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The Influence of Bureaucrats' Communication Behavior on Performance of Metro City Government

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ABSTRACT: As an autonomous region, Metro City is committed to running regional government effectively. Government performance is a measure of the success of regional government. Bureaucrats' communication behavior is a variable that can influence local government performance. Pre-surveys conducted within the Metro City government gave an impression of the government's performance, including a lack of effective communication, low knowledge and work skills, an inappropriate understanding of the roles and functions that bureaucrats must carry out, familiarity with forms of instructional communication, and differences in perceptions about provisions. who is guided. This research aims to determine the influence of bureaucrats' communication behavior on the performance of the Metro City government by analyzing the components that surround it through the dimensions of communication effectiveness, empathy, knowledge, skills, and work motives of bureaucrats. The research method uses a survey method with quantitative and qualitative data. Determination of the sample using stratified proportional random sampling. Field data was collected through a questionnaire instrument. The research results show that the communication behavior of bureaucrats in the Metro City government has a significant influence on its performance. Bureaucrats' communication behavior is reflected, among other things, in communication effectiveness. Communication is the central point of strength that unites so that there is coordination, unity, and action that moves towards the vision and mission. The easiest way to create effective communication from the research results obtained is by transferring ideas clearly so that the message conveyed is captured by bureaucrats in the same way as it was sent.

KEYWORDS: communication behavior, bureaucrats, city government performance

I. INTRODUCTION

Regional autonomy provides freedom for regions to manage their own regions with the aim of providing the best possible service to the community. In its journey, autonomy has given rise to various influences, including implications for the communication behavior of bureaucrats, which are characterized by differences in viewpoints and perceptions and have even given rise to miscommunication between bureaucratic officials, including working relationships between work units in regions, which is partly due to weak communication between bureaucrats in unifying perceptions about the true meaning of regional autonomy.

Research by the LAPERA Foundation raises problems in implementing autonomy, including recommending reforming the attitudes and behavior of the bureaucracy with a spirit of service and making the bureaucracy a community service organization (2000:213). Bureaucratic behavior has a significant effect on local government performance. The problem is that the significance of this relationship is rarely studied in depth in relation to communication, while communication behavior is stated as a way to achieve effectiveness in the workplace. As stated by Magnet (1992: 97–98), one of the best ways to achieve effective communication in the workplace is to communicate appropriately through testing communication skills regarding the process of transferring meaning, which includes: 1. sender, 2. message, 3. medium, 4. receiver, and 5. interpretation given to the message. Another statement was made by Cane (1998: 67) that the process of transferring meaning in communication is carried out in two directions because listening is as important as speaking. Linked to bureaucratic behavior in the administration of local government, Magnet and Cane's statement makes it clear that communication is an effective way to achieve organizational success through reciprocal interaction to obtain a common meaning.

Another phenomenon that disrupts local government performance is work methods and procedures that tend to be slow, rigid, low productivity, feudal, patrimonial, and traditional in nature. There is still frequent overlap in carrying out the tasks and functions of work units, agencies, and agencies, as well as between departments of local government, and the quality of services is low (Syarifuddin and Zulkarnain, 1996: 10; Indrawan, 1997; Tjiptoheriyanto, 1996: 14). Such a portrait of regional conditions could give rise to various problems in creating good government. The image of inefficiency, high economic costs, and miscommunication for officials and society is inevitable. Astriani's research in the Metro City government in 2013 found that in bureaucracy, namely, (a) lack of commitment, (b) lack of resource competence, (c) feudal culture, (d) permissive culture, and (e) bureaucratic resistance (http://digilib.unila.ac.id/303/), Based on the circumstances previously mentioned, it can be assumed that research on the influence of bureaucrats' communication behavior on local government performance needs to be studied in more depth.

II. LITERATURE REVIEW

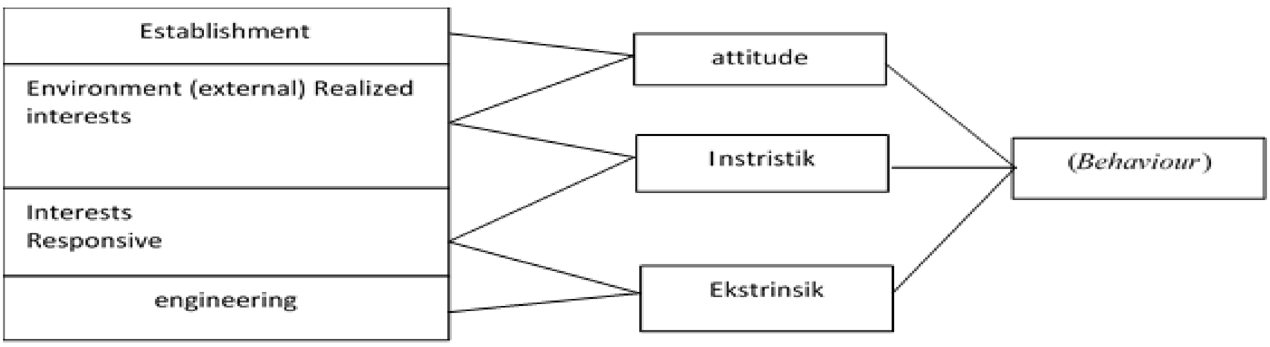
A. Bureaucratic Communication Behavior

As a regional government bureaucrat, each person must also have the ability to be selective in communicating through the choice of symbols, ways of thinking, and recalling information that has been received, because in various communication processes, the abilities, skills, and signals and symbols used by the communicator, knowing how effective Whether or not a communication is carried out is largely determined by the ability and professionalism of the communicator; in this research, the communicator is a bureaucrat. The above explanation is reinforced by Tylor (in Garna, 1996: 157) in relation to the anthropological perspective, which states that human behavior is a form of culture, as in the following statement:

Culture, or civilization, in its wide ethnographic sense, is that complex whole that includes knowledge, belief, art, morals, law, custom, and any other capabilities and habits acquired by man as a member of society

In general, culture is formed through two processes known as "pre-scriptive (ascriptive), called acting patterns, and "learning process," called demonstration patterns. Ndraha (1999:65) suggests that the concept of behavior is operationalization and actualization and a person's attitude or a group towards a situation and environmental condition (society, nature, technology, or organization), while attitudes are not yet a manifestation of the operationalization and actualization of the establishment. Ndraha (1999:65) further added that it is not only conscious interests that can influence the formation of attitudes and a person's behavior; the external environment also influences it. The behavior that arises in this relationship is a spontaneous response (reflex movement) to these conditions.

There are also behaviors that occur not because we are conscious of them and also not as a response to the environment, but just happen, drifting along with the environment. Furthermore, there is behavior that is created (engineered) from outside towards goods, especially commodities, so that they appear to behave. Of course, the latter two behaviors are extrinsic, as shown in the following picture:



The picture above is adopted from a model of behavior that is influenced from outside and interests that are realized from within, as stated by Ndraha (1997:37). The picture shows that initially behavior is still incidental, shallow, and easy to change; it still depends on developing situations and conditions and is still weak, but after having a certain pattern that is considered appropriate to conscious interests and conditions that come from outside, behavior is formed firmly in the sense that it has its own pattern.

Based on this understanding, awareness grows within humans, which is influenced by stimuli from outside and from within themselves. Talking about stimuli cannot be separated from the stimulus-response and reinforcement theory, which was first put forward by Hovland, Janis, and Kelly (in Mar'at, 1981:26), which assumes that "changes in attitudes that are visible through behavior are very dependent on the quality of the stimuli that communicate with the organism ".

The statements of Hovland, Janis, and Kelly above can be analogous to bureaucrats as communicators (sources) who will determine the success of changing behavior through changing attitudes if the bureaucrat has credibility, leadership, and communication style. The stimulus referred to in the bureaucratic environment is stimulus related to praise, reward, or punishment, while work challenges are in the form of responsibility, competition, victory, championship, honor, and so on. Based on the opinion above, it can be stated that behavior change is generally initiated by changes in individual attitudes and is identical to the learning process, which includes three variables supporting the learning process: (1) attention; (2) understanding; and (3) acceptance. In the process of changing behavior, an individual's attitudes will and can change. This means that the change itself is also influenced by the elasticity of attitudes held by the individual concerned. Conditions for this change will be created when the stimulus provided is able to effectively change attitudes in terms of communication regarding how to communicate effectively so that it is able to convince the communicant by providing stimulus as stated by Mar'at (1982:28) through:

(a) providing argumentative arguments with touching appeals; (b) reliable sources of relevance; (c) the way the presentation is delivered using communication techniques.

The theory of acceptance and rejection put forward by Sherif and Hovland (in Mar'at, 1982:31) is that:

Acceptance is a change in attitude from a decision that leads to the expected goal, while rejection is a change in attitude from a decision that moves away from the initial attitude held.

Attitudes of acceptance and rejection are basically the beginning of behavior formation because they are based on the assimilation-contrast theory approach (acceptance-rejection theory) developed by Sherif and Hovland (1961), which was later revised by C.W. Sherif-Sherif and Negergall (1965). They state that after changes occur in attitudes, whether positive or negative, they are operationalized in the form of behavior, all of which cannot be separated from social considerations (social judgment) and the formation of a reference scale that will be adjusted and equated with the individual's concepts.

Meanwhile, explaining bureaucratic behavior cannot be separated from the components that underlie individual behavior and organizational behavior, namely the existence of mental impulses that influence organizational behavior (persons who lead or provide services) and behavior that has become the standard for an organization. The components underlying organizational behavior are always related to activities and people who have interests and expectations, as stated by Hicks & Gullet (1996: 103). that "formal organizations are like vehicles for the interests of many people in achieving their goals".

Emmert (1989:93–94), in his article entitled "Philosophy of Measurement" in the book "Measurement of Communication Behavior" suggests several indicators that can be measured through communication behavior, namely: (1) measurement of observed phenomena; (2) measurement of unobservable phenomena". Variables that can be measured according to Emmert are all symptoms that arise and can be observed, while variables that cannot be observed but are very influential include phenomena: (a) attitude; (b) intelligence (intelligence); (c) meaning (understanding); (d) personality (individual); and (e) listening (listening ability), all of which are described by Emmert in the form of the following midtvariate model:

The communication behavior measurement model proposed by Emmert above can be applied to measuring bureaucrat communication behavior because several elements and sub-variables are identical and belong to bureaucrat behavior. By using the Emmert model of communication behavior measurement to examine the behavior of bureaucrats, the theoretical assumptions are obtained that people will behave negatively towards things they react negatively to, and vice versa, individuals will behave positively when they react positively to something. Thus, a person's behavior will be determined by their initial attitude toward something. This statement was put forward by Emmert (1989:96) as follows:

People behave negatively toward things about which they have negative atti-tude and that they behave positively toward objects about which they have a positive attitude. In at addition, there is a theoritical assumption that people make positive statements about attitude objects towardwhich they feel positively and negative statement about attitude objects toward -which they have negative attitudes.

B. Bureaucratic Communication Behavior

In government administration, public bureaucratic performance assessments are very rarely carried out, in contrast to business organizations, whose performance can easily be seen from profitability, which is reflected in the stock price index on the stock exchange. Meanwhile, the public bureaucracy does not have clear benchmarks, and information is not easily obtained by the public.

Limited information regarding the performance of public bureaucracy occurs because performance is not yet considered an important matter by the government. The unavailability of information regarding indicators of public bureaucratic performance is evidence of the government's lack of seriousness in making public service performance an important policy agenda. The government's treatment of the bureaucracy often has nothing to do with its bureaucratic performance. Another difficulty in assessing the performance of the public bureaucracy arises because the goals and missions of the bureaucracy are not only very vague but also multidimensional. The fact that the bureaucracy has many stakeholders, whose interests often conflict with each other, makes it difficult for the bureaucracy to formulate a clear mission. As a result, organizational performance measures in the eyes of stakeholders vary. However, there are several indicators that are usually used to measure the performance of public bureaucracy, as stated by Agus Dwiyanto (2002:48–50) below:

1. Productivity: The concept of productivity not only measures the level of efficiency but also the effectiveness of services. The concept of productivity was deemed too narrow; therefore, the GAO (General Accounting Office) developed a broader measure of productivity by including how much public services have the expected results as one of the important performance indicators.

2. Quality of service: Issues regarding service quality are likely to become increasingly important in explaining the performance of public service organizations. Many negative views about public organizations arise due to public dissatisfaction with the quality of services received by the public. In this way, public satisfaction with service quality can be used as an indicator of the performance of public organizations. The main advantage of using community satisfaction as an indicator for assessing performance is that information regarding community satisfaction is easily and cheaply available, often obtained through mass media or public discussions. As a result, access to information regarding public satisfaction with service quality is relatively high; therefore, it can be used as an indicator to measure performance that is easy and cheap to use.

3. Responsiveness: It is the organization's ability to recognize community needs, set service agendas and priorities, and develop public service programs in accordance with community needs and aspirations. In brief. Responsiveness here refers to the alignment between programs and service activities with the needs and aspirations of the community. Responsiveness is included as a performance indicator because responsiveness directly describes a public organization's ability to carry out its mission and goals, especially to meet community needs. Low responsiveness is indicated by a misalignment between services and community growth. Organizations that have low responsiveness automatically have poor performance.

4. Responsibility: explaining whether the implementation of organizational activities is carried out in accordance with correct administrative principles and organizational policies, both implicitly and explicitly. Therefore, responsiveness may, at some point, clash with responsiveness.

5. Accountability refers to how much the policies and activities of public organizations are subject to political officials elected by the people. The assumption is that because political officials are elected by the people, they will always represent the interests of the people. In this context, the concept of accountability is used to see how much a public organization's policies are consistent with the will of the people. Performance is not only assessed by internal measures but also external ones, such as the values and norms that apply in society. A public organization's activities have high accountability if they are considered correct and in accordance with the values and norms that develop in society.

To determine government performance, it is necessary to assess the effectiveness and efficiency of government administration, which can be measured through the achievement of results or goals, the implementation of functions, and vision orientation. Rue and Byars (in Keban, 1995: 1) argue that:Performance is the level of achievement of results or achievement of organizational goals."

Performance is useful for assessing the quantity, quality, and efficiency of implementing government tasks in carrying out service, protection, and empowerment functions, as well as the work motivation of government officials.

Measuring government performance is not enough just to assess indicators attached to government administration, such as work efficiency and effectiveness; it must also be observed from indicators attached to service users, such as service user satisfaction, apparatus accountability, and responsiveness. Performance assessment from the side of service users is very important because the government often uses monopolistic authority so that service users do not have alternative sources of service. When the services provided by the government do not satisfy customers, service users cannot do much because they have no other choice, so people who are satisfied or dissatisfied are forced to accept what is.

The fundamental difficulty in assessing government performance is that it is hampered by the still unclear vision and mission of the government bureaucracy, which is also caused by the government's goals and missions being too multidimensional, making it difficult to assess. On the natural side, the government, as a public servant, also experiences difficulties in formulating a clear mission. As a result, the size of government performance in the eyes of the public also varies.

Measuring government performance is carried out through the accountability of government officials for the implementation of their duties, roles, and functions. Responsibility, according to Herbert J. Sapiro (in Ndraha, 1997:70), is:

Accountability, cause, and obligation The measurement of government performance in this research was carried out using indicators of service quality, responsiveness, and accountability.

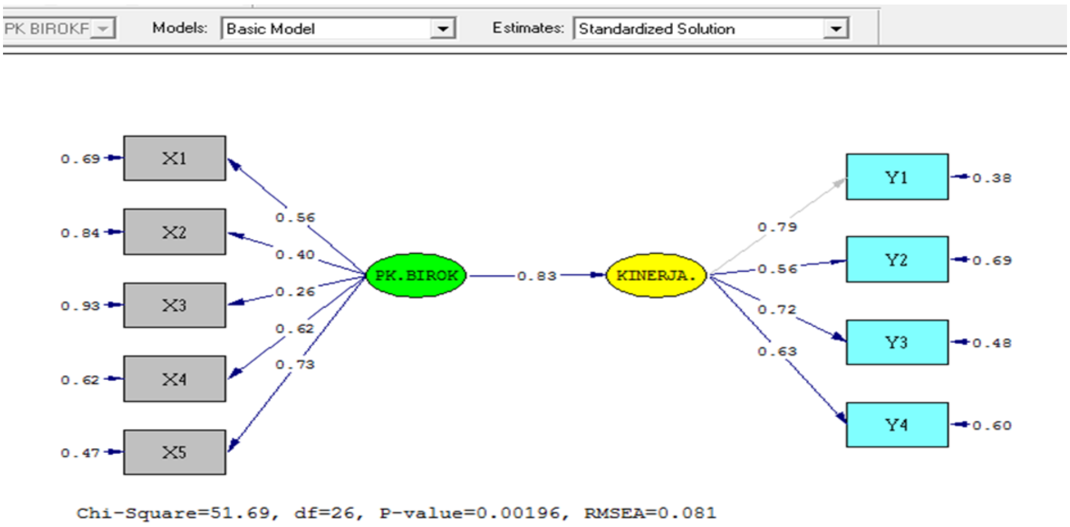
III. RESEARCH MERTHOD

The research is an explanatory survey in an effort to collect information from respondents who are samples using a questionnaire. This research aims to test rational answers for the purpose of explaining the phenomenon that is the research problem. The analysis technique used is a quantitative and qualitative analysis technique. Saefullah (1993:4) suggests that analysis at the micro level based on field research needs to be supported by quantitative and qualitative data, so to control qualitative information, quantitative information is needed, while to clarify the data Quantitative information requires qualitative information.

There are two variables, namely the independent variable, namely bureaucrat communication behavior (XI). The dependent variable is the performance of the Metro City government (Y). The population of this study were all Metro City government bureaucrats, consisting of group II, III, and IV bureaucrats. The hierarchical characteristics of such a population can be determined by using a stratified proportional random sampling technique.

The types of data obtained from this research are quantitative data and qualitative data. The source of the quantitative data was taken from research respondents who were collected through a questionnaire by specifying five alternative closed answers. Through documentation studies and in-depth interviews, researchers collected qualitative data. The analysis of the data used to test the research hypothesis was carried out using a quantitative approach, which will reveal the magnitude of the influence of one variable on other variables, both direct and indirect, using statistical tests.

IV. RESULTS AND DISCUSSION



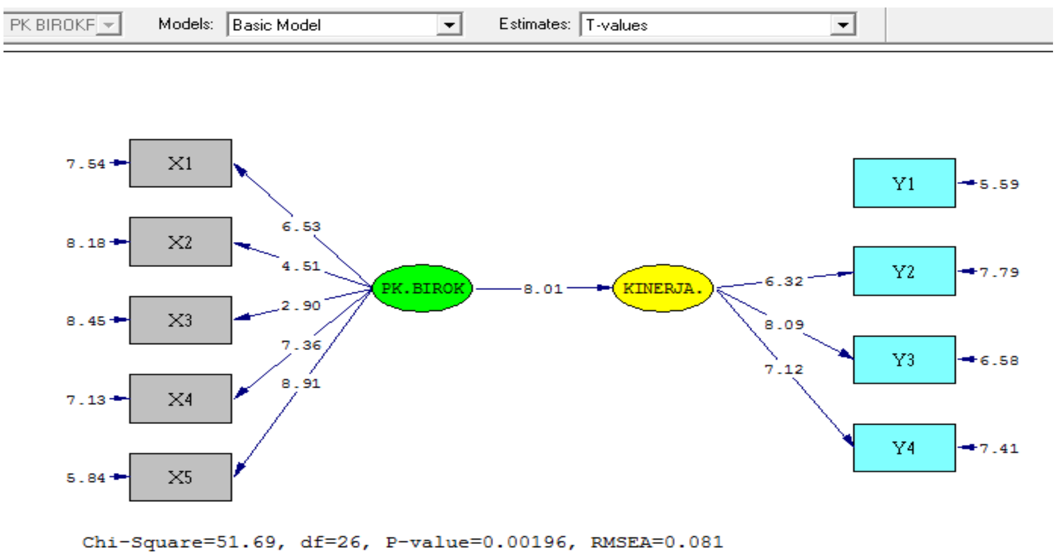


Figure 1. Test the causality relationship with the LISREL program.

The Influence of Bureaucrats' Communication Behavior on Performance of Metro City Government

Based on the data above, Figure 1 shows the results of the path coefficient test of the influence between the bureaucrat communication effectiveness variable and the Metro City government performance variable of 0.56. This test result is greater than the table price, namely, 6.53 > 1.64. The path coefficient test result of the influence between the empathy variable and the Metro City government performance variable is 0.40. The result of this test is greater than the table value, namely, 4.1 > 1.64. The path coefficient test result of the influence between the knowledge variable and the government performance variable is 0.26. The result of this test is greater than the table value, namely 2.90 > 1.64. The result of the path coefficient test of the influence between the skill variable and the government performance variable is 0.62. This test result is greater than the table price, namely 7.36 > 1.64. The path coefficient test result of the influence between the work motive variable and the government performance variable is 0.73. This test result is greater than the table price, namely 8.91 > 1.64. The results of the path coefficient test of the influence between bureaucrat communication behavior variables and Metro City government performance variables are 0.83. This means that the influence of bureaucratic behavior is 83% on the performance of Metro City government.

Meanwhile, regarding the influence of government performance, the results of the path coefficient test of the influence between the service quality variable and the government performance variable are 0.79. The results of this test are greater than the table price, namely 8.91 > 1.6. The results of the path coefficient test of the influence between the responsibility variable and the performance variable government are 0.56. The results of this test are greater than the table price, namely 6.32 > 1.64. The result of the path coefficient test of the influence between the responsiveness variable and the government performance variable is 0.72. The result of this test is greater than the table value, namely 8.09 > 1.64. The result of the test coefficient of the influence path between the accountability variable and the government performance variable is 0.63. Test results This is greater than the table price, namely 7.12 > 1.64.

Furthermore, it can be seen that the influence of bureaucrats' communication behavior on the performance of the Metro City Government is r (correlation coefficient) 0.83, which means the derermination coefficient (R2) is 69%. Therefore, the variable Bureaucrat Communication Behavior on Metro City Government Performance has a positive effect of 0.83, and the t-test result is 8.01, or the t-value. This shows that bureaucrat communication behavior variables have a significant effect on the performance of the Metro City government. If the communication behavior of bureaucrats is higher, the performance of the Metro City government will increase.

Overall, the influence of bureaucrats' communication behavior (communication effectiveness, empathy, knowledge, skills, and work motives) on the performance of Metro City government is significant. This strengthens the opinion of Emmert (1989), which states that communication behavior can be measured by the factors that determine the success of an organization in achieving its goals. Metro City government performance is significantly influenced by bureaucrats' communication behavior. Bureaucrats' communication behavior is reflected, among other things, in their communication effectiveness. Communication is the central point of strength that unites so that there is coordination, unity, and action that moves towards the vision and mission. The easiest way to create effective communication from the research results obtained is by transferring ideas clearly so that the message conveyed is captured by bureaucrats in the same way as it was sent. Based on the results of interviews with the secretary of the youth, sports, and tourism department, it was revealed that communication carried out, especially in discussions, was carried out based on research before being submitted so that based on existing data, a decision could be made.

An interview with the secretary of the education and culture service also revealed that in terms of policy, there is always socialization in the community, such as highlighting the zoning system in accepting new students. Socialization and dialogue are carried out not just once but many times so that a common view is achieved between the school, education, culture, and the community.

V. CONCLUSIONS

Based on the research results, it was concluded that the communication behavior of bureaucrats in the Metro City government had a significant effect on the performance of the Metro City government. Bureaucrats' communication behavior is reflected, among other things, in the effectiveness of communication. Communication is the central point of strength that unites so that there is coordination, unity, and action that moves towards the vision and mission. The easiest way to create effective communication from the research results obtained is by transferring ideas clearly so that the message conveyed is captured by bureaucrats in the same way as it was sent. This fact strengthens the opinion of Emmert (1989) and Cane (1998), who stated that communication behavior can be measured by the factors that determine the success of an organization in achieving its goals.

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