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## Social Behavior of Bureaucrats in Rural Population Administration Services

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### ABSTRACT

Bureaucratic behavior is the main benchmark for achieving effective public services and assesses the government's most visible performance. Every act of bureaucrats always has social motives in providing administrative services. This study aims to determine the form of social behavior of bureaucrats in providing population administration services in rural areas through a sociological perspective. This research is located in Palakka Village, Barru District, Barru Regency. The method used is a qualitative approach with a descriptive type. Data were collected through in-depth interviews with 12 informants in the village. The results of this study indicate that the social background of rural communities is both a supporter and an obstacle to the performance of bureaucrats in rural areas. Social behavior that emerges from bureaucrats in rural areas is more likely to lead to value-oriented rational actions. Every behavior that appears responds to every situation faced in population administration services for people in rural areas.

### INTRODUCTION

The process of administering public services in Indonesia has long been filled with uncertainties in time, funds, or service methods. This is often the case because the service procedure does not control the obligations of the service provider and the rights of the citizens as users of the service itself. In addition, it is often heard that there are actions and attitudes of employees in providing services that are not polite, or unfriendly, and sometimes there are also actions that are discriminatory in nature. Ethics is often seen as an element that is less related to the world of public service, even though this assessment is actually self-defense against the attitude of the apparatus that tends to ignore ethics and morals. Each citizen undertakes activities related to government bureaucracy because one of his functions is to provide services to society (Harahap, 2015).

The public can directly assess the government's performance based on the services it receives, either directly or indirectly. Public servants from the highest to the lowest structural positions have great responsibilities to the public. Their attitude and behavior towards the public is also a determinant of their success in the

community as service consumers. So far, when people hear the word bureaucracy, what arises in people's minds is that they will face services whose procedures are convoluted, complicated, and without certainty, as well as an illegal collection of fees and sometimes administrative fees. Meanwhile, the public service provider itself is every state administration institution, corporation, and independent institution that is formed solely for public services.

The success of an organization in providing administrative services to the community cannot be separated from the behavior of bureaucrats in an organization. The bureaucracy's attitude and harmonious leadership style can positively and significantly influence the formation of more effective team performance (Yang & Wen, 2021). Public services must be based on services with a full sense of responsibility. Therefore, the government apparatus must be able to provide services that make it easier for the people who serve to provide satisfaction to the community, in other words, excellent service.

A person who lives in an environment can be seen from his behavior and actions in interacting with other individuals. On the other hand, if

someone is in a bad environment, the nature, character, and behavior of that person will also be carried over through relationships or associations with people who are not good or not commendable. Many factors cause bureaucrats to carry out deviant behavior in carrying out their duties and functions as government officials, namely employees sometimes ignore ethical principles maladministration arises.

Every administrator has the choice between doing good or bad. Personality and character still count. But the organization's culture and the administration's conduct can be obstructive and defeating, defying efforts to change and correct; in effect, conducive to institutional paralysis as illustrated in-country studies (Caiden, 2017).

Corruption and public maladministration conduct have been identified as relevant factors affecting growth, foreign investment, government legitimacy, and even political stability (del Monte & Papagni, 2007; Finocchiaro Castro et al., 2018; Hunt & Laszlo, 2012; Judge et al., 2011; Peisakhin, 2012). Corruption causes more frequent renegotiations of contracts at the request of a company instead of a government, which allows private benefits to be gained at the expense of citizens (Guasch & Straub, 2009). Various kinds of problems related to the current existence of the bureaucracy, especially those related to morals, ethics, and public services, are also motivated by several factors, such as the employee recruitment process that is less transparent, low employee performance, and also the practice of corruption, collusion, and nepotism.

Almost every citizen will deal with government agencies for public administration purposes. Various population and business documents require citizens to interact with government officials in various institutions. Unfortunately, the services provided so far are considered unsatisfactory. It's just that the existence of the One Roof Service Unit (UPTSA) at the city or district government level has not provided effective services and is still far from being communicative. Service to the public is essentially a shared right and obligation between actors in the community and the government.

Services provided by government institutions are optimal, effective, and by standards, which are part of the standards of every institution in

Indonesia. Achieving optimal service requires a good and integrated system starting from the central level to the regional level. E-Government is an integrated system using information technology media in its implementation. The e-Government service can enhance access to services and bring benefits to governments and citizens while reducing the cost of providing them (Al-Besher & Kumar, 2022).

E-Government is implemented in Palakka Village, Barru District, Barru Regency, which still has limitations. Some of the obstacles are the uneven use of technology, meaning that there are still government institutions that have not been touched by technology, as well as problems regarding whether services are following standards, as well as the efficiency and effectiveness of the implementation of e-Government itself. Service Oriented Architecture (SOA) is proposed to optimize the system being built, so that it can be developed further, especially in the web service model for optimizing e-government. E-government in government institutions, especially those that do not yet have one, can provide a more optimal service improvement to the community, especially at agencies at the village level.

Several previous findings have tried to explore the bureaucracy in rural areas. Such as researching farmer interactions with bureaucracy related to outbreak management (Jaye et al., 2021). It is different from (Beer, 2008), which reveals the contribution of the public bureaucracy to the production and reproduction of the nation-state in Canberra, Australia, through the practice of spatial accommodation. Likewise (Boehmer-Christiansen, 2002) explains the role of bureaucracy in environmental governance regarding sustainable development in the United Kingdom.

Studies of bureaucratic performance about the social behavior of bureaucrats in providing services have not been done much. Whereas the benchmark for the success of public services is largely determined by the behavior of bureaucrats. What's more, until now, services at government institutions are still mostly done manually, so that in the process the community has to go through a convoluted process plus, the number of people who need services with employees is quite far apart, so it takes a long time to take care of population matters. . For this reason, this study aims to determine the

social behavior of bureaucrats in serving the community by focusing on the study in Palakka Village, Barru District, Barru Regency.

## **METHODS**

This research was conducted using a descriptive qualitative approach. It is an inductive analysis that depends on the integrity of purpose arising from three sources: (a) a real-world question, (b) an understanding of what we do and don't know based on all empirical evidence, (c) an appreciation for the conceptual and contextual real within which a target audience is prepared to receive the answer (Thorne, 2016). In this case, the social behavior of bureaucrats in Palakka Village, Barru Regency, is the target that becomes the focus of the analysis. There are two sources of data in this study, namely primary data and secondary data. Primary data sources are the village government institutional apparatus, community leaders, religious leaders, and several residents. Meanwhile, secondary data sources are from documents obtained at the village office of the research location. Informants were selected purposefully based on the needs of research data. Data collection techniques were carried out through structured interviews and document studies. The data that has been obtained is then analyzed through the process of reduction, presentation, and interpretation to obtain a conclusion.

## **RESULTS AND DISCUSSION**

### **Villagers' Social Background**

The characteristics of rural communities are always identical to the conditions of a homogeneous society. Especially in rural communities that have not been touched by industrial development. Where the livelihood of the population is more agrarian through agriculture or plantations. Likewise, in Palakka Village, most people work as rice farmers and are still thick with the homogeneity of kinship with each other. The social background studied included ethnic variants and the education level of the population. These two dimensions are important in understanding the actors served by bureaucrats in their village. As per population data based on ethnic background obtained from the Palakka Village Office document in 2022, as many as 2,773 people are classified as ethnic Bugis, 10 Javanese ethnic Javanese, and one Banjar tribe. From the gender

distribution, of the 2,733 people of Bugis ethnic background, there are 1,380 men and 1,393 women. Furthermore, there are three men and seven women who are ethnically Javanese. Meanwhile, for the Banjar tribe, only one male person.

Barru Regency is one of the regencies in South Sulawesi, which is inhabited by local Bugis ethnic communities along with several other regencies. In South Sulawesi, there are four major tribes spread across several districts. Namely Bugis, Makassar, Mandar, and Toraja. Citizens and bureaucrats interact with the same culture. This will certainly make it easier for village government officials to coordinate with their citizens in providing administrative services and solving problems. Local values, language, and the meaning of gestures in interacting with one another minimize potential conflicts in administrative management.

Potential challenges for bureaucrats in rural areas may arise from the level of education of the residents in this Village. From the population data of Palakka Village in 2022, it is known that only one person has achieved undergraduate education, and as many as 273 people graduated from high school. As many as 391 people graduated from junior high school. As many as 1,088 people graduated from elementary school.

The level of each population is low, which is dominated by education only at the elementary school level. Of course, this is a challenge for government bureaucracies in serving the community with population administration matters. Low citizen education is a potential difficulty for citizens to understand the rationalization of the bureaucracy in administrative management in an agency. For this reason, it is necessary to support good communication skills and mentoring by bureaucrats.

### **Bureaucratic Social Behavior**

Social behavior focuses its attention on the relationship between people and their environment, which consists of various social and non-social objects or dislikes these objects. A person's social behavior is a relative trait to respond to others differently. Social behavior is a behavior that manifests itself naturally and suddenly during the process of social relationships. Skinner emphasized that social behavior can be observed as the determinant of the environment (Sundberg & Michael, 2016).

The behavior of bureaucrats who act for organizational goals cannot be separated from social behaviors that must be shown in carrying out service roles in society. The service is carried out by the apparatus, one of which is to help residents take care of the administration. As stated by the following informant MH. "For administrative services, I think it's been good so far. Even until now, I have never felt there was a problem. Incidentally, the family is also the official in the village, so they always provide services to the end. I don't want to bother people. Sometimes the KTP or Family Card that is taken care of is delivered to the house. We are very satisfied".

In Palakka village, there are 5 hamlets, namely Palakka, Kaerange, Cenne, Pange, and Camming hamlets. Of the 5 hamlets in Palakka Village, there are 2 hamlets studied, namely Camming Hamlet and Kareange Hamlet. Communities in the two hamlets have received administrative services in the form of making Identity Cards (KTP), Family Cards (KK), and Birth Certificates. To be able to provide optimal results in the implementation of village government administration, it is necessary to have adequate capabilities both in terms of the ability of the implementing apparatus itself and in terms of the availability of supporting facilities, including the conditions of the work carried out so that it will be directed to the existence of unity of action. From the information presented by Informant MH above, it is understood that the actions of bureaucrats in providing services are even carried out outside working hours. The behavior of the village bureaucrat symbolizes action on the value of the usefulness of the role he carries out to assist the village community in managing administration.

In terms of public services, it can be seen in the management of Family Cards (KK), administration of Identity Cards (KTP), and Birth Certificates. Generally, the writing time of the letter is only one to two days. However, village officials can take up to a week to process the continuation until it is completed because it must be brought to the head office. The length of time for the completion of the letter was due to a rather complicated process. The person in charge of this work is the Head of Government Affairs (KAUR). KAUR is in charge of management such as population administration, land administration, village development, peace and order in the village

community, preparing material for formulating structuring policies, and policies in preparing village legal products. Following the duties and functions that the KAUR of this government is in charge of completing it. In completing their duties, not only the government, but KAUR does the work because there are hamlet heads and RT heads who also help manage the requirements of the people in Palakka Village. The head of the hamlet will assist in providing information regarding the requirements that the community must take care of and directing the community to the village office, where they will process their ID cards, family cards, and birth certificates. In administrative services, the part that can be managed directly by the hamlet head is only the part of the management of the missing KTP, not the part of the first making of the community ID card. This condition is certainly still far from the concept of Digital Weberianism Bureaucracy (DWB) introduced by Muellerleile and Robertson (Chris Muellerleile & Susan L. Robertson, 2018). Where the concept is more aimed at the context of a digital bureaucracy that has the characteristics of intelligent efficiency, measurable objectivity, and long-distance rationality (Kreiss et al., 2010).

The findings of bureaucratic services in Palakka Village, in this case, are still carried out conventionally with the implementation of the role of each bureaucratic staff directly to the community. As said, the following Informant HS. "... Each goes directly to the village office, but must also report to us if we want to take care of ID cards, and family cards. But under pressure, there was already special staff serving the district, so it was no longer the people who went there. Unless you're a complete beginner, just straight into town. If only one is in the village, it's as if it's been lost. If there is no extension unless it is damaged, we will just go to the village office because there are staff who deal directly with it".

In the implementation of services, the public will directly assess how the performance and ability to provide sincere and individual or personal attention given to service users by trying to understand the wishes of service users where service providers are expected to have an understanding and knowledge of service users, understand the needs of service users. specific service users, and has a comfortable operating time for customers. In short, it can be interpreted as an

effort to know and understand the needs of individual service users. Public services at the Palakka Village Office have implemented the Empathy dimension and its indicators. Public quality assessments that have been running according to community expectations in this dimension include prioritizing the interests of service users, employees serving with courtesy, employees serving without discrimination, and officers serving and respecting every service user. In its implementation, service employees have served with a friendly and courteous attitude. Service employees also give greetings and greetings to service users who will carry out the service process. The behavior of these employees is also supported by the background of cultural similarities in one clump. Communities that have the same culture in interacting support the interaction process that brings them closer, and even rational actions that are taken lead to value-oriented actions, which prioritize benefits over the mere purpose assigned to them.

One of the main factors of success in service is friendliness to service users; for example, by smiling and greeting, with a smile and greeting, service users will feel that they have been cared for, and from there, it emerges from the hearts of service users that service users will feel comfortable with the service. services provided by the service provider. Hospitality is not an asset, but friendliness is the key to success for service providers to establish good relationships with service users. So that bureaucrats who understand the condition of customers provide service behavior that prioritizes the values of empathy in dealing with their citizens. Of course, such positive behavior will affect service satisfaction. Because an advanced organization is supported by employees who have positive behaviors in the workplace (Adeniji et al., 2014; Ismail et al., 2018). The attitude of the village apparatus is clarified by the following informant EB. "As long as I have taken care of the Village office, I have never seen a strange impression. The employees are always polite. Even when they entered the office, they were already smiling. No one shows an arrogant attitude, let alone gets angry when they are taken care of. If I see because it has become a habit of people here".

Understanding the forms of social behavior of bureaucrats is understood using the theory proposed

by Max Weber, namely the theory of social action. Transitioning from social action to general social life in which actions are classified into four types to compile the components involved. Action is *zweckrational* (rationally useful) when applied in a situation with a plurality of means and ends in which the actor is free to choose ways purely for efficiency. Action is *wertrational* (rational in terms of values) when means are chosen for efficiency because the definite goal is excellence. Action is effective when the emotional factor determines the means and ends of the action. and action is traditional when both its means and ends are mere habits.

Weber divides forms of social behavior or social action into two categories, namely rational actions and non-rational actions (Ekström, 2016). Rational action is in the form of instrumental rationality (*Zweckrationalitat*), and value-oriented rationality (*Wertrationalitat*). Non-rational actions in the form of traditional actions, and effective actions. In implementing services, bureaucrats are related to actions likely to be oriented to the one proposed by Weber. The choices of actors who provide services to the community are interesting to investigate further from government officials in Palakka village, Barru Regency.

The ability of service providers to provide services as promised accurately and reliably. The reliability of employees in providing services greatly helps the community to receive services quickly and easily. Reliability can be seen from the accuracy of serving, and the ability and expertise of employees in using tools in the service process. Reliability is providing the promised service promptly, accurately, and satisfactorily. In this study, the dimensions of service are determined by indicators, namely the accuracy of employees in serving service users, having clear standards or not, the ability of employees to use tools in the service process, and employee expertise in the service process. Public quality assessments that have been running according to community expectations in this dimension include the accuracy of employees in serving service users, having clear standards, and the ability of employees to use tools in the service process. This can also be seen from one of them in the discipline behavior of employees.

Village government officials have work hours at 07.30 and return at 16.00. The rules are not

written, but they are mutually agreed rules. According to information at the village office, all village government staff follow the rules during work hours. At 07.30, I went to work to be absent, and the break time was known as 13.00, then after the break, it should have been back at the office at 13.00. After that, when it is time to go home, the bureaucrats will return to fill in the absences for their return by the rules made. However, in practice, village officials sometimes complete work outside of working hours. As stated by the following informant AA. "I admit that even that night, the employee stayed at the village office. So we residents no longer doubt the work of these employees. All of them provide the best service for the progress of the village".

This routine is an activity carried out by employees in the village government in a disciplined manner that is sought to maximize service to the community. Even in some conditions, such as having guests from outside, they have work to do, and government staff often remain in the office or on duty to complete their work. From the interview, it was also found that this was done by bureaucrats to seek the best possible service and not just be disciplined in being in the office but prioritize their responsibilities as government officials in the village. This means that there has been an organizational culture practiced by bureaucrats in rural areas. The culture of the said organization consists of the values, customs, and artifacts a group has (Kagaari et al., 2010; Samwel, 2018). So the behavior of these bureaucrats is very rational but not just pursuing individual goals, but has put forward the value of responsibility in it which, according to Weber, is an action that tends to be value-oriented rationally.

## CONCLUSION

The results of this study reveal that (1) The social background of the people in Palakka village in terms of ethnicity is homogeneous, namely the majority of the Bugis ethnicity to facilitate communication with bureaucrats in managing administration in government agencies. In terms of education, the dominant education is still low, which is a challenge in dealing with population administration. (2) The social behavior of bureaucrats, especially those in Palakka village, in carrying out their service tasks to the community,

prioritizes responsibility, empathy, and volunteerism in providing benefits through the tasks they carry out. This behavior leads to value-oriented rational actions. This value-oriented rational action is carried out in providing services that do not only carry out functions but prioritize providing benefits to the community.

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