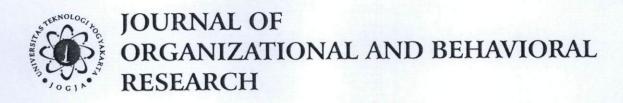
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Volume 2

Nov, 2006

The Factors Influenced the Ease of Use of Accounting Information System: Empirical Evidence from Malaysian Public Higher Learning Education

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Buyung Sarita

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JOURNAL OF ORGANIZATIONAL AND BEHAVIORAL RESEARCH

Vol. 2, Nov	
	Page
The Factors Influenced the Ease of Use of Accounting Information System:	
Empirical Evidence from Malaysian Public Higher Learning Education	
Faridah J., Yuserrie Z., Hasnah H., Yusof H., Ishak I	113 - 130
Explaining Intention To Use Enterprise Resource Planning (ERP) Using	
The Technology Acceptance Model (TAM)	
T. Ramayah & Yulihasri	131 - 140
The Relationship between Self Monitoring and Locus of Control towards	
the Expectation of Gaining Performance Feedback	
Fitra Darma &Gudono	141 - 154
Balanced Scorecard:Emotion Effect In Promotion Decision	
Handoko J	155 – 166
Analyzing, Design & Innovation Of Network Documentation To Gain Effectiveness Inside IT Organization [Corporate Network Management	
Systems Templates & Innovation]	
Tamsir H.S & Gamayanto I	167 - 186
Market Structure And Bank Performance In Indonesia During The Asian	
Financial Crisis Of 1997-1999	
Buyung S	187 - 198
The Contribution of Religiousity towards the Life Quality of Adults After	
Earthquake in DIY	
A.M. Diponegoro	199 - 210
Factors Affecting Willingness On Using Internet Banking (Case Study Of	
People In Palembang)	
Rahadi D., R	211 - 224
The Influence Of Cognitive Behaviour Therapy To The Anxiety Toward	
The Retirement Period	
Triantoro S & Nofrans E., S	225 - 234
Bureaucracy Behaviour In Public Service In Sungai Kunjang Subdistrict Samarinda City	
Paranoan	235 - 248
A MANAGEMENT TO THE CONTRACT OF THE CONTRACT O	233 - 240

Bureaucracy Behaviour In Public Service In Sungai Kunjang Subdistrict Samarinda City

Paranoan

Universitas Mulawarman, Indonesia

Abstract

Opposite with dynamism in society, we find that the bureaucracy still stagnant. The bureaucracy is inefficient and uneffective, as describe in idiom "If it possible to make something difficult why should make it easy". Based on the reason above, we try to find some evidence about the bureaucracy behaviour in Sungai Kunjang. We find evidence that the bureaucracy in Sungai Kunjang still in appropriate when meet with society willingness.

Keyword: bureaucracy, public service quality, organization behaviour, and society rights

INTRODUCTION

Background

One of characteristics of society progresiveness is its dynamism. Beside it, society life recently indicated by critical attitude to respond problems since their education have developed and improved. Such condition give an opportunity to society to develop their knowledge. Their demands and needs of qualified public services is unavoidable. And, governement is the agent who being demanded to serve the society.

According to Ndraha (2000:6): A multiprocess system purposes to meet and protect the needs and demands of the governed such as goods, market services, public services, and civil services. Though, the relations between government and the governed is equal, none of them is higher.

The problem faced by the society is that bureaucracy is inefficient and uneffective, as describe in idiom "If it possible to make something difficult why should make it easy". As explained by Thoha (1995:3) that it seems that society is conditioned to perceived the bureaucracy is a negative thing. For the society, bureaucracy is a dominant agent who determine service for them. So there is a common sense that the main function of bureacracy is managing society life. And, it can be interpretated by all things is government or by government to government.

Sungai Kunjang Regency in Strategic Plan 2002-2007 had been stated their vision in "Coordinated Development and Best Service".

But practically, it is a sloganistic vision only. Manuntung Daily and society complain via Sungai Kunjang Subdistrict Office noted that there is still complain about the public services such as the indolence, complicated procedure, complicated conditions, and uncertainty service tariff.

From the phenomena above, the author interested to analyze how the regency bureaucracy behavior in public service through research: Bureaucracy Behavior in Public Service (Case Study of Sungai Kunjang Subdistrict Office, Samarinda City).

Problem Formulation

Base on the background, the problem statement is that public service quality of Sungai Kunjang Subdistrict Office is not good enough. The problem questions are:

- 1. How is bureaucracy behavior of Sungai Kunjang Subdistrict in public services?
- 2. How is the public service quality of Public Service in Sungai Kunjang Subdistrict?
- 3. What factors which influence public service quality in Sungai Kunjang Subdistrict?

Research Purposes

Base on the research problem, research purposes are:

- Studying and analyzing how regency bureaucracy behavior in public service is.
- 2. Getting clear and factual description of service quality given by aparatus to the society.
- 3. Knowing the factors weich influence public service quality in Sungai Kunjang Regency.

Research Utilities

Expected utilities from the research are:

- In science point of view, the research expected to be a media to develop various theories which usefull to develop writer understanding, reasoning and experince, specially in governments.
- 2. The research expected to contribute thought both conceptionally and practically in anticipating society demand of qualified services.
- 3. The research expected to become input to Kota Samarinda Government, specially in decision making process of developing service quality to the society.

Theories

1. Bureacracy Definition

In government relations explicitly there is rule organization and the ruled society. The society have rights to get public service which become government responsibilities to fullfil and protect society interest in form of service, both of civil service and public service.

Public service activities is interactions or relations between service provider and service server. Bureaucracy is organization or public working unit as service provider. The popular bureaucracy concept is that of Max Weber which define an organization characteristic maximize stability to control organisation member to achieve collective goals.

Bureaucracy often use in several definition. At least there are seven definitions in bureaucracy concept. According Albrow (in Warwick, 1975:4), bureaucracy define as:

- 1. rational organization,
- 2. organizational inefficiency,
- 3. rule by official,
- 4. public administration,
- 5. administration by officials,
- 6. type of organization with specific characteristic and quality as hierarchies and rules, and
- 7. an essential quality or modern society.

In The Theory of Economic and Social Organization, Weber explained concept of the ideal type of bureaucracy by formulate main characteristic of organization which more compatible in modern society.

It resumed by Albrow (in Warwick, 1975:4) in four main characteristics:

- 1. A hierarchial structure involving delegations of authority from the top to the bottom of an organization.
- A series of official positions or offices, each having prescribed duties and responsibilities.
- 3. Formal rules, regulations and standards governing operations of the organization and behavior of its members.

2. Organization Behavior Definition

As explained by Winardi (1989:1) that organization behavior can be defined below:

Organization behavior logically means actions or activities by an organization. Behavior usually related to human or a group of people, and if behavior is connected to an organization, then the organization is personified.

Since organizations built by human to achieve goals or certain objectives and its main component is human so organization behavior is human behavior in related organization.

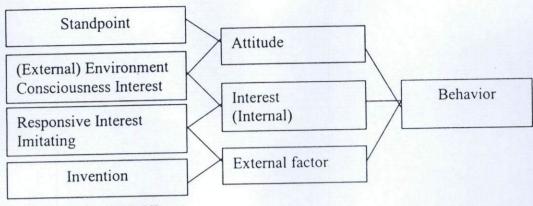
Behavior study, especially that of human as a whole, certain community or human behavior toward physical object can be conducted by single approach or interdiscipline approach such as anthropology and psychology. In anthropology, human behavior is form of culture as Taylor said (in Garna, 1996: 157) that Culture or civilization, taken in its wide ethnographic sense, is that complex whole wchich includes knowledge, beliefs, art, moral, law, custom, and any other capabilities and habits acquired by man as member of society.

Ndraha (1999:63) argued that in order to analyze behavior, it should have physical form means that behavior present itself or presented by a physic.

He also argued that (1999:64-5): Relations between behavior and physic is a regular circle which create behavior pattern in society. Behavior is operationalization and actialization one's or a group attitude in or toward a situation and condition of environment (society, nature, technology, or organization), while attitude is operationalization and actualization of standpoint.

Related to it, he also describe (1997: 37) that behavior pattern influenced by external condition and concious internal interest as follow:

Behavior Factor (Geometric Model)



Source: Ndraha (1997: 38)

Ndraha (1997: 40) explained that it could be understood that behavior has pattern, or in the other words, before patterned behavior created, behavior is incidental, changeable, dependen and weak.

Based on the definitions, creation of self-conciusness of human influenced by external stimulus of their role, and internal action pattern. Related to stimulus, he also (1999:67) argued that external behavior building can be stimulus based on stimulus-response formula (S-R) or challenge based on challenge-response formula (C-R). S is stimulus such as praise, reward or punishment, and C is challenges such as responsibilities, race, victory, championship, honour, etc. Ndraha (1999: 67) also explain the difference between S-R and C-R model. Behavior created by S-R model is easy and cheap but temporer and shallow. On the contrary, behavior created by C-R model is difficult and expensive but long lasting and deep.

3. Bureaucracy Behavior Dimension

If related environment is an organization then behavior is organizational behavior. Apparatus (bureaucracy) behavior in an organization can be understood and analyzed by organizational structure dimension. Draft and Sterrs (1986: 217) explained that Organization Theory is the way of thinking of organization based on pattern and rule in organization design and human behavior. Organization design related to operasional process to create job and authority structures which characterize its member activities.

Supported by Paramita (1985:10) that all positions of certain organizational stuctures will take structural description form and it characterize the organization as its structural description and member activities.

She (1989:13) explained that by explaining organizational structure concept in operational definition will be helpfull to understand organizational bureacracy character.

The concept is simple but it has complicated definition. Its complexity as explained by Gibson (1996: 340) result in three sources as followed:

1. People in the same level may have defferent decision making authority.

2. Each decision has different necessity level in organization.

3. People may feel have no authority though they do have it.

She (1985:28) added that sentralization and decentralization concepts may exist in continuum. The bigger sentralization the bigger productivity and efficiency biases, but the smaller the level of work satisfaction. Although, there is desentralized organization in certain level, if its portion, organization will not efficient.

4. Quality Definition

Tjiptono 91996: 51) argued that specifically there is no definition of excepted service quality, but universally, there is several similarities from existed definition in

a. Quality includes efforts to meet customes expectations or beyond.

b. Quality includes products, services, human, process, and environment.

Quality is dynamic conditions.

He (1996: 51) also argued that quality concept often considered as relative measure of goods or service products goodness consist of design and conformity qualities. Design quality is product specific quality and conformity one is a measurement of product capability to meet the determined condition or specification qualities.

Based on those elements, Goetsch and Davis (in Tjiptono, 1995: 51) explained, "broader quality limitations i.e. quality is a dynamic condition related to prodict, service, human, process, and environment which fulfill or beyond the expectation".

5. Public Service Definition

Government product is public service. The service aim to meet meet society rights both of civil service and public service. It implies that service activities is rights fulfillment. It adhere to everyone, personally or collectively (organizationally), and it has been conducted universally. Explained by Moenir (1998:41) that, "rights of service is universal, and subjected to anyone who needs it, and by any organization which functions is serving". Government duties are serving and managing the society. According to Thoha (1995:4), serving is more focus on meeting public interest, simplifying public concerns, and shortening public concern processes. In meanwhile, managing duty more focus on satisfaction or power adhere to bureaucracy position.

Public service is service given to public or citizen. Since government has souvereign position, the society ordering, mandating, demanding and controlling government.

6. Public Service Quality Dimension

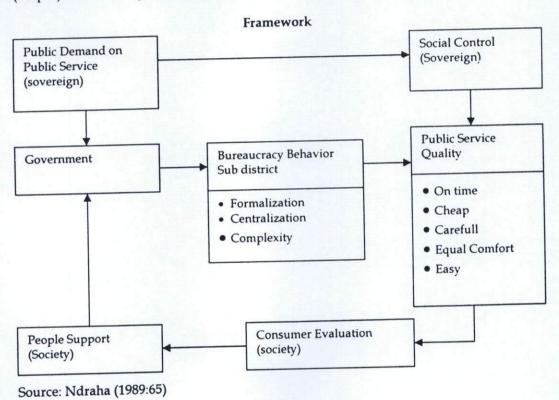
As noted above that quality public service in the research is standarization of service product. Assessment on service given by society as service server, not the server provider.

As explained by Saefullah (1999:5) that competitiveness of organization determined by given service to the party who has interest to the organization. Government organization which main duty is public service must develop its service quality to society.

Gaspersz (in Sampara Lukman, 1998: 8) describe that service quality dimensions include:

- 1. service time certainty
- 2. service accuracy
- 3. service polity
- 4. responsibility
- 5. cheap
- 6. completeness
- 7. service availability
- 8. service model variety
- 9. personal service
- 10. service conformity, and
- 11. service supporting attribute.

There is a difference between serving and service, as explained by Ndraha (1998:6). "Serving (process) includes input, process, output and outcome, while service (output) includes output and outcome". Based on this, the focus is output only.



RESEARCH METHOD

It is a desciptive research by qualitative approach and contextual, focus on the meaning of a phenomena specifically related to science development. Human element as research instrument is very important. Researcher try to describe process and importance of local government related to economic empowerment of village society.

Qualitative research explore real fact of phenomena and uncovered values of service quality by the bureaucracy, and the influenced factors to the service quality. It also explore the descriptive information and maintain the research object.

Research Focus

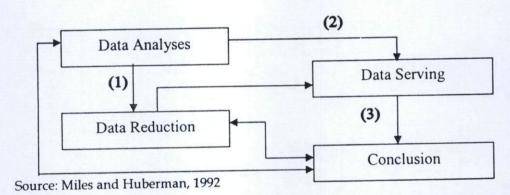
Based on problem formulations, this research focus on:

- 1. Subdistrict Bureaucracy Subdistrict, specifically in action based on rule, action based on procedure, job based on expertises, job based on hierarchy, and action based on direction.
- 2. Public service quality, in the point of on time, easy, equal and conformity.
- 3. Influence factors of public service.

Data Analyses Technique

Data analyzed by a theory developed by Miles and Huberman (1992) in analyses stages as the diagram shows bellow:

Data Analyses of Interactive Model



Data analyses during data collecting conducted every time a focused phenomena had recorded and filed as report form. Data collecting started by (1) data exploration from any sources such as observation design, interview, document, then (2) data reduction to organize.

Explanation of Research Results

1. Bureaucracy Subdistrict Behavior

Development paradigm 21 century conditioned involment of all elements of society as object and subject of development. It needed to assure sustainable development. Reform program implementation is one of development dimensions implemented by society and government. It refers to basic thinking that bureaucracy is responsibility of society organ as a whole including neighborhood, non-governmental organization, and global community. Involvement society and government in bureaucracy construction and development related to participation and different role in public service. It can be motivated if bureaucracy behavior satisfy the society.

In anthropology, human behavior is a form of culture as Taylor (in Garna, 1996: 157) that: Culture or civilization, taken in its wide ethnoghrapic sense, is that complex whole which includes, knowledge, beliefs, art, morals, law, custom, and any other capabilities and habits acquired by man as a member of society.

Blau and Meter (1987:9) explained that formal organization often indicated by inflexibility and structural statis, over ritualism and perversion of goals, inpersonality and alienation, automatism and constraint of dissent.

Using guidances above, the result of research showed bureaucracy behavior of Sungai Kunjang Subdistrict is good enough in services which indicated by:

- 2. action based on rule,
- 3. action based on procedure,
- 4. action based on expertises,
- 5. job based on hierarchy, and
- 6. action based on direction.

All indicators above is being obeyed and implemented well by the staff. It showed by the interview result with the public. Public service has satisfied the society generally. Besides, there is no result checking report founded in such problem as deviate behavior.

2. Public Service Quality

Service quality closed related to customer satisfaction which build symphatic sense and support to service provider.

Though, qualified public service serve public satisfaction and build god image of gevernment. Considering teh important of service quality, public organization demanded to be able to meet public needs and demands, so public service product is felt by anyone who need in in appropriate quantity and quality.

Society assessment of public service depend on comparison between their needs and excepted services. If excepted service fit with the demand then service quality will get good point and satisfying. If excepted service is beyond expectation of society then it is an ideal service. In contrast, if the service is below the expectation, it is a bad service.

Measurement of quality based on Rene T. Domingo (in Triguno, 1999:77) explanation which includes:

- 1. Time
 - a. waiting
 - b. queue
 - c. process
- 2. Accuracy
 - a. right
 - b. trusted
- 3. Honour
 - a. front office attitude
 - b. speech ethic
- 4. Sensitivity
 - a. order taking
 - b. complain solution
- Completeness

 - a. service fieldb. tools supplying
- 6. Preparation
 - a. Box quantity
 - b. teller
 - c. service place
- 7. Conformity
 - a. Place
 - b. simplicity
 - c. park
 - d. information
- 8. Environment
 - a. clean
 - b. lobby
 - c. waiting room
 - d. cool
 - e. music

The result showed that government apparatus of Sungai Kunjang Subdistrict implement their duties well enough since the percentage of society complain of service is small in quantity. It can be understood since the bureacracy apparatus understand the culture of served society and applied good service pronciples in reformation era.

3. Factors Influence the Public Service Quality

Public service activity is an interaction between service provider and service server. Bureaucracy is organization or public work unit which functions as service provider. Excepted definition recently is one by Max weber which define an organization character maximize its stability and controll its members to achieve common goals.

Though, legitimacy of rational legal domination result in a series of rule made for achieving certain goals. Rational legal domination based on legal pattern on normative and legal rule. Administrative apparatus is bureaucracy. It is the most important element of organization growth and development. Amitai Etzioni (1982:18) that: Organization is no more than means to achieve certain goals. It is a formal element which becomes special feature of Weber in his ideal type of bureaucracy.

In his study of Indonesia's Bureaucracy, Ndraha (1986:51) describe as follow:

First, in environment controlling and managing society, bureaucracy tends to managing society and state life as a whole.

Second, in its efforts to serve society, top-down approach applied by bureaucracy tends to increase and widen.

Third, in its efforts to accelerate development, bureaucracy implements massive development and motivated by targeting.

There are three cognitive models of bureaucracy often used to analyze bureaucracy characteristic in Indonesia are:

- 1. Cognitive model based on traditional bureaucracy in a frame of traditional authority.
- 2. Cognitive introduced by colonial authority in abtenuar and beambstaat to take charge of the land.
- 3. Cognitive model of bureaucracy model as an ideal type conceptualized by Max Weber.

From several concept explanations above, it is visible that service quality depends on factors which give influence to bureaucracy apparatus itself which came from internal or eternal organization. Ndraha (1999: 65) explained that someone's attitude and behavior is influenced not only by conscious interest but also external environment conditions. Behavior increased in the relations is spontaneous response to the condition. Both behaviors are intrinsic. There is a behavior create neither from conscious interest nor response to environment but taken for granted, and behavior created by invention. The last two behaviors are extrinsic.

CONCLUSION AND SUGESTIONS

A. Conclusion

By concerning the problems, goals, hypotheses and discussion, it can be conclude that:

- Bureaucrat Public Service in Sungai Kunjang Subdistrict headed by subdistrict head who's very powerful in bureaucracy planning and controlling, and in implementation of bureaucracy programs he assisted by a secretary who's powerful in internal activities and represent him in bureaucracy controlling in the case of in absentia. He also assisted by some division to implement external services.
- 2. The involved society who needs bureaucracy service in Sungai Kunjang is divided into two groups consists of entrepreneur and public group consist of public official, farmers, craftsman and students. This division aims to find possibility of visible differences in bureaucracy service. The result showed that there are no differences in service.
- 3. The service by subdistrict elements such as secretary and related divisions showed that authority direction procedures and job specialization is implemented appropriate with prima service determined by subdistrict head. The statement proved by opinion of subdistrict elements and society itself, either entrepreneur or public.

4. Base on point 1 and 2 above, conclude that subdistrict head main duty determined in Surat Keputusan Walikota Samarinda No.06, 2001, about The Establishment of Organization Order of Subdistrict and Village Samarinda City, mostly well implemented although there are several things need to be improved, such as rule, authority procedure, duties, functions, and direction of job specialization.

B. Suggestions

Base on those explanations above, it can be suggested that:

 There is society in Sungai Kunjang who have not know and understand of proma service standardization, so in order to accelerate bureaucracy service in Sungai Kunjang need to be socialized to society. If the socialization only in announcement forms in subdistrict office so it would be much better if it uses another media such as leaflet distributed to society through head of village or direct illuminations to the society.

2. To certain services as production procedures of KTP (personal identity card), Family Identity Card, Removal Document need to be cut and delegated to village level and

subdistrict office received the report only. It is more efficient and effective.

3. In the case of in absentia of the head of subdistrict, it is better to delegate the authority to the secretary, such as KTP or Family Identity Card signing.

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