# Effect of Bureaucracy Apparatus Behavior on Education Service Effectiveness at Education Office of Kendari City

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**ABSTRACT**: This study aim is to determine effect of Bureaucracy Apparatus Behavior on Education Service Effectiveness at National Education Office of Kendari City. Bureaucracy Apparatus Behavior variable (X) is measured with five dimensions, namely obedience, work diligence, responsibility, satisfaction, discipline. Education Service Effectiveness (Y) as dependent variable (y) was measured with five dimensions, namely productivity, flexibility, satisfaction, efficiency, human resource search. This study uses an explanatory survey method, with stratified random sampling technique to collect samples. Samples are 116 employees of National Education Office of Kendari City, comprising Head of Department, Secretariat (Head of Administration, and staff), Heads and staff, and superintendents of kindergarten, elementary school, junior high school, senior high school, and vocational. Data analysis technique is path analysis. Research result show that Bureaucracy Apparatus Behavior has positive and significant effect on Education Service Effectiveness. It shows that ministry of education of Kendari City is better because Bureaucracy Apparatus Behavior more concern to aspects of quality and professionalism in service at National Education Office of Kendari City.

KEYWORDS: Behavior, Bureaucracy, Effectiveness, Public Service.

# I. INTRODUCTION

#### a. Research Background

Law No. 32 Year 2004 on Regional Government states that government has a duty and responsibility to improve independence and ability to explore local potential to make equal with other advanced region. Regional autonomy essentially is a region's ability to accelerate development process to facilitate implementation of government system service. In connection with such purposes, efforts are needed to improve ability of local governments in carrying out government activities and development of local public services. Human resource capability is core factor of regional autonomy. Sedarmayanti (1999: 123) expressed that human resources ability in organization have great importance to improve labor productivity in organization. High quality government bureaucracy is expected to provide best service to community, having knowledge, skills and attitudes to become an innovator and motivator who able to provide high quality service to community. Rashid (1997:17-18) states that "government's ability to respond to changes and demands continue to grow in community if the bureaucrats have a high professionalism quality". Apparatus professionalism is determined by knowledge and skills possessed and follow any changes and developments. Government must be proactive to education and training to improve human resources quality. Increasing human resources is more emphasis on professionalism approach to achieve better results. The goal is to increase knowledge, skills and behavior of apparatus personnel in carrying out services to community.

Along with advancement of science and technology, society demands optimum services, professional and quality. Similarly, development advances make government should provide a high quality service that puts apparatus to carry out their duties according to rules and norms shared in organization life and binding on all persons within organization (Siagian, 1995).Personnel behavior in organizations that related to human behavior aspects in a public service organization become one factor of quality assessment and productivity of government in tasks and functions implementation (Thoha, 1983:5). Organization or government can be seen how far public services can meet the demands, needs and expectations of society. Public services provided will depend on extent of recipient response or service satisfaction, because public services.Service behavior that provided by bureaucracy to public can be seen from behavior that fair, fast, friendly, without discrimination and without favoritism toward service recipients (Siagian, 1995:91). Surpriatna (1997:109) refers to it as an adaptive behavior, responsive, proactive, rational-objective, effective and efficient. Bureaucracy attitudes and actions that are not effective and efficient in fact have a negative effect on society interests and live. Ultimately it may affect on incomes and welfare (economics). And even on other side, Bureaucracy process speed is depend on mercy of apparatus itself or willingness and compliance people who need services to meet apparatus interests.

Public service is duty and government function in effort to implement common tasks of governance and development. Savas (1987:62) refers to it as service delivery by a government agency using its own employees (service delivery by government agencies through its employees). Behavior of government officials who do not have a moral responsibility in performing their duties, such as delaying the work, late for work, go home earlier, out of office during working hours as well as a various other tendencies that are behavior that not productive for government organization. It should be removed from high quality service repertoire.Bureaucracy apparatus phenomenon above can justify that services provided by Bureaucracy apparatus have low poor quality. This poor service quality comes from Bureaucracy apparatus of the national government and local governments, including government of Kendari City. Factors of poor quality service that occurs on Education and Culture department of Kendari City , in this case service process of structural and functional positions and staff/employees, are behavioral factors of Bureaucracy apparatus to perform quality services such as obedience, perseverance, responsibility, satisfaction and productivity that affect on discipline, flexibility, satisfaction, efficiency, and human resource search in public service

## b. Research problems.

Based on above background, research problem are: (1) to know effect of Bureaucracy Apparatus Behavior on Education Service Effectiveness at Kendari City? (2) to know effect of Bureaucracy Apparatus Behavior on Public service effectiveness at Kendari City?

## c. Research Objective

This research objective is to analyze effect of Bureaucracy Apparatus Behavior on Public service effectiveness and analyzing magnitude effect of Bureaucracy Apparatus Behavior on Public service effectiveness.

## **II. LITERATURE REVIEW**

## a. Bureaucracy behavior

Organization success to carry out duties and functions is reflected in the member's behavior to implement organizational tasks. Ndraha (2003: 63) argues that "human behavior show organization's image within and outside organization ". Public recognition to organization depend human behavior in society. The challenge now is how to shape employees behavior in organization in order to affect positive, namely accepted by society to use product of organization. Through the organizational behavior approach, Thoha (1995:187) formulates that Bureaucracy behavior is essentially result of interaction between individual characteristics with bureaucracy characteristics. Both characteristics can be specified as (1) individual characteristics, including: ability, needs, beliefs, experience, awards and (2) bureaucracy characteristics, include: hierarchy, duties, authority, responsibility, reward systems, control systems.Siagian (1995:91) argues that service behavior of public bureaucracy can be seen from behavior that is fair, fast, and friendly, without discrimination and without favoritism toward service recipients. Traits that expressed by Surpriatna (1997: 109) is called adaptive behavior, responsive, proactive, rational-objective, effective and efficient.Rashid (1997:137) suggests four factors that can be used as a benchmark of bureaucracy role in service, i.e. institutional factors, personnel, leadership and financing. In that regard, Siagian (1995:148) states that: "Ideal Bureaucracy paradigm revolved around four issues, namely institutional, human resource management, work systems and image bureaucracy"Ndraha (2003:523) also said that in government environment, Bureaucracy behavior is affected by other actors, namely the characteristics of consumer products rule.Based on government bureaucracy above, Ndraha (2003: 522) argues that Bureaucracy behavior ranging from soft (emic and ethic behavior; obedience and sincerity) to hard (command, coercion, violence; disobedience, resistance, hostility) that resultant interaction between the two variables.

## **b.** Organizational effectiveness

Government as public organizations need to evaluate and identify the services types and factors that affecting service quality. Good service quality will determine the image and performance of organizations, including personnel in organization. Steers (1985:211) said that " important factor for effectiveness is workers themselves. In fact, the members of organization are factors with biggest effect on effectiveness behavior because they will facilitate or hinder achievement of organizational goals.Siagian (1997:157) states that : " effectiveness is to complete work on time. It means whether implementation is considered a good or bad really depends on when the task was completed, and not primarily to answer the question how to implement and how much it costs". Etzioni (1964:3) agree to above statement by look at organization effectiveness in terms of success in achieving objectives as follows : "Organization effectiveness is measured by his success level in achieving its goal, while efficiency is explained by how organizations can use resource to produce a unit of whole (units of output)".

Emerson (1996:16) states that : "effectiveness is a measuring in term of attaining prescribed goals or objectives". Public service effectiveness can be seen from the success rate of service provided to public in accordance with goals or objectives of public service itself ".Effectiveness is achievement level of organization goals or objectives set. Furthermore, to measure organization effectiveness, Steers (1985:211) suggested five (5) things: (1) adaptability-flexibility ; (2) productivity ; (3) job satisfaction ; (4) profit ability; and (5) resources search. In line with this criteria, Gibson et al (1997:50-52) suggests criteria to measure the organization effectiveness, namely (1) production or productivity, reflecting the organization's ability to produce a number of goods and services as demanded by environment, (2) product quality that meet customer and client expectations for performance of products and services, with size and quality assessment comes from customers and clients, (3) efficiency, defined as the ratio of output over input, focusing on cycle of input-process-output, and even emphasize on input and processes elements, flexibility, ability of organization to divert resources from one activity to another activity in order to produce products and services in new and different, responding to customer requests, satisfaction of employees feeling at work place and role in organization and consideration of benefits received by participants, as well as customers and clients.

## c. Public Services Effectiveness

Public services effectiveness is related to local autonomy purpose, where autonomy is given to serve public interest. According to Wasistiono (2002:48): "One of most important fundamental duty of government is to provide services to public, therefore, government often referred to as a public servant ". A similar opinion said by Rashid (1997:38) that : "One of essential functions of government is service, in addition to empowerment and development". This opinion justifies government existence to serve and to protect public. In that regard, Ndraha (1997:73) argues : " existence and role of government as a servant is to fulfill needs and interests (public goods) that tend to be synonymous with public service activities of government organizations, although it is possible that there is a public affairs submitted or carried out by a private organization based on concept of privatization. Government is a producer, distributor, or seller of people needs in form of public services and civil service. Related to government functions implementation, Pamudji (1995:21) explains that : " in context of public life, based on interests or the rights and obligations to service due to a material factor which shows that public service is a range of activities that meet community needs for goods and services ". Ndraha (1997:64) says that : "The government activities to fulfill the innate rights and granting rights are called service to community, including individual's innate rights owners". Therefore, public service is people right who met by government. In this case, community is also entitled to request services from government and government is obliged to fulfill.Government as an institution that provides services must have a clear plan and goals in various services provided, including adequate norms and rules about type of service that must be served. As stated by Widodo (2002 : 273) : " to improve quality of care, government as public organizations must change the position and role (revitalization) in providing public services, from regulating and governing to become servant, from power approach to become helpful approach towards flexible, collaborative and dialogical, and from sloganic way to become realistic pragmatic ways.Public service is government duty and function in framework to implement common tasks of governance and development. Savas (1987:62) refers it as service delivery by government agencies through its employees.

Public services give services for or people who have an interest to organization in accordance with basic rules and procedures that implemented by government agencies and corporations as well as the provisions implementation of laws and regulation (Widodo, 2001:24, Kepmenpan, 2003). Therefore public understanding is more directed to services performed by a public servant, in this case government employees (Hasniati, 2008). Public service users are people, communities, government agencies and legal entities (Kepmenpan. 63/2003). Nevertheless, conceptually public service users are not only those who directly enjoy it. The prospective user and user of public services in future belong to this category (Abdul Wahab, 1977, Wibisono, 2002 Hasniati, 2008: 34). According to McKevitt (1998), public service core is " Core Public Service may be defined as those service which are important for the protection and promotion of citizen well-being, but are in areas where the market is incapable of reaching or even approaching a socially optimal state; health, education, welfare and security provide the most obvious best know example."There are three important elements in public service. First element is government has a strong position as a regulator and as a monopoly to service. It makes the local government to become static in service, because service is needed by person or organizations. This dual position causes poor service delivery by local governments, because it is difficult to select and sort between regulator interests and to carry out functions to improve services. Second element is service recipients are (customers) person or people or organizations concerned. Third element is satisfaction given or received by service user (customer).Public service nature is a provision of excellent service to community that embodies an obligation of government apparatus as a public servant in according with follows principles: transparency, accountability, conditional, participation, equality, balance of rights and obligations. Furthermore, public service standards are follows : service procedures, turnaround time, cost of services, product services, facilities and infrastructure, officials competition to serve.Professional public service has characteristics of accountability and responsibility of service provider. Public service that expected by society is a public service of with high quality, which can provide services with accountability, responsibility of service providers. (Kotler 1997:49, Tjiptono, 1995:14, Atmosudirdjo, 2007:4).

According to Kotler, (1997:51), basic strategies toward quality services include : (1) establishing clear goals, (2) initiating or determining organization culture, (3) developing a consistent and effective communication, (4) instituting education and training, (5) encouraging continuous improvement. To assess the extent of public services quality, Zeithaml (1990:21-22) states that service quality criteria is determined by two factors, namely; Expected service and perceived service. Expected service and perceived service is determined by service quality dimension that consists of ten dimensions, namely : Tangibles. Appearance of physical facilities, equipment, personnel, and communication materials; (2) Reliability. Ability to perform the promised service; (4) Competence. Possession of required skill and knowledge to perform service; (5) Courtesy. Politeness, respect, consideration and friendliness of contact personnel; (6) Credibility. Trustworthiness, believability, honesty of service provider; (7) Feel secure. Freedom from danger, risk, or doubt; (8) Access. Approachable and easy of contact; (9) Communication. Listens to its customers and acknowledges their comments. Keeps customers informed. In a language which they can understand; and (10) Understanding the customer. Making the effort to know customers and their needs.

These principles aim to provide quality services that must be concerned by public servant because of general services are activities that provide services for benefit of others. Service is key success in various service businesses or activities. Generally, people dissatisfaction against services execution is focused on some things, as proposed by Moenir (2003:194) as follows, (1) there are allegations of irregularities in implementation (a perversion of order, reduction of rights), (2) there are attitudes and behavior in execution of tasks/jobs that deemed incompatible with Indonesian culture with Pancasila principle, (3) officer lack of discipline on time or schedule has been determined, (4) protracted problem solving, there is no certainty to be completed, (5) there was negligence in materials usage, workmanship of goods, does not comply with request or standard, (6) product is less/not meet standard or mutually agreed, (7) rules themselves are considered difficult, burdensome or perceived neglect their rights, (8) there is no adequate response to complaints that have been submitted. Dissatisfaction in performing work may decrease service ability. To further streamline service, there are several factors that must be considered. Moenir (2003:41-42) suggested as follows: (1 easiness to handle service required, in sense that unhindered by false reason. Some obstacles are often encountered and was frustrating because of element involved, (2) at work time is started, officer is still makes deep in conversation with a coworker while a lot of people waiting already, (3) officers working while chatting with a friend so service work slower, (4) officials who signed the letter/file was absent (meeting, summoned bosses and other reasons are difficult to prove), (5) other barriers are considered very disturbing for people concerned, (6) obtain services fairly without muttered, innuendo or other words that his tone strands lead to demand something, either by reason of service (purchase of paper, replace the photo copy/print) or another reason. The words spoken is sometimes very careful, so creating pity of service recipient, (7) to get same treatment in service of same interests, orderly and indiscriminately. It means that applications recipient must in queue orderly, (8) service with honest and forthright, it means if there are barriers for some issue should be notified, so people are not waiting for something uncertain. Notification can make people understand and will adjust outright without emotion.

Moenir (2003:42) argues that services performed by agency or agencies will show following effects: (1) community greatly appreciates (respect) to staff who serve. They do not look down employee nor indiscriminate, (2) comply with a community driven consciousness without prejudice, so that may be formed gradually create self-control that very effective in government and state, (3) there is a sense of pride in community to work at service personnel field, although on other hand there feel of narrow maneuver because people can no longer cheat. Pride would bring a positive effect on efforts to maintain image of a strong servant, responsive and discipline, (4) delays that usually encountered, can be avoided and eliminated, contrary to acceleration of a community can be grown in all areas of activity in economic, social and culture, (5) because smoothness of field of services, businesses passion and community initiatives will increase, which will also increase development effort in science and technology, economic, social and community cultural towards achievement of a just and prosperous society.

According Tjiptono (2002:58), Ndraha (1997:59) suggests that service quality is service excellence or best service, which is an attitude or way employees to serve customers in a satisfactory manner. Broadly speaking there are four (4) key elements in superior service concept, namely 1) speed; 2) accuracy; 3) hospitality; 4) comfort. The fourth component is an integrated service entity, become not service excellence means when there are less components. Service quality can provide excels service in speed, accuracy, friendliness, and comfort so that customers will be satisfied. Thus public service quality is all service activities that carried out in public service as an effort to meet recipient's needs as well as implementation of legislation. Service quality is a public service activities that should be implemented to give satisfaction to people it serve. Under conditions of a democratic society, government can provide public services more professional, effective, efficient, simple, transparent, open, timely, responsive and adaptive as well as to build human quality in sense of increasing the capacity of individuals and communities to actively determine its own future (Widodo, 2001).

Service delivery system evaluation can be seen from whether citizens are satisfied with goods and services provided by the Bureaucracy system, i.e., the extent to which the response given by dissatisfied citizens. Hirshman (Hasniati, 2008) suggests there are three (3) forms of response that may be taken by citizens, namely: exit, voice, and loyalty. Exit is done when the consumers are not satisfied with service to obtain goods or services. They will seek alternative services from companies or other organizations. However, if it is a monopoly service like this study object, exit (avoid) would not be possible because there is no other option to obtain service. While the loyalty response is happened if service received is suitable with desired expectations. To understand service concept, it is necessary to discuss the concept of public service or public service. In other terms, public services are also commonly referred general service. Pamudji (1995: 21-22) define public service as "various activities with aim to meet people's needs for goods and services ". This opinion is in line with Djaenuri (1999 : 15) that defines public service as follow " An activity is a manifestation of general government duty with main duty to serve community maximally".

Public service activities include some of things that concern all of society needs. Therefore, public service is composed of various types or field. In this regard, Savas (1987:4), distinguishes public services according to their utilization, i.e. whether service is fully oriented to individual, the individual interests that have an effect on society and vice versa, or the interests of society in general. Goods and services that needed by society is grouped into private, toll, common pool, and collective goods.Furthermore, Savas (1987:39), argues that : "Common pool goods are consumed individually, and it is virtually impossible to prevent any one from taking them freely. Toll goods are used jointly, but the users must pay, and those who won't pay can easily be excluded from enjoying the use of the goods. Collective goods are used jointly, and it is impossible to exclude any one from their use, which means that people generally will not pay for them without coercion."

# **III. RESEARCH METHODS**

#### a. Research Location

This study was conducted at Education and Culture Department of Kendari City as one unit of service organizations that implement education from primary level, secondary, both public and private schools.

#### b. Research Design and Variables

This study use a case study design which aims to examine the effect of variable X (independent), namely Bureaucracy Apparatus Behavior namely obedience, diligence work, responsibility, satisfaction, and discipline. While variable Y (dependent) is Public service effectiveness such as labor productivity, flexibility/adaptability, community satisfaction, efficiency, and search resources.

#### c. Population and Sample

This study population was all employees of National Education Office of Kendari City, with positions of structural and functional (supervisors) and District Office Branch, amounting to 235 people. Sample is selected by stratified random sampling technique, with amount of 116 people,

#### d. Data Collection Techniques

Data and information is collected by questionnaires, interviews and documentation.

#### e. Data Analysis Techniques.

Path analysis is used to determine the effect of independent variable on dependent variable. Statistic analysis steps in this study are as follows (1) Validity and reliability test on item questionnaire used using Pearson Product Moment correlation coefficient.

## f. Data analysis

Data analysis is done by Path Analysis

## **IV. RESULTS AND DISCUSSION**

This study use two variables, namely Bureaucracy Apparatus Behavior as independent variable (X) a Public service effectiveness (Y) as dependent variable.Bureaucracy Apparatus Behavior variable is employee attitude in carrying out its duties and functions as well as to interact with community and especially the boss in order to meet needs and interests of community. Bureaucracy Apparatus Behavior variable is divided into five dimensions, namely obedience, diligence work, accountability, satisfaction and discipline. Based on score of each dimension, the obtained categorization of Bureaucracy Apparatus Behavior is 4821. Such value is within "good" range. This shows that generally Bureaucracy Apparatus Behavior is good.Public service effectiveness (Y) variable is achievement service level to community (the public), which is reflected in work productivity, flexibility, community satisfaction, and efficiency. Based on total score of each dimension above, Public service effectiveness score is 5357. It can be defined that Public service effectiveness variable have been effective. To analyze effect of Bureaucracy Apparatus Behavior on Public service effectiveness in National Education Office of Kendari City, it used path analysis techniques. Path analysis results show that effect of Bureaucracy Apparatus Behavior of 0.394, with Fvalue : 192.85, Ftable ;

3,068. It means hypothesis (Ho) is rejected

This analysis shows that F value is greater than the F table. Thus it can be stated that test showed significant path coefficients. Based on above table obtained t (6,578) is greater than t table (0.394). Thus it can be stated that each-each path coefficients is significant. Test results with a confidence level of 95 % stated there is a significant effect of Bureaucracy Apparatus Behavior behavioral variables on Public service effectiveness. The magnitude of effect of Bureaucracy Apparatus Behavior variable is 70.12 %, both directly and indirectly. Based on percentage, effect of Bureaucracy Apparatus Behavior variables on Public service effectiveness is 28.02 % with 15.52 % is direct effect.Bureaucracy Apparatus Behavior on Public service effectiveness had a positive effect on several aspects as follows :

- a. Affect on educational services, namely effect of employee behavior on Public service effectiveness will foster understanding and awareness for employees at Education and Culture Department of Kendari City in Southeast Sulawesi province so it is a success measurement in carrying out duties to good service in education.
- b. Affect on local government policy, namely effect of employee behavior on Public service effectiveness will become foundation and benchmark for education policy making in Kendari City, Southeast Sulawesi
- c. Sociological impact, namely the effect of employee behavior on Public service effectiveness will have an effect to increase in employee confidence in work and resulting increased public confidence to government at Kendari City in Southeast Sulawesi Province.

## V. CONCLUSION

Based on data research analysis data the effect Bureaucracy Apparatus Behavior on Public service effectiveness at National Education Office of Kendari City, Southeast Sulawesi province, we can conclude the existence of a positive and significant effect of Bureaucracy Apparatus Behavior on Public service effectiveness . It shows that ministry of education in Kendari City become better and increase because Bureaucracy Apparatus Behavior give more attention to aspects of quality and professionalism education service at National Education Office of Kendari City.

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