

Examination of Housing and Settlement Issues in Indonesia

Baidi Ahma

Institute of Public Administration
Jakarta
Indonesia

ABSTRACT

This work examines the issues of housing and settlement in Indonesia. Data were collected in March-April 2014 using the method: observation, interviews and focus group discussion. Data Analysis is using structural equation modeling analysis (SEM). The results showed that: (1) Serving Leadership has a significant effect on the government performance in the resettlement case. (2) The apparatus behavior has a significant effect on the government performance in the resettlement case (3) both serving leadership and apparatus behavior jointly affect to the service performance. The research implications are the application of serving leadership and the improvement of bureaucratic behavior which is very important to improve the government services performance in the resettlement case.

Introduction

The government is responsible to improve the people welfare through the provision of public services. Housing and settlement is one of the needs for people as a government concern - in Jakarta. Nowadays, Jakarta is facing the problem of house shortage needs (backlog) that reached 700 thousand homes in the ten year period, or about 70,000 homes each year. On the other hand, its fulfilment has faced the problem of land limitations, so for many people, especially low income people who do not have access to land- is forced to live in the un-proper area habitable. Most of this population occupies the banks of rivers and reservoirs. Currently, most population is residing in slum areas as much as 144 070 households. They survive without the support of adequate housing facilities and often face problems when flooding occurred in Jakarta. To organize slum and anticipate flood, Jakarta Provincial Government has implemented policies and programs Jakarta Urgent Flood Mitigation Project (JUFMP) and a Resettlement Policy Framework (KKPK). Both activities aim to help people, especially for low-income people to obtain decent housing.

One of the activities carried out by the government is poor residents could be relocated from the banks of rivers and reservoirs to some flats (public housing). The flats or apartments are built and managed Jakarta government, so the people who need housing in high-rise apartments have to deal with government bureaucracy. This condition causes the dependence of citizens to the performance of the government bureaucracy. If the performance of bureaucracy is good and productive, it will have an impact to the citizen's

satisfaction and vice versa. Performance in the government bureaucracy on relocation services is really depended on the role of leader. Governor as the leader of the government bureaucracy central play a role in mobilizing public services in Jakarta, including resettlement areas of public service. According Mwita (2012: 67), leadership affect the performance of the service as it can affect, alter the behavior and mindset of followers to support the achievement of the performance. In line with the role of the leader, according to Hughes (2012: 67), the application of the model / style appropriate leadership can improve the performance of services. The results of the study Ding (2013) found the application of servant leadership affect the satisfaction which leads to the improvement of service performance. In addition to the leader, the behaviour of apparatus in providing services will affect the service performance. The better of apparatus give services to the citizens which deal to acquire high-rise apartments can lead to positive perceptions of citizen satisfaction with public services.

Conceptual Framework

Public Service Performance

Some experts define as the achievement of performance results in an organization. According to Bernadin and Ali Russell (2012:211): "performance is record the results obtained from the functions of a particular job or a particular activity during a certain period of time (performance is the record of outcomes produce on specified job function or activity during a specified time periods)". According to Hughes et al., (2012: 311) associated with behavioural performance towards the achievement of goals or mission of the organization or products and services resulting from such behavior. Beffort and Hatrup (2003) cited in Yozgat, (2013) stated that the focus of the performance depends on the demands of the job, the goals and missions of the organization and beliefs of the organization's most valued behavior. It can be concluded that the performance is understood in the double meaning of the work achieved in the organization at a certain period after juxtaposed with defined standards or criteria as the behavior and performance of individuals in order to achieve the mission and goals of the organization. Achievement of performance requires assessment using a number of criteria.

Dwiyanto et al., (2006) states that performance appraisal is a very important activity because it can be used as a measure of success in achieving the organization's mission and objectives. For public service organizations, information about the performance is very useful to assess the extent of services provided by the organization to meet and satisfy the expectations of service users. Service is often identified with the term of service. This relates to Kotter (1995: 26) argues that: "A service is any act of performance that one party can offer to another that is intangible and does not essentially result in the ownership of anything. It's production may or may not be tied in physical product. "Public service according Ndraha (1997:133) includes services as services and government services. Services are commodities, while government services to the public related to the rights and irrespective of the question whether the right holder may be charged an obligation or not. In this connection it is known the existence of innate rights

(as human beings) and granting rights. Innate right is always individual and personal, while granting rights include the right social and political rights of individuals. Institutions are obliged to fulfil the rights of government, government activities to fulfil the innate rights and granting rights which is called public services.

Referring to the above opinion, service is the act of performance of services that implemented by service providers to full fill the rights and the needs that applied to anyone who has an interest in the rights and universal. Service providers is a government agency who in charge in organizing services for the public interest, simplify public affairs and shorten the process time of public affairs execution. Government agencies include: organizational units of the Ministry, Department, Department of Non-Government Institutions, Supreme and High Secretary of State Institutions, and other government agencies, both central and local levels including State Owned Enterprises, State Owned Legal Entity and the Regional Owned Enterprises. Based on the description above, the performance of public services is the result of work accomplished government bureaucracy to provide services required by the community in order to achieve the mission and goals of the organization and can be measured using defined standards or criteria. Indicators or dimensions that are used to measure the performance of public service organizations according to Kumorotomo (1996: 89) are:

- (1) Efficiency, consideration of the success in profit public service organization, utilizing the factors of production as well as considerations from economic rationality
- (2) Effectiveness, regarding to technical rationality, values, mission, organizational goals, as well as the functions of development agencies.
- (3) Justice, distribution and allocation of services organized by public service organizations
- (4) Responsiveness, state or government responsiveness to the vital needs of the community.

Serving Leadership and Performance

Model of serving leadership by Greenleaf introduced over 30 years ago and is now commonly found and reviewed by experts (Dierendonck and Nuijten, 2013). The main characteristic that distinguishes servant leadership with other leadership is the desire to serve comes before the desire to lead (Spears, 2002: 67). This occurs as part of the fulfilment of the mission of a person's life, namely how to give something positive to the efforts to create a better world. Serving leadership is basically leadership that begins with the natural feeling that we want to serve. The leader who is service will ensure that the highest priority needs of others are met. The best test is whether those who served grow as a good human being. (Greenleaf, 1970; 2002: 17-21). According to Neuschel (2008: 86), serving leader is a person with a high sense of humanity. Not the fate of the leader to be served, but it is a privilege to serve. Without the character of this serving leaders, leadership may appear to be-and in fact become self-motivated to serve themselves and concerned with their own interests. Laub (1999) cited in Sedarmayanti

(2009:205) defines a serving leader is a leader that serves his followers; he puts the needs of followers as a top priority and treats subordinates as colleagues. Serving leaders is directing the organization's goals will be achieved on the basis of long-term development, which facilitate the growth, development, and welfare of the members of the organization.

Referring to the opinion of Spears (2002); Greenleaf (2002); Walters (2000) and Laub (1999) can be concluded that the serving leadership basically have the behavior characterizations: (1). Willingness to serve followers not self-serving or self-interest; (2) Focus on the meeting of follower's needs; (3) simplicity in the lead that is sincerity, honesty and simplicity without excessive emotion in serving followers, and (4) The main purpose of the leader is the growth, development and well-being of followers. Dimensions or indicators that used to measure servant leadership refers to Spears (2002: 27), namely (1) Listening, communication between leaders and followers is an interactive process that includes sending and receiving messages, (2) Empathy, "stand in the shoes" others and strive to see the world from another person's perspective, (3)Curing, realize that they have the opportunity to help resolve problems of followers, (4) self-awareness, awareness helps to understand issues involving ethics and values that are universal, (5) Persuasion, clear communication and tenacious convincing others to change, (6) Conceptualization, trying to continue to improve her skills in looking the problem from the perspective that transcends the past and current time(7) Forecasting, ability to see the future (having a vision); so as a leader can understand the past, present realities, and future possibilities, (8) Duty to take care of, the leader seeks to focus on organization's resources that role in benefit the citizen, (9) Commitment individual growth, leadership commitment to help everyone in the organization in order to growth, and (10) Community Building, trying to build a close relationship as a family among fellow followers.

Leadership has a close relationship with performance. Yuniar study (2006) found that leadership style adopted by the sub-district heads positive effect on the performance of service in the District Office Manna, South Bengkulu. Yuan et al., (2011) found that the type of leadership and organizational culture affect the performance in maximizing the efficiency and the achievement of organizational goals in China. Previous research that examines the influence of servant leadership on performance conducted by Schneider and George (2011) who found that the application of servant leadership is strongly correlated with satisfaction, commitment to the leader, and the intention to settle as a prerequisite organizational performance improvement. In addition, research Ding et.al (2012) also found that servant leadership was significantly and positively correlated to the follower's loyalty and satisfaction, thus affecting to the improvement of service performance to the community.

Apparatus Bureaucratic Behavior and Performance

Definition of bureaucracy often associated with governmental organizations. Hague, Harrop and Breslin (1998: 219) defines bureaucracy as an organization consisting of salaried officials who carry out the task details of government, providing advice and implementing policy decisions (the bureaucracy Consist of Salaried Officials who

conduct the detailed business of government, advising on and applying policy decisions). Betham (1990: 3-4) defines bureaucracy as an institution that is in the state sector, which has the characteristics of an obligation, has a relationship with the law, and in touch with the accountability to the public in carrying out their duties. (Institution, its location in the state. its compulsory character, its particular relation to the law (and) the public accountability of its operation). However, Ndraha (2003: 513) suggests the meaning of bureaucracy not only in government but also the perspective of private organizations: First, the bureaucracy is defined as 'government by Bureaus', the government agency officials who are appointed by the holders of power, the government or the employer in a formal organization, public or private; Second, the bureaucracy is defined as the nature or behavior of government, as the rigid nature, jammed, tortuous, and all the negative allegations against the ruling authority, brevity bureau-pathology. Third, the bureaucracy as an ideal type of organization.

Usually that bureaucracy is considered from Weber's theory of about rationalization sociologic of collective activity concept. Behavior is a function of the interaction between person or individual to the environment (Thoha, 1995: 138), the behavior of individuals is formed through a process of interaction between the individual and his environment. Referring to the concept of the individual itself to their behavior, Thoha (2002: 175-176) states that bureaucratic behavior essentially is the result of bureaucracy as a collection of individual interaction with the environment. If humans have a unique character and identity, both positive and negative, then the same thing will be happen also in bureaucracy. To measure the bureaucratic behavior dimensions refers to Siagian (1994: 92) argues construct or dimension to measure the behavior of the bureaucratic apparatus includes 6 (six) dimensions: (1) The politeness, behavior that is not oriented to power or a sense of superiority, but rather act as servants of the state and public servant who provide services, (2) Justice, does not discriminate in providing services to the community, (3) the care, behavioral apparatus that reflects a caring attitude towards what is complained of and needed by the community (4) Discipline, behavior in accordance with the regulations, which is run with a firm and strong, (5) sensitivity, sensitive to the changes in society, and (6) responsibilities, behaviors that related to the execution of duties as the devotion implementation. Performance is often associated with employee behavior.

Dernhardt and Dernhardt (2003) suggested that performance as "an effective response or a respond to a job or in other words is to see the positive or negative feelings towards a job". According to Siagian (1994: 92) bureaucratic pathologies that often inhibit the services derived from the behavior of the apparatus. Studies conducted by Muhammad Salah (2005) found there is a strong and significant relationship between the bureaucracy and the quality of public services. Research Asnaldi (2011) found that the behavior of the government bureaucratic apparatus significant effect on the quality of public services and the Government of the District of North Singkil Muntok. Furthermore, Snape and Redman (2010) found that the members' behavior of the organization will affect to individual performance and organizational performance in

implementing the duties and functions for public services. The framework in this study as presented in Figure 1. Based on the study literature so the hypothesis formulation that is proposed in this study are: (1) There is a significant relationship between serving leadership to the service performance of relocation area, a significant difference between the serving leadership to the bureaucratic performance behavior of relocation area, as well as a significant difference between leadership serving and bureaucratic apparatus behavior jointly on service performance of relocation area in DKI Jakarta.

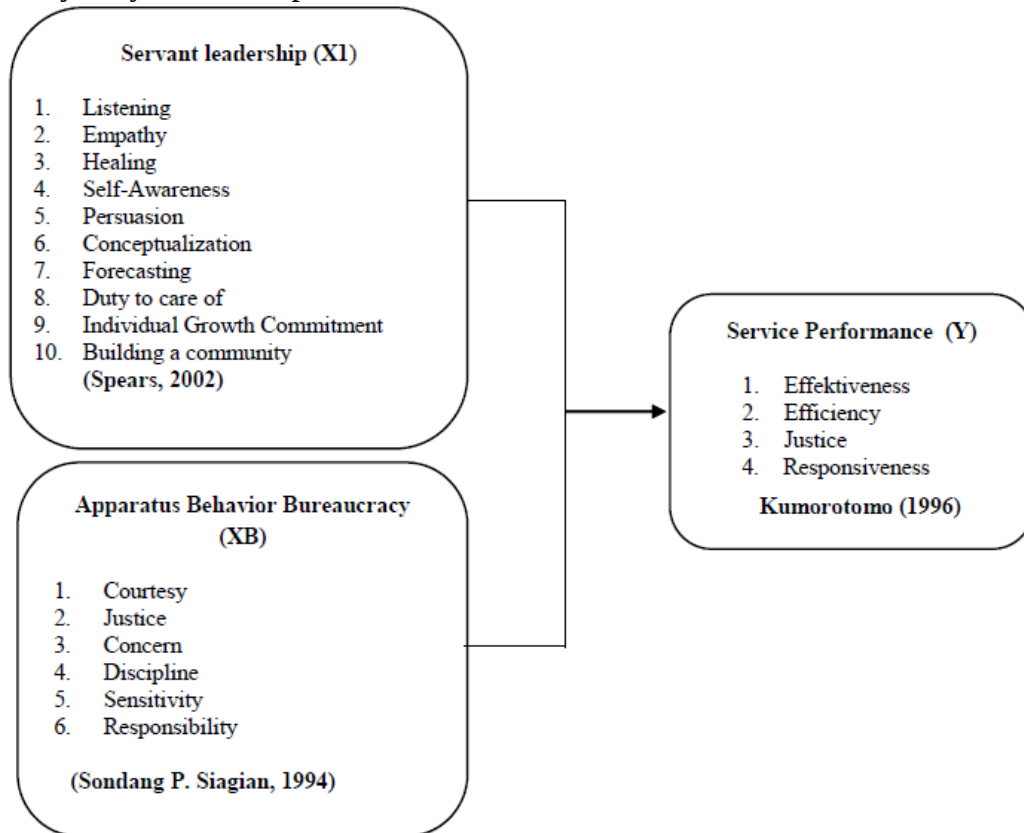


Figure 1
Interpersonal Variables

Material and Methods

The study was conducted with a quantitative approach and explanatory descriptive survey research design. The population is families (KK) occupants are exposed to high-rise apartments scattered resettlement program in North Jakarta and East Jakarta as many as 2,792 families. To determine the sample random sampling method (random sampling) from the list of households in each apartments in North Jakarta and East Jakarta. Furthermore, the amount of sample taken proportionately from each high-rise apartment that has been set, as in the following table 1:

Table 1: Population and Sample Every Apartment

No	Rusunawa	Populasi	Sampel
1	Marunda	1087	$(1087/2792) \times 290$
2	Kapuk Muara	215	$(215/2792) \times 290$
3	Waduk pluit	297	$(297/2792) \times 290$
4	Pinus Elok	684	$(684/2792) \times 290$
5	Cakung Barat	147	$(147/2792) \times 290$
6	PuloGebang	165	$(165/2792) \times 290$
7	Komaruddin	197	$(197/2792) \times 290$
Total		2.792	290

Source: Results of Data Processing

The total sample of 290 was based on the opinion meets the requirements SEM Bentler and Chou (1987) in Widhiarso (2010: 10) that the number of samples totalling at least 5 times the number of free parameters (58 items). Information about the characteristics of a sample of respondents is presented in Table 2 study data was collected in May2014 using a questionnaire and supported by interviews, field observation and study documentation. The questionnaire consisted of 58statements with 5 (five) answer choice is based on a Likert scale. Questionnaires distributed meet the requirements of validity and reliability. Data analysis techniques performed by a statistical test of Structural Equation Models (SEM). Processing and analysis of data using SPSS 16.0 for Windows and LISREL 8.50.Table 2 shows the number of male respondents as many as 161 people, more than 129 women with a number of people. The majority of respondents aged 41-45 as many as 58 people, mostly working in the private sector, as many as 159 people. The majority of the respondents graduated from junior high school education (118 people) and SMA / SMK (114 persons). Majority of respondents were traders (61 people) and in the private sector (159 people)comprised of private sector employees, factory workers, drivers, trade, etc, the rest is a housewife and does not work / unemployment.

Table 2: Characteristics of Respondents

No.	Criteria	Total	Percentage (%)
1	Gender	Male	161
		Female	129
2	Age	16-20	7
		21-25	28
		26-30	37
		31-35	42
		36-40	42
		41-45	58
		46-50	32
		51-55	31
		56-60	10
		>60	3
3	Occupation	Trader	61
		Civil Employee	4
		Private	159
		Others	66
4	Education	Elementary School	51
		Junior High School	118
		Senior High School	114
		D3	2
		D4	1
		S1	4
		S2	0

Source: Questionnaire Results

Suitability Test Model

Before doing the data analysis there is a test to the suitability model between the covariance matrix structure of theoretical models with empirical covariance matrix structure (Reproduced) (Bachrudin and Tobing, 2003: 82). The results of the model based on the criteria of suitability test required are presented in Table 3.

Table 3: Goodness of Fit Statistic

Index	CMIN/DF	RMSEA	NFI	PNFI	CFI	IFI	RFI	RMR
Value	2	0,057	0,96	0,91	0,98	0,98	0,98	0,042
Standard	$\leq 3,00$	$\leq 0,08$	$\geq 0,90$	$\geq 0,90$	$\geq 0,90$	$\geq 0,90$	$\geq 0,90$	$\leq 0,05$

(CMIN/DF) Minimum Fit Function Chi-Square with Degree of Freedom, RMSA (Root Mean Square Error of Approximation), NFI (Normed Fit Index), PNFI (Parsimony Normed Fit Index), CFI (Comparative Fit Index), IFI (Incremental Fit Index), RFI (Relative Fit Index), and RMR (Root Mean Square Residual).

Refer to the Table, the results of testing the suitability of a model that shows the relationship between indicators with the dimensions, the dimensions with the variables and influences between variables. The final results showed $CMIN / DF \leq 3.00$, $RMSEA \leq 0.08$, and $NFI, PNFI, CFI, IFI, RFI \geq 0.90$ and $RMR \leq 0.05$. Based on the required criteria, the measurement model fit to the available and feasible data in predicting the population or the model that have been tested is able to estimate the population of covariance matrix.

Measurement Model Analysis

Measurement Model Analysis indicates how far a valid indicator in measuring the dimensions and how far a valid dimension in measuring the research variables. In addition, the measurement model analysis also provides information on dimensions which have an important role in shaping the research variables. The final results of measurement model analysis to test the validity of the indicators in measuring the dimensions and dimension in measuring variables (servant leadership (X1), the behavior of the bureaucratic apparatus (X2) and the performance of services (X3) declared "invalid", which is indicated by the value of factor loading ≤ 0.50 .

Results and Discussion

Hypothesis testing in a Structural Equation Model Figure 2 shows the structural model between variables that influence the effect of servant leadership on the performance and behavior of personnel in relocation services. Structural model formula:

$$Y = X1 + 0.39 * 0.38 * X2, \text{ Error var.} = 0.47, R^2 = 0.53$$

1) $R^2 = 0.53$ indicates that the joint influence of servant leadership (X1) and the bureaucratic apparatus behavior (X2) on the performance of relocation services are at 0.53 or 53 percent, the remaining 47 percent is influenced by other factors not examined in this study.

2) Partially, it appears that the cross coefficient servant leadership (X1) is 0.39, this means that the magnitude of the effect of X1 on Y is equal to 0.392 or equal to 15.21%.

3) Partially, it appears that the cross coefficient of bureaucratic behavior (XB) is 0.38, this means that the magnitude of the effect of X2 on Y is equal to 0.382 or equal to 14.44%.

The hypothesis developed in this study is entirely based on the results of data analysis using SEM analysis as shown in Figure 2.

- 1) The first hypothesis test results showed a positive and significant influence of servant leadership on the performance of relocation services, with the influence coefficient of 0.39 or 0.152 with a big influence. This means the addition of one score or the value application of servant leadership will improve the performance of public services by 0.39. Or any increase in variable application of servant leadership by 100% the performance of relocation services will increase by 15.21%. This shows that the performance of the public service to resettlement affected by the application of a model of servant leadership by 15.21% while the remaining 84.79% is influenced by variables apparatus behavior and other factors not examined in this study.
- 2) The second hypothesis test results provide information contained significant and positive influence on the performance behavior of personnel relocation services, with a coefficient of 0.38 and a major influence for the effects of 0.144. Coefficient value of 0.38 significant increases in the score or the behavior of the apparatus will increase the value of public service performance of 0.38. While the influence of 0.144 means any apparatus behavioral variables increase by 100% the performance of relocation services will increase by 14.4%. This shows that the performance of public services for the relocation of personnel affected by the behavior of 14.4% while the remaining 85.6% is influenced by variables of servant leadership and other factors not examined in this study.
- 3) The third hypothesis test results provide information that servant leadership and the bureaucratic apparatus behavior with significant impact on service performance (effect coefficient 0.728, $p < 0.001$). That is, if an increase in the application of servant leadership and behavior bureaucratic apparatus together the performance of services will increase.

Discussion and Implication

The analysis showed significant effect of servant leadership and bureaucratic apparatus behavior on the service organization performance of the resettlement. The research findings can be explained as follows: First, the influence of servant leadership on performance has been investigated by previous studies, such as Schneider and George (2011) found that the application of servant leadership is strongly correlated with satisfaction, commitment to the leader, and the intention to settle as a prerequisite organizational performance improvement. In addition, research Ding et.al (2012) also found that servant leadership was significantly and positively correlated to the loyalty and satisfaction of followers, so hedge on improving service performance.

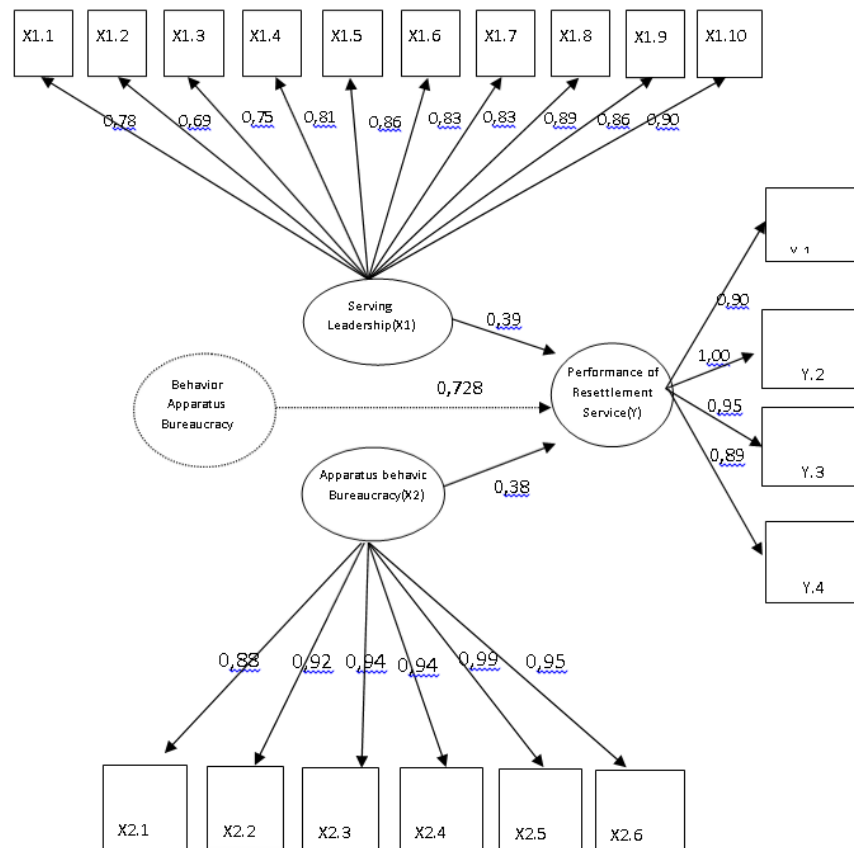


Figure 2

Structural Models of Serving Leadership Effect and Bureaucracy Apparatus Behavior towards to Service Performance of Resettlement

The results of this analysis demonstrate the application of servant leadership by Governor has positive and significant impact on the performance of the service. This means that if leaders apply the model of servant leadership to the followers include listen to the aspirations from various parties, to empathize with the suffering followers, heal (to help resolve the problem), awareness (the nature of trust, respect differences, humble and willing to sacrifice for the sake of followers), being persuasive, encouraging followers for conceptualization activity, is able to forecast (the range of forward thinking), focus on the taking care task/serve followers, committed to individual growth and community building seriousness) is expected to improve the performance of the organization in providing public services to the community. Thus the application of servant leadership by the Governor is the deciding factor (determinant factor) in improving the service performance of relocation in DKI Jakarta. Thus, the application of servant leadership should be an important part of the model implementation/ leadership style of Jakarta Governor to improve the performance of public services, especially in the implementation of the resettlement program.

The importance of the servant leadership application is to improve the performance based on the premise that the leader has the ability to influence followers. The result of the leadership influence is the change in behavior, attitude and mindset of followers that directed to support the achievement of organizational performance. In the process of influencing followers, the application of the model / leadership style does not lead to the dominate activity and force the followers to submissive and obedient to the will of the leader but through guiding oriented approach, making the structure, build harmonious relationships and harmony within the organization or social system (Yukl 2010:5). In fact, to realize the goals, process to influence each other reciprocally can occur between leaders with followers, as it is said in Wirawan Gardner (2013:6) that:

Leadership is the process of influencing the activities of an individual (or leadership team) induces a group to pursue objective held by the leader or shared by the leader and his followers.

In contrast to other models or styles of leadership, application of servant leadership models in the organization or social system is to serve the followers / subordinates. The leader seeks to meet the needs of followers and to treat them equally or as a partner. Related to this is the Sedarmayanti Laub (2009: 205) state servant leader puts the needs of followers as a top priority and treat subordinates as colleagues. He did not put the main focus on the end result / profit organization, but rather on the process of care. Organizational goals will be achieved on the basis of long-term development, which facilitate the growth, development, and welfare of the members of the organization. Overview of differences in behavior of servant leaders with autocratic and paternalistic leader, in Table 4 below:

Table 4: Differences in Leadership autocratic-paternalistic-waiter Differences in Leadership Behavior

Differences in Leadership Behavior		
Autocritic	Paternalistic	Servant
The leader as a dictator	The leader as a parent	The leader as a servant
The main focus on the needs of the leader's	The main focus on the needs/goals of the organization's	The main focus on the needs of the followers
Threat others as servants of the leader	Threat subordinates as a child	Threat others as a partner/partners

Source: Jim Laub (dalam Sedarmayanti 2009:205)

Secondly, the results of statistical analysis (SEM) showed that the behavior of the bureaucratic apparatus has a significant and positive influence on the performance of public services. This means that the better behavior of the bureaucratic apparatus further improve the performance of services. If the bureaucratic apparatus behave polite, caring, fair, disciplined, sensitive and responsible towards their duties and functions in serving the community it will have an impact on improving the performance of services. The results of this analysis support the research conducted Muhammad Salah (2005) which

examines the relationship between the behavior of the bureaucracy with the quality of public services. The analysis showed that there is a strong and significant relationship between the bureaucracy and the quality of public services. Research conducted Asnaldi (2011) also found that the behavior of the bureaucratic apparatus of government influence on the quality of public services in the Government of the District of North Singkil and Muntok. In addition, this study is also consistent with the results of the research Snape and Redman (2010) who found that the behavior of the members of the organization will affect individual performance and organizational performance in implementing the duties and functions for public services.

Thus, the behavior of personnel is an important factor that must be considered in order to improve the performance of government bureaucracy in providing services. Therefore, it should act as a servant apparatus and display behaviors that support the creation of a quality service. So that various negative attributes attached to government bureaucracy such as organizational slack and red tape can be immediately eliminated. Organizational slack according Islamy (1998:7) occurs because of government slow and not creative in responding to the needs and problems faced by people who use the service. While red tape by Wirawan (2013: 1999) refers to the performance of a rigid bureaucracy, too much paperwork, procedures convoluted, inefficient, slow in responding to the public, abuse of power marked by rampant corruption, collusion and nepotism. The low of performance on government bureaucracy services indicate the presence of disease or pathology in the bureaucracy. According Siagian (1994: 92) bureaucratic pathology includes 5 types: (1) Pathology associated with perception, behavioral and managerial styles of apparatus as unfair and act outside the authority; (2) Pathology due to lack of knowledge and ability of the apparatus; (3) pathology associated with bureaucracy unlawful acts such as dishonesty, kleptocracy and fattening costs; (4) Pathology associated with the internal situation as no response and the occurrence of miscommunication and (5) Pathology manifested in dysfunctional behaviors such as waste.

Bureaucracy Pathology often hampers the delivery of services that sourced from behavioral apparatus. This is a result of the spirit and morale decrease on apparatus in the public service. Therefore the quality of service is determined by how the bureaucratic apparatus displays moral behavior according to the demands and provisions outlined under the existing system. If the behavior of both the bureaucratic implementation of quality public services will be vice versa. Siagian, 1994: 92), Pathology bureaucracy has led to the government bureaucracy was never performed in its ideal form. According Suryono (2002: 24) when the ideal form of bureaucracy can't be realized, happens because: First, bureaucratic humans are not always located (exist) only for the organization. Second, the bureaucracy itself is not immune to social change. Third, the bureaucracy is designed for all people. Fourth, in the daily life of human bureaucracy vary in intelligence, strength and devotion and so on, so they are not interchangeable for the role and functions in the performance of organizational bureaucracy. Third, both servant leadership and the bureaucratic apparatus behavior influence a significant impact

on service performance. The influence of both variables on the performance of the service is 53 percent; the remaining 47 percent is influenced by other factors not examined in this study. This means servant leadership and bureaucratic apparatus behavior has a great influence on the performance of the service. Thus, Leader (Jakarta Governor), the application of Servant leadership and the efforts of improving the behavior of bureaucratic apparatus is very important in order to improve the service performance of relocation areas in Jakarta.

Implications of Research Results against Government Management

Based on the results of the analysis showed that the servant leadership and bureaucratic apparatus behaviors gives a positive and significant effect on the service performance. The implications of these results to the management of the public service oriented government are the importance of a leader's efforts to implement servant leadership in the civil service and repair of bureaucratic apparatus behavior oriented public service.

1. Improved Service Performance through Application Serving Leadership in Government Bureaucracy. Law abiding number 39/2012 about Public Service mandated that the public service should be based on the general principles of good governance, including of transparency, responsiveness, equitable, effective and efficient, responsible and not abuse power. But in reality formed in the public opinion says that the performance of public services is still not maximum. One contributing factor is the leadership of the government bureaucracy is not behaving as a public servant and tend to behave as a ruler, beside that the high duty and service routines excessive formal accountability (formal accountability) resulting work procedures that stiff, sluggish and less responsive to the problems and interests of the community. Responding to the bad image, then the government bureaucracy requires the presence of a leader who focuses on serving their followers.

According to Laub (1999) cited in Sedarmayanti (2009: 205), servant leadership is the leaders that serve their followers, he puts the needs of followers as a top priority and treat subordinates as colleagues. He did not put the main focus on the end result or benefit the organization, but rather on the process of care. Servant leadership has characteristics: listening, empathy, healing, awareness, persuasion, conceptualization, has a vision, serve, a commitment to individual growth and community building. Serving leadership is absolutely crucial applied in the civil service, because according to Park and Rainey (2008: 221), the challenges of human resource management, bureaucratic apparatus and organizational behavior of government is the effort of the leader to improve motivation, commitment and job satisfaction in order to improve the performance of the apparatus on public service. Correspondingly, according to Spears (2002: 67) the importance of the presence of the serving leader is able to provide results (outcomes) in the form of performance and growth of followers. Furthermore, the application of serving leadership in the government bureaucracy requires commitment and sincerity of the leader to change the orientation of the rulers become servants, because the serving leadership begins with a

genuine feeling that arises from a heart that desires to serve. Option from the conscience then brings passion to be a leader. Differences manifestation of the service provided is to ensure that the needs of the follower can be met.

2. Improved Service Performance through Behavior Bureaucratic Apparatus Improvement
Growing opinion in the community that the performance of public services on the government bureaucracy is not maximum due to the bad behavior of the bureaucratic apparatus. This, among others, can be seen from the performance of officials who often do not perform their duties earnestly, public service procedures are very complicated and convoluted, rigid, sluggish, less manners and decorum, less friendly, with no certainty of completion time, not justly, costly requirements less transparent and less responsive attitude of officials. Therefore, efforts to improve public services are in line with the efforts to improve the bureaucratic behaviors. Repair of bureaucratic behavior for public services can be done through continuous development of organizational leadership elements, creation of organizational climate and culture that promotes public service, the implementation of minimum service standards in the provision of services in government departments. In addition, the development of human resources through education and training of personnel hierarchy needs to accommodate learning materials related to the conduct of officials in providing public services.

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