regulations.

d. Office and the Facility

The availability of service equipment (i.e office building and representative rooms) gives satisfaction and comfort for those who involved in that public service area. The findings of this research shows that Konawe’ Samsat Office supports in giving quick, comfortable and qualified service. Zeithaml et.al (1990:21-22) state that one of good service indicators is tangible dimension. Physical facilities service should get particular attention in order to maintain more effective service, or it will cause some discrepancy of resource capacity of public administration.

e. Human Directory of One Door Service Administration Unit

Personnel are important resource that should be prepared professionally. Personnel’s performance is influenced by internal and external factor. Internal factor consists of personnel’s attitude and behavior. External factor is something outside the personnel self which motivates jobs performance. Basic attitude is formed after the

fulfillment of interest, needs, motivation and potential behavior. Personnel attitude is influenced by some interest factors. The research shows that personnel attitude at Konawa One Door Service Administration Office have not been qualified enough yet. Thus, it is required to conduct some training for improving employee's skill and services.

f. Dress

Uniform and its attribute are aimed to differentiate one employee with others. Besides, it helps consumer to identify the employee. Uniform should be appropriate with regulation for each department that reflects formal culture in doing public service. The research shows that personnel uniform in Konawe Samsat' has been appropriate with standard operational procedure of regulation. It can be seen from identity card, official sign, smile pin, shoes. Atmosudirjo (2007:64) said that qualified service results in continually developing public service.

Based on government regulation, every government employee should wear certain identity that should be well maintained. Discipline implementation is loyalty to prevail regulation that should be implemented in public service.

Espoused Dimension on Vehicle Number Registration

Espoused Dimension on Vehicle Number Registration prevails at Konawe Samsat is excellent service standard and operational procedure of Sulawesi Tenggara Province which valid from 2011. It has been a manual guide in vehicle number registration service. Organizational culture has common characteristic which managed by hierarchy, structural and bureaucracy. Culture bureaucracy is common shared values in organization that embedded the members of the organization (Siagian, 1995). Thus, it defines the prevailing things conducted by the employee.

The research shows that culture service on Konawe Samsat conducted accountably based on law security, equivalent right, professionalism, participation, equivalent treatment, accountability, certain facility for disable people, appropriate speed and time. Public accountability is one of indicators of public service organization which allow the society to evaluate their experienced service quality. It is not easy to assess the quality service without involved society opinion as the service receiver. Thus, it is required to use multi indicator or double indicator, such as some dimensions to others department (economy, education, health, social, social welfare, agrarian) etc. The government should replace the old complex habit that does not support the customer satisfaction with new paradigm of excellent service.

Basic Assumptions and Values Dimension

Good attitude and behavior should be performed by the official in conducting job performance to the customers. Attitude and responsibility show the willingness to fulfill their task to the customers which is expected to raise job effectively. It also influences the customer's response as public service receiver. The research show that Konawe Samsat has conducted good service comprise of wits, obedience, manner, responsibility and discipline of the official. They simplify rules and legal security in doing the performance to be implemented and conducted by the officials. The research shows that Konawe Samsat' Unit has performed professional, effective, efficient, simple, transparent, accountable, on time, and adaptive service. They are educated to be open minded, transparent and responsive.

Service relates with needs fulfillment that conducted by others directly. Service makes other willing to do something for others based on affection, help each other, charity and material

factor of others right and duty fulfillment. Ndraha (1997:81) states that government is service provider that has duty in society's needs fulfillment as the service receiver. Widodo (2001:269) states that public service is others needs fulfillment in some interest things relates with that organization based on prescript regulation. Thoha (2000:195) states that public service is something conducted by a party or group in helping or facilitating others to attain certain purposes.

According to one of objections of regional autonomy implementation, as mentioned in Law Number 2 year 2004 as revised Law Number 22 Year 1999, government should facilitate public service according to the needs of society. It is in mutual accord with basic function of regional government to bring prosperity for the society. The level of society's prosperity is correlated with the level of provided public service by the local government.

Konawa Regency's One Door Service Administration Unit gives easy access in conducting public service to their customer. It can be shown from the strategical location of the service places, omission fine for tax due on holiday/off day, reduction cost for more than two years arrears tax and well-ordered queue. Well-ordered queue is very important to attain of customer satisfaction since it shows the equality service for all customers.

Vehicle Number Register (STNK) service on Konawa Regency's One Door Service Administration Unit is aimed to serve their customers needs in terms of vehicle document. The prescript regulation and procedures is aimed to guide the officials in providing accessible, efficient and fair public service. It can be well implemented if the officials more emphasize on result orientation than procedure orientation. Public services conducted by the government are one of government employee implementation function as society facilitator beside state facilitator. Public service has important role in completing the welfare state. The development in public service depends on official performance in completing their task which directly influenced by leadership process conducted by the related structural functionaries.

As a service system, regional government service is combining of service operating system and service delivery system (Lovelock, 1991:14). Service delivery system is the way of the official in giving the service to their customers. Regional government standard service strategy is defined by the service quality measured by service performance or perceived service and consumer expectations. Government public service commonly perceived as procedural, complex and overdue process. It is getting worse by the involving of bribe to gain very quick service.

Above things are not exist in the process of Vehicle Register Number (STNK) service on Konawa Regency's One Door Service Administration Unit. The service is equivalent for all customers. Oentoro (2004:170) states the three basic functions of government, public service function, development function and protection function.

It is required service culture strategy in changing the obstacle into better service to develop the quality of public service. In other way, the status quo culture should be change into better culture. It is not easy to change someone or institution culture since it is an attached interaction experienced process of emotion and mind. There are variety ways of change. One of them is by doing a direct supervision from the chief or leader of the group. Besides that, it is supposed to build harmonist relation between the leader and members of the group.

Government pathologist in Konawa Regency's One Door Service Administration Unit should be dismissed. In order to reach good customer service, it is required to propose new design of better service. Service not only can be conducted formally but also informally by using local language to reduce the barriers for the taxpayer. Besides that, it can be through by a socialization of Vehicle Register Number (STNK) service to inform the customer.

According to Muhyadi (1992:114), communication is a process to understand and to be understood by others; a dynamic process which constantly change based on going situation. It also describes the acts of the two parties. Konawa Regency's One Door Service Administration Unit conducts many ways in giving the service, one of them is by giving some information both formally or informally to emerge self awareness to register their vehicle number.

The analysis has been shown that culture bureaucracy of Vehicle Number Register (STNK) service on Konawa Regency's One Door Service Administration Unit comprised of (1) Artifact dimension, which is tangible product of jargon, oral speech, written speech, office interior design, human directory and dress; (2) Espoused value: standard operational procedure of vehicle registration license, (3) Basic assumptions and values: honesty, independence, intelligence, pursuance, manner, responsibility and discipline.

Bureaucracy culture service is a regulation conducted and implemented by the official of Konawa Regency's One Door Service Administration Unit as public accountability in performing a qualified service to the society. Despite of that, the office has not been implemented the whole dimension completely. Artifact dimension, which is tangible product of jargon, oral speech, written speech, human directory and dress has been fully implemented. In the other hand, it has not been supported by office facilities thus impede in reaching quick and comfortable service. Both espoused value and basic assumptions values have not been conducted completely since the existence of 'Meohai' culture in completing the service.

Artifact dimension as cultural symbol of bureaucracy culture of public service consist of:

a. Jargon Dimension

Jargon contains a symbol describes pursuance and discipline in that promising a pledge in public service. Jargon reminds the officials to conduct satisfied service also helps the head of the group to conduct behavior control when interacting with the society. It supports in developing of excellent service. It has been well conducted.

b. Speech Dimension

Speech dimension comprised of formal and informal communication in form of friendliness, well spoken, using of definite accent, it helps the process of public service in Konawa One Door Service Administration.

c. Written Dimension

Written language in form of written regulation, such laws, instruction, letter of decree should be obeyed in the process of vehicle number registration service. The officials obey the decreed regulation. Pursuance culture supports the fulfillment of jobs performance transparently and responsibly.

d. Office Facilities Dimension

Office facilities dimension is supporting facility in completing excellent service. In order to fulfill the comfort of the customer, the officials have provided some facilities such: waiting room, chairs, astray, drinking water, fan, television, some service counters and stationery. Office facilities dimension of Konawe Regency's One Door Service Administration Unit have been fully supported in completing excellent service.

e. Human Directory Dimension

Service delivery system should be well implemented in conveying the message from the officials to the customers. The research shows that the officials of Konawe Regency's One Door Service Administration Unit have not mastered completely the knowledge and service skills. Thus they are required to acquire some training and developing in order to support the excellent service to the customers.

f. Dress Dimension

Dress dimension shows the pride attribute of the official in completing the task. It shows ethics and aesthetics value. Ethics value is the way of the official in conveying the service while aesthetics value is the aptitude of color, style and attribute of the dress. The symbols attached to the dress show the status and elite group symbol of the organization. Thus, attitude should be equal with the symbols attached to the dress. Dress dimension is the attribute worn in conducting the public service which shows the manner, discipline and pursuance of the officials.

1. Espoused Dimension or service rules

Espoused value prevailed in Konawa Regency's One Door Service Administration Unit is derived from standard operational procedures service in Regional Government of Sulawesi Tenggara. The regulation has not been well implemented since some of the tax payers often neglect the formal regulation by doing other access to get fast service. The regulation is often manipulated by the official and the tax payer.

2. Basic Assumptions and Values

Basic assumptions and values comprised of honesty, independence, wits, pursuance, polite behavior, responsibility and discipline which implemented by communication, performance and condescension in conducting public service. The basic assumptions and values have not been well implemented by the Konawe's officials.

Meohai dimension is informal tradition; it is a local term which shows close relation (family, friend, colleague or acquainted relation) with the officials. The close relationship among them can facilitate the service without any additional cost so the taxpayer can get the service faster than experiencing normal procedure. *Meohai* culture is contrary with formal prevailed regulation, procedure and mechanism. It is a disservice for the other customer.

According to bureaucracy culture indicators, artifact dimension, espoused value and basic assumptions values in Konawe Regency's One Door Service Administration Unit have not been well implemented since the existence of unsupported some sub-culture dimension. Those values should be well implemented by the officials as a basic instruction and manual in public service.

CONCLUSION

Based on finding, it can be concluded that bureaucracy culture on vehicle number register service on Konawa Regency's One Door Service Administration Unit consist of artifact dimension, norm or determined rules, and bureaucrats' attitude or behavior. Unfortunately, all of these are not well implemented since some sub-culture dimensions still need to be

developed. Artifact dimension such jargon, oral speech, written speech and dress have been well implemented. Nevertheless, the office lay out still need to be rearranged since it does not reflect a strong culture. In addition, standard operational procedure dimension as service manual technique also has not been well implemented based on prevailing regulation. Independence and intelligence dimension of the official in public service have not been strong culture in vehicle number registration service at Konawa Regency's One Door Service Administration Unit. Meanwhile, *Meohai* sub culture is a discriminative habit that collides with formal regulation and takes disadvantage for other society.

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