

***THE EFFECT OF BUREAUCRATS' BEHAVIOR TOWARDS  
SUSTAINABLE DEVELOPMENT ON REGARDS OF SERVICES  
QUALITY IN CONSTRUCTION PERMITS***

**(KESAN PERILAKU BIROKRAT TERHADAP PEMBANGUNAN LESTARI  
TERUTAMANYA YANG MELIBATKAN KUALITI PERKHIDMATAN  
DALAM MENGELUARKAN PERMIT PEMBINAAN)**

**Nawawi Natsir**

**Abstract**

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This research was departed through the importance of behavioral problems of bureaucrats to the quality services of construction permits in integrated license service offices that has not been implemented as intended in Palu, it was indicated by the dysfunctional behavior of the bureaucrats in providing services to the applicant of construction permits. Theory used of Siagian states that bureaucrats behavior are in efficiency dimension, affectivity, productivity, honesty, authority, professionalism, creativity, innovative, transparent, responsive, sensitivity, anticipatory, and visionary. Meanwhile, theory of quality services of Ndraha states about speed, accuracy, convenience, and fairness. This research began by identifying and formulating the problem statement that relates to the bureaucrats' behavior to the quality services of construction permits, and determining the objectives and the benefits of the research to achieve the research objectives and to measure the effect of bureaucrats' behavior. Hypothesis was stated based on the research paradigm that will be examined in this research using statistic analysis instrument design. This is a quantitative research with explanatory survey. Sample was taken through cluster sampling where it was based on the construction permit grouping (classification of construction permit) with proportional allocation. Data were collected through observation, interview, and questionnaire to examine the effect of bureaucrats' behavior of services quality based on data collected through respondent that was analyzed through structural equation model method. This effect is in category of solid so that if the behavior of bureaucrats improved then the quality services of construction permit in integrated license service offices in Palu is improved. The strongest dimension in describing the variable of bureaucrats' behavior is visionary. Otherwise, the weakest dimension is productivity.

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**Keywords:** Bureaucrats' Behavior, Construction Permits

**Abstrak**

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*Penelitian ini berangkat melalui pentingnya masalah perilaku birokrat terhadap kualitas layanan izin konstruksi di kantor layanan lisensi terpadu yang belum dilaksanakan seperti yang dimaksudkan di Palu, hal ini ditunjukkan oleh perilaku disfungsional para birokrat*

*dalam memberikan pelayanan kepada pemohon. Izin konstruksi Teori yang digunakan Siagian menyatakan bahwa perilaku birokratik dalam dimensi efisiensi, efektivitas, produktivitas, kejujuran, otoritas, profesionalisme, kreativitas, inovatif, transparan, responsif, sensitif, antisipatif, dan visioner. Sementara itu, teori kualitas pelayanan Ndraha menyebutkan tentang kecepatan, akurasi, kenyamanan, dan kewajaran. Penelitian ini dimulai dengan mengidentifikasi dan merumuskan pernyataan masalah yang berkaitan dengan perilaku birokrat terhadap kualitas layanan izin konstruksi, dan menentukan tujuan dan manfaat penelitian untuk mencapai tujuan penelitian dan untuk mengukur pengaruh perilaku birokrat. Hipotesis dinyatakan berdasarkan paradigma penelitian yang akan diteliti dalam penelitian ini dengan menggunakan perancangan instrumen analisis statistik. Ini adalah penelitian kuantitatif dengan explanatory survey. Sampel diambil melalui cluster sampling di mana berdasarkan pengelompokan izin konstruksi (klasifikasi izin konstruksi) dengan alokasi proporsional. Data dikumpulkan melalui observasi, wawancara, dan kuesioner untuk mengetahui pengaruh perilaku birokrat terhadap kualitas layanan berdasarkan data yang dikumpulkan melalui responden yang dianalisis melalui kaedah model persamaan struktural. Efek ini termasuk dalam kategori padat sehingga jika perilaku birokrat membaik maka kualitas layanan izin konstruksi di kantor layanan lisensi terpadu di Palu membaik. Dimensi terkuat dalam menggambarkan variabel perilaku birokrat adalah visioner. Jika tidak, dimensi terlemah adalah produktivitas.*

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**Kata Kunci:** Birokrat; Izin Konstruksi

## INTRODUCTION

Basically every human being needs service, it can be said that service cannot be separated from human life. In every opportunity, people will always demand public services quality of the bureaucrats' duties, although public demand for quality services are often unfulfilled in line (Abdullah 2005) with expectations. Therefore, transformation is needed in field of public services through restoring customer service and customer in the real meaning.

Based on the survey result of Institute of Public Administration Makassar towards integrated services Office to the six provinces in Eastern Indonesia Region, which one of them is Central Sulawesi Province, which is represented by Palu in last three years. It generates society satisfaction index as follows:

Basically, services conducted by Integrated Licensing Services Office have not appropriate with the expectations of society. Since the policy applied in the form of local regulations on construction permit in Palu (Regulation No. 14 of 2000) about construction permits and dismantle buildings in Department of Spatial of Palu. It aims to organize, to regulate, to control and to monitor mechanism to arrange the building that will be established by society and legal entity/foundation.

However, the fact that since the policy enacted in Palu, there are many constructions do not have a construction permits based on data obtained in Spatial Department of about 17.627 or approximately 68.22%, either it is an old or new constructions, while the building that have construction permit is about 8.211 or approximately 31.78%. Government of Palu needs to anticipate the conditions to provide good policy solutions to the Agency or society who did not have permit in constructing buildings as an effort to provide learning in society in order to obey the policy produced by government, the society needs to have construction permit as a form document due to the arrangement of other institutions related to the document construction permit owned, thus the ownership of construction permit document is something urgent.

The high Percentage of the number of building owners who do not have the permission is indicated the difficult service they experienced. It is complicated because there is no certainty of cost and time. The lack of ability of the bureaucratic to respond and to cope with the conditions

resulted in job behavior of bureaucrats have not reach the maximum service level. Society expected that public bureaucracy provide a quick respond (Dwiyanto 2008). It is kind of situation where they do not want to be dissapointed by the ineffective and the reactive actions of bureaucracy.

## RESEARCH METHODOLOGY

Research methodology is a procedure performed in order to obtain data or information to gain answers of the research problems that have been proposed. Therefore, the determination of the following stages of research techniques used should reflect the relevance of the research phenomenon. The author stands to the realities that occur in the field, namely the behavior of bureaucrats in publishing the construction permits in Palu. Problems encountered in this research is the interaction between the authorities and society in processing and publishing construction permit as well as perspectives between bureaucrats and society in providing services.

The research used qualitative approach, as expressed by some experts that qualitative research methods is highly depend on the observation of human behavior and the environment. Qualitative orientation attempts to reveal the behavior of bureaucrats in delivering services and publishing construction permit to the society as completely as possible.

A qualitative approach is deemed more relevant and suitable because it aims to explore and to understand what is hidden behind the behavioral phenomena of bureaucrats in giving services as stated by Creswell (1998):

“Qualitative research focused on many methods, including an interpretive approach and the naturalistic to the subject matter. It means that qualitative researcher learns everything in natural environment, tries to understand or interpret phenomena according to the meanings given to the phenomena by the society. Qualitative research involves the use and collection of various materials empirically investigated case study, personal experience, introspective, life story, interview, observation, history, interaction, and visual text that describe problematic moment and daily life and individual meaning of life”.

Qualitative research is a research procedure that produces descriptive data in form of speech or writing where the behavior of people is being observed. The researcher can identify the subject and feel their experience in daily life through qualitative research.

To analyze sharply and focus, then the scope of this research is shown bellow:

- a) The importance of construction permits;
- b) The behavior of labor apparatus in providing services;
- c) The perspective of apparatus in releasing construction permits; and the applicant's perspective of construction permits;

Furthermore, since the integrated licensing service is very complex, therefore to answer problem statements, research objectives and advantages of the research. This research requires a design steps or procedures to be performed, methods, approaches and strategies to be used so that the researcher will able to answer questions as valid study, as objective, as precise as efficient as possible.

## RESEARCH RESULT AND DISCUSSION

### 1. Efficient Work Behavior

Efficiency of character job behaviors in this context is sensed by partnership between an employee and employees or harmonization of employee in performing services, division of work and authorities owned. If there is no cooperation in an organization then the work will not run well as expected. In integrating the licensing service office, work simplification carried out by the apparatus

should be guided from the efficiency of work itself in terms of working guidelines of the bureaucrats to provide service of construction permits that need to be done by considering some principles such as work planning, savings, simplification, merging and the elimination, as an effort to make the efficiency of the available resources.

Based on the findings in the field that the behaviors of apparatus from the usability aspects of behavior have not shown their efficiency, this is because the apparatus are more likely to do the task based on the duties and functions assigned to them therefore the creativity to do the job occupied is less efficient. When in fact desirable of the bureaucrats in running tasks and functions to society who need the service should always uphold the principles of how to do the job with the most convenient way without overthinking, the lightest way to work is to not use too much energy in completing the tasks likewise it is expected to work without spending a lot of time, and the last is working on an inexpensive principle that means the apparatus prosecuted to use many materials or waste in finishing work.

## **2. An Effective Work Behavior**

Basically, human being is the core of an organization. We mobilize the organization to grow and to develop. The behaviour of people who run the organization effectively and profitably will achieve the desired results. While the process, device or structure only helps the organization and the personnel are to be able to work effectively. Processes, structures and instruments belong to the organization only help the personnel to perform their duties, not replace it. Hence, if the bureaucrat's display inappropriate or dysfunctional behavior in organization, then the organization will be failed. The growth of organization depends on the existence of bureaucrats in an organization so the organization should be able to convince it, the bureaucrats who perform their duties and functions well is the bureaucrats who has an effective work behavior.

Meanwhile negative behavior in an organization based on interviews with the Head of KPPT Palu: it can be identified into several aspects such as: Firstly, personality of bureaucrats or come from within the individual itself. Secondly, the bureaucrats are treated unfairly. Thirdly, it is due to the external influence or the organization's environment. In this aspect, effectiveness is the ability to choose the goal or devices for achieving the goals set. Effectiveness is the result of making a decision to indicate the direction of bureaucrats that also called as the management effectiveness of leadership, which helps fulfill an organization's mission or goals.

Related to the work behavior shown by the bureaucrats in producing the construction permits based on the character of effective behavior and society's view has not operate effectively while the bureaucrats in implementing tasks and work more based on rules or technical implementation guidelines while in implementing the tasks and duties, the bureaucrats are based on rules or the guidelines technically therefore in processing construction permit document, societies tend to use the stakeholder in hopes it will be faster, easier, less requirements, although they must pay more fees.

## **3. Productivity of Work Behaviour**

Productivity is the goal of each organization, then efforts that lead to the achievement have to be done continuously. Quality is the most important element to increase productivity. It is inseparable from the aspect of competition. Productivity has five dimensions: efficiency, effectiveness, quality, service, and edge (competitive). By having the fifth dimensions, it is not easy to realize the view, there are many things to do. One of them is an understanding of human nature productivity, which means that the organization must be able to guarantee and to choose the right person with the right job and the conditions that allow them to work optimally.

One of the things that is very concerned with the productivity of work behavior performed by the bureaucrats in carrying out their duties and functions as an apparatus for providing services

to the construction permits of integrated licensing office of Paluis workplace quality's problem, it relates to the supporting facilities in providing services to the society.

The importance of work conditions that comprehensive and appropriate in order to support the productivity of work behaviour for the apparatus in an organization, basically motivated by the existence substances of work condition that imply productivity of work behaviour, absenteeism of working or can even cause job stress, which can ultimately affect the performance of the organization in executing service as a whole. In various studies, work condition is one of the factors that affect the level of job satisfaction.

Based on the productive behavior above, it can be said that the perceptions between customer and customer service caused by the different perspective in work situations. Actually, the bureaucrats must provide excellent services which mean to provide service to publish construction permit, the customer service have to satisfy the customer. The society who maintains construction permit application need to be served quickly and easily to avoid discrimination, while apparatus have to avoid any contrary actions to the existing rules, even they should avoid the actions which is contrary to Public Ethics principles, working the office hour and show the work spirit therefore work productivity can be achieved based on the duties and functions.

#### **4. Honesty Works Behavior**

In this study, the concept of honest apparatus is defined as a public trust, based on the results of a study of honest apparatus character. It shows that the various phenomena of the honest apparatus and the level of trust as well as the legitimacy of the bureaucrats (government) in public, these happened because of the bureaucrats are not able to put themselves as an institution who can protect and promote the needs and interests of public, in addition to the behaviors and practices of KKN (corruption collusion and nepotism) that occur within the organization has made the bureaucrats increasingly far away from the society and lead to decrease the level of public confidence in providing services. As the embodiment of honest apparatus' obligations in formal rules level produced by MPR decree number X1 / MPR / 1998 and Laws number 28 of 1999 about statecraft that clean and freefrom KKN (corruption, collusion, and nepotism).

Honest apparatus services in this study is defined as those who do not receive anything in doing their duties and functions of public service, responsibility of apparatus to serve the applicant of construction permit to increase the level of public trust to the bureaucrats, it is important for them to do their duties because it is one of the social capital in changing the image of the bureaucrats on the level of public trust. The meaning of public trust of the bureaucrats can be on individual, social and institutional levels.

Honest behavioral character in running the tasks and functions of the bureaucrats is closely related to the attitude and willingness of the apparatus to do the job by directing skills to work based on the procedures outlined by the leaders in order to provide service to the construction permit applicant accordance to the expectations of society.

Honest work behavior caused a proper and smooth work result that the time consuming of the work, the costs used, and the equipment will be well maintained, in addition to the honest work behavior can become a guarantee against the applicant of construction permit to trust the bureaucrats who has an unfavorable image. One of the aspects of work behavior becomes a guarantee to work well without causing negative effects is when the apparatus are able to show the honest work behavior.

There is different perception found in the honest behavior or bureaucrat in providing good services, it is the construction permission, where the bureaucrat state that the matter is related to the procedure and the requirement that have to be fulfilled by the applicant. In the other side, people think they ask for reward. They also expressed that this of situation should not occur in terms of services. Because it is a certain obligation to provide good services to the applicant of construction permits.

## 5. The Dignified Work Behavior

One of the aspects of the dignified work behavior in this research is concerning in the ethical aspects of services provided by the bureaucrats in the context of honesty behavior of the bureaucrats in giving construction permit service. Bureaucrats' ethics as a guideline that can be used by the apparatus in providing services to the public service. Service ethic to be above personal interests, groups, and organizations. Ethics of bureaucracy should be directed to the selection of policy options that truly prioritize public interest.

Ethics in public service can be seen through the point of honest as work behavior the bureaucrats provide to public. It must committed and respect the rights of consumers to obtain transparant, efficient, and the lack of certainty of service. The bureaucrats who have ethics can be reflect politeness and friendliness in dealing with public service users. Ethics also contains a moral element, while the moral characterized by rational, objective, selfless, and neutral. In providing services to the public, the bureaucrat do not take any actions that is aberrant and harmful to the other service users.

Based on the dignified work behavior, perception between public and the bureaucrats are inconsistent because of different views in interpreting dignity. In general, people appreciate to the apparatus that has position and title in the organization rather than staff services, as wellas the view of the bureaucrats which is the dignity can arise in organization because of the authority. But in fact, the dignity of the bureaucrats not only arise because of the authority but also based on apparatus' skill in providing services, the ability to give an explanation, and behave friendly and politely.

## 6. Professional Work Behavior

Based on the results of the research through identifying the professionalism of service orientation that is not work well. Good service system can be seen through the bureaucrats resources of KPPT for formal education as well as on aspects of technical skills acquired by technical training such as management services, financial management and excellent service training. The bureaucrat can do a good job and adapt well if they are trained. So that there will be fresh atmosphere appear in order to serve well the applicant of construction permit.

Dimensional of professionalism in providing services to the integrated licensing service office in Palu cannot be separated from the guidance and the directives given by the head to KPPT, based on the two principles of service as an attempt to understand and articulate the aspirations and demands of public service. The first is the bureaucrats should be able to provide services equitably to the people who need the services. The second is the bureaucrats must have competence in providing services.

Based on the professional behavior, the differences between public perceptions' as recipients of services and apparatus as service providers based on the behavior of the professional work, especially the capability to carry out the task where the public as a recipient of the service believes that in principle apparatus only do the job routine lyin giving services, it means that the level of education and experience are technically owned by the bureaucrats isirrelevant to the needs of service construction permit.

## CONCLUSION

The aim of publishing the construction permit is to do demolition, create harmony, confort and savety to the residence or to the environment. It is planned so that the aim is in line to the planning of spatial and the society obeys the policy of publishing the construction permits. The bureaucrat apparatus have not showed an expected behavior as people desired specially in doing the service. In

fact, the reality prove that the bureaucrat is not sympathy in providing the services they also have a very low response.

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Nawawi Natsir, M.Si  
Fakultas Ilmu Sosial dan Ilmu Politik,  
Universitas Tadulako,  
Palu, Sulawesi Tengah,  
Indonesia.