



## DIFFERENTIAL BEHAVIOR IN PUBLIC SERVICES: A CASE STUDY IN DRIVING LICENSE SERVICE

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**Abstract:** - The quality of public services is determined by the behavior between frontline bureaucrats or street-level bureaucrats (SLB) and the behavior of citizens (CTz). This article aims to describe: (1) the forms of behavior that emerge in the interaction between SLB with CTz, and (2) who are dominant actors in the interaction between SLB with CTz in the driving license service. By using a qualitative approach, namely observation and in-depth interviews, it was found eight forms of behavior from the interaction between negotiation styles of SLB with negotiation styles CTz. The behavior of the result of the interaction is then given the name *differential behavior*. Generally, the forms of differential behavior resulted in maladministration in the public services.

**Keyword:** Street-level Bureaucrats, Differential Behavior, Public Service Behavior

**Introduction:** Lipsky (1980) defines SLB as those public officials who are interacting directly with CTz in implementing public policies. SLB are important actors (Winter, 2002) and become important policy-makers in the implementation process (Lipsky, 1980). According to Lipsky, the similar behavior is caused by similarities in the structure and conditions of the work.

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Ethics or standards of behavior in the public sector are important political and public issues for every country, which is always held as a fundamental prerequisite for "good behavior" (good governance) (Musaraj, 2010: 11-21). Accordingly, Lipsky (1980) argued corruption in street-level bureaucracy is a violation of any of the ethical codes of conduct.

Lately most citizens and public officials have realized the need for a paradigm shift in the public service, from controlling to servicing approach. These changes are expected to affect quality of services in frontline bureaucrats (Hasniati, 2008). If previously the front-line bureaucrats more devoted to the principal or supervisor, through the change slogan, the civil

servants can also transform to public servants. Devotion to the people will produce a better quality of public service in accordance with the will of the people. This is in line with the value in idea of New Public Service (NPS) (Denhardt and Denhardt, 2003) which is based on the concepts of democracy, citizen and citizen participation as an essential precondition for democratic governance. These conveyed two distinct concepts are named government and governance, which are interrelated in the local public service delivery and quality improvement process.

In the NPS perspective, citizen are expected to participate in public service, from planning process through to evaluation of public service delivery. Thus, the service provide should meet the needs of the community and considered that it was time empowered citizens in public service, because the owner is a real public service community, so that people no longer considered a "customer" but as "Citizens" (Denhardt and Denhardt, 2003).

In order to ensure this change, the Government of Indonesia released a policy which aims to improve the quality of public services. The policy was proposed by the Ministry of Administrative and Bureaucracy Reform regarding guidelines for delivering of public services. These guidelines aims to accelerate the realization of good governance which promotes following principles: transparency, accountability, conditional, participatory, equal rights, the balance of rights and obligations, procedures simplicity, clarity, certainty of time, accurate, security, and responsibility. In practical perspective, this policy requires all levels of service bureaucracies to develop a public service standards, which must be made by promoting democratic values, so according to the demands and needs of citizens.

However, although public service standards have been made referring to democratic principles, it does not mean that the quality of public services will automatically be better. It is strongly affected by the ethical behavior of SLB

as executor in the field and Ctz as service users. Interaction among actors indirectly shapes quality of public services. Thus, no matter how well a rule or standard of public services has been made, but if it is not supported by the good behavior of the SLB and CTz, will be difficult to improved the quality of public services.

Accordingly, this study proposes following research questions:

1. How the forms of behavior that emerge from the interactions between SLB and Ctz in public services?
2. Who are dominant actors in the interaction between SLB with Ctz in public services?

**Research Methods:** This research was conducted at the office of the driving license service in South Sulawesi. The informants of research are citizens who applied for new driver licenses and the police officer of serving the citizens. In order to examine those research questions, this study was conducted with qualitative approach. The study examined interaction between SLB and Ctz in drive license services in Makassar City. The data was collected through indepth-interview, study documentation, and observation of the phenomena that appear in the interaction between SLB and CTz.

### **Results**

**The forms of behavior in the interaction between SLB and Ctz:** This study identifies characteristic behavior in interaction between SLB and Ctz in driver license services in Makassar. The characteristic behavior named as differential behavior in public services which is a general trend that may occur simultaneously and overlapping (mutually all inclusive). The following paragraphs elaborated eight forms of differential behavior in public services.

*First, opportunism behavior.* This form of behavior occur from the interaction between SLB with Ctz when SLB trying to taking self-advantage form a person who does not know how to apply driver license – mostly from uneducated persons – and or a person does not have time to go to police station to apply and

take a test for driver license. Utilizing citizens and earning money from them for personal profit is defined as opportunism behavior.

*Second, the superior behavior.* Superior behavior occurs when the SLB use their authority for personal gain by applying strict rules (which actually really making it up). The bureaucrats pretend to implement service procedures properly to deceive citizens. As the holder of authority and resources, the front-line bureaucrats can refuse, blame, complicate, and even impose their needs upon the citizens. If the citizens do not have enough experience in dealing with the bureaucracy of service and have a powerful connection with high level bureaucrats, they can easily be "stuck", so it may result high cost consequences to get their driver licenses.

*Third, playing ignorant behavior.* This behavior refers to an intentional relinquishment for services behavior as delaying service tactic which is done consciously by SLB. In field observations also revealed that the behavior of neglect often occurs especially in serving citizens when the driver license applicants apply driver license by their self without SLB's help with extra money and do not provide extra money (bribe) the SLB. SLB always regard such action as a "trial balloon". It means that SLB keep to play ignore the driver license applicants until they insist the SLB with bribe or asking help from their relatives who have connection with high level bureaucrats or police officers.

*Fourth, the broker behavior.* The SLB employs this kind of behavior somewhat due to difficulty of the procedure to be followed by the Ctz in applying driver license. As result, some applicants are trying to find a shortcut through brokers. SLB which behave as brokers basically similar to that opportunism behavior but they are different in terms of their role in utilize their authority. The brokers are mostly standby around entrance and waiting for a person who wants to apply driver license and may need "shortcut help". The opportunists wait in the counter where the applicant will meet them in

applying process. Both of them get involved directly to escort the applicants through all counters. In addition, they wear uniform as similar as all bureaucrats or police officers.

*Fifth, the resistance behavior.* The type of behavior carried out by applicants who want to follow appropriate procedure to get driver license, especially taking theory and driving tests. The interesting thing that this kind of behavior is mostly done by educated citizens who do not want to collude with officials. This sort of behavior can have an great impact on improving public services. This study expects that when Ctz dare to deny SLB's requests to do bribe or help with brokers, then SLB behavior will gradually change to be better quality of service.

*Sixth, short cut behavior.* There are two types of citizens who tend to behave short cut behavior. First, license applicants who are busy in their daily work so do not want to follow all procedures. Second, applicants who have financial capability and enjoy dealing with brokers to get their driver license easily without taking any tests. In this condition, this study found that the brokers intentionally "maintained" by the SLB to gain extra money.

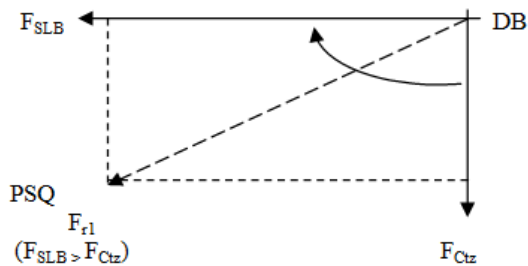
*Seventh, the behavior serves.* The behavior is a form of behavior serves a functional differential. That is, that the SLB which behaves as a commitment to provide the best possible services to the public in accordance with tufoksinya (duties and functions) based on the rules and procedures that have been established. SLB who behave like this tend to interpret service as the implementation of rules, Serving means treating a person as it is, genuine, sincere, and selfless. While members of the community who came also to see that the services to be acquired is a right as a citizen, so he felt deserved to be treated and served well. But people also realize that in order to be treated properly it is necessary to meet all requirements and procedures well.

*Eight, special treatment behavior (customization).* The SLB who behave this behavior tend to interpret the service as a duty of the employer, although if there is a requirement that not be met. They try to satisfy the superiors and take a credit as a diligent and good officer. In this condition, the SLB tends to violate legislation and prioritizing superiors' orders. In fact, they also often have to make sacrifices to liberate the parties concerned of the obligation to pay certain costs. In addition, there is also a special treatment not because of orders from superiors, but of their own accord from SLB. SLB who behave like this tend to interpret services rendered as a form of "exchange", meaning SLB serve well the people are "special" because the person is considered to perpetuate negative practices in the service that is held. By providing special serving to the "special" is, SLB hopes that they will no longer be critical of the behavior of existing services. While the parties were served special, be felt indebted.

**Dominant Actors of Differential Behavior:**

This study identifies forms of differential behavior in public services looks like a "deal" between buyers and sellers, whereas the SLB acts as seller and Ctz performs as service buyers. However, in reality, not all SLB have above kinds of behavior because there is also some SLBs have high commitment in serving behavior.

As seen in unfair transaction process, in terms of interaction between front-line bureaucrats with citizens in the public service, there is the beneficiary and any disadvantage party. It merely depends on how the negotiations process conducted by both actors. In one condition when negotiating style is controlled by SLB, then the SLB likely gain benefit rather than citizens. In this condition, the SLBs perform favorable behavior groups include: opportunism, superior, neglect, and as a broker. Visualization of attractive forces as can be seen in the following figure 1:



*Caption:*  
 DB, *Differential Behavior*  
 F<sub>SLB</sub>, *Negotiation Style of SLB*  
 F<sub>Ctz</sub>, *Negotiation Style of Ctz*  
 F<sub>r1</sub> (F<sub>SLB</sub>>F<sub>Ctz</sub>), *Resultant force 1 (Negotiation style of SLB greater than negotiation style of Ctz)*  
 PSQ, *Poor Service Quality*  
 -->, *Direction of the force differential behavior*  
 ↪, *Greater pull force negotiations to SLB.*

Figure 1. Direction Model Differential Behavior by Dominant FSLB (Existing Model)

The figure 1 provides information that if SLB dominant, then this means that Ctz powerless against SLB behavior. In the reality on the ground, helplessness like this especially in the face of superior behavior SLB who want to apply the rules according to Ctz driving test as something corny, as well as an attempt to ensnare Ctz into deviant behaviors, such as bribing officials, short cut, and so on.

However, in another condition when behavior is dominated by Ctz in which tends to benefit Ctz. The form of differential behavior regarding this situation, namely resistance behavior. Visualization of attraction negotiation style dominated by Ctz can be seen in the following figure 2:

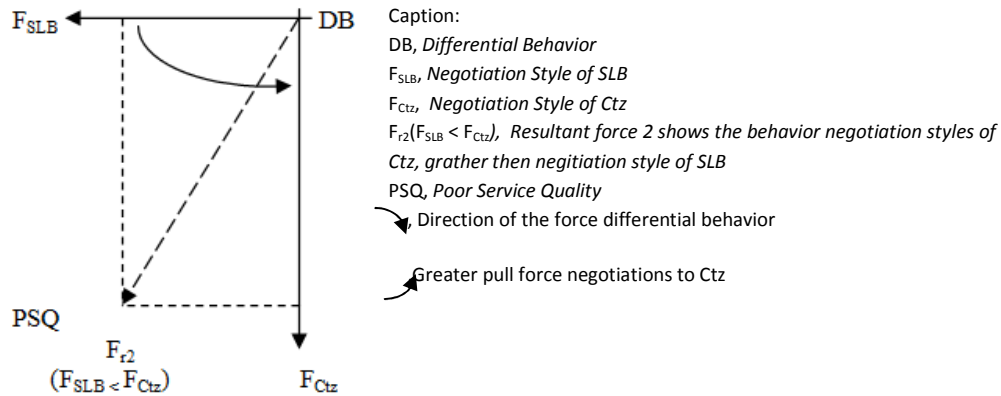


Figure 2. Direction Differential Behavior Model by Dominant FWM (Existing Model)

Both models provide information that if the differential behavior is dominated by one party of actor interaction, the emerging trend is deviant behavior. This means that the differential behavior can lead to blurring of predetermined rules. Even if so, there is a differential behavior which is dominated by Ctz that expected to have an impact on improving the quality of services in driver license service in Makassar. This differential behavior refers to the behavior of the resistance. In terms of nomenclature does look a little less elegant, but basically the behavior can be constraining for SLB behaviors that tend to deviate from the rules.

Nevertheless, it does not mean that if citizens act as the dominant party in public service then it

service would be good because when it is dominated by the behavior of the Ctz then will tend to behave in short cuts behavior. If this happens, the rules and procedures in the public service will be ignored. Because Ctz tend to perform short cuts through brokers or bribing officials which means that the rules and procedures are no longer adhered to by both actors interaction.

**Recommended Model**

If the differential behavior is dominated by one of the actors of the interaction, the public service can not satisfy everyone, because there are those who feel aggrieved. Thus, what is needed is the ideal behavior indicates equality between SLB as Ctz as a service and service users.

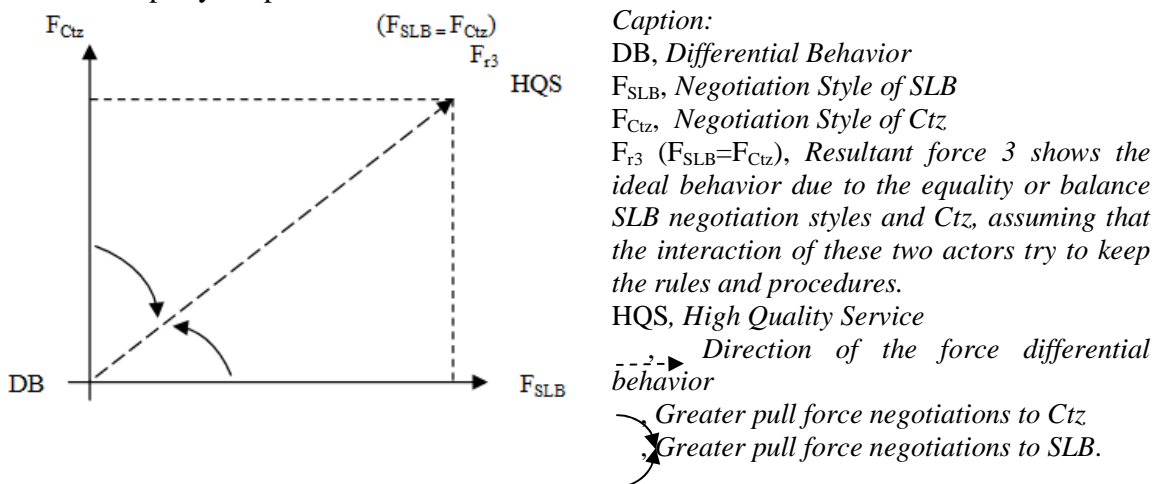


Figure 3. Direction Differential Behavior Model Indicates Ideal Behavior

Figure 3 above proposes a model that is the direction DB midline (Fr3) or reach the ideal point as the ideal form of behavior in the public services, with the assumption that the DB that arise from the interaction of SLB and Ctz did not harm any of the parties concerned in the public services (be it SLB, Ctz and institutions). Seen in the figure, interaction of two actors (SLB and Ctz) are both trying to reach the mid-point, as revealed in the direction of the arrow that leads to the ideal point. This could happen if the actors have a common awareness of the interaction (mutual awareness) to comply with the applicable rules and procedures. It is expected that the negative behavior (deviant behavior) were taken either by SLB and Ctz should be sought can be turned into positive behaviors. So therefore, it appears later in the field is generally the behavior serves.

**Conclusion:** The author argues that essentially negative behavior displayed by SLB can be converted into positive behavior, because in principle, every human being is good, just situation that often makes people obey the principle or violate the rules. Therefore, in order to make conducive environment for good public service, the SLB should carry out their duties properly and responsibly.

Various measures can be done to change negative behavior into positive behavior of the SLB include the following:

1. Service standards should be clear and binding on all parties concerned. Standards of care should include: procedures, service time required, costs, procedures, and service procedures.
2. Recruitment system should be improved, especially the graft should be removed in the acceptance of civil servants so that they are accepted as a public servant who truly capable.
3. Moral and ethics need to be fixed such as through the implementation of the code of ethics expressly, internalizing the values of honesty or through the provision of training

in how to provide good service, how to smile and say hello to the nice people, etc.

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