

BUREAUCRACY IN BEHAVIOR ANALYSIS LICENSING SERVICES INTERFERENCE IN MAKASSAR

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Abstract : *This study aimed to analyze the behavior of the bureaucracy in licensing service interruption in Makassar. Research conducted at the Integrated Licensing Agency for Investment and Makassar, and the Department of Industry and Trade of Makassar, data collection is done through observation, interviews and documentation. Data were analyzed using descriptive qualitative analysis. The results showed that the behavior of the bureaucracy in the service of licensing behavior disorders related to aspects of the organization's objectives in particular with regard to licensing procedures (SOP) has not been reflected in the simplicity of the process, because it involves two agencies and still shows the sectoral ego between them. Aspects of incentives should motivate employees to perform optimally, but this incentive, especially in the form of money has not been budgeted for the second agency. Still the number of complaints over the counter complaint at the agency showed that the accountability of employees in the service is not running optimally. Aspects of power in the context of this research is the signing authority licensing process has been going on delegation of authority to the Chief BPTPM, which were previously signed by the Mayor of Makassar. The strong patriarchal society Makassar, internal bureaucracy and the impact on public services received.*

Keywords : *Behavior Bureaucracy and Public Services*

I. INTRODUCTION

The main objective enforcement of the law on Local Government is to empower Local Government to be able to carry out their duties and functions in an economical, effective, efficient and accountable in providing services to the public (public servant). Efforts to improve the quality of public services by local governments also supported by Presidential Instruction No. 17 Year 2015 on the Acceleration weighting Corruption, in particular the fourth instruction that improve the quality of service to the public through transparency and standardization of services. This is intended to ensure accountability and transparency of local public services.

Bureaucracy often gives the image of inaction and procedures are convoluted in the care of a certain thing, especially that concerned with government agencies. Various issues of governance that arise, one of them in terms of public service, becoming one of the concerns and needs to be analyzed, as well as find a way out so that the implementation of regional autonomy could walk properly, efficiently and effectively to deliver the services expected by society. In carrying out the management of local government must be accompanied by a public responsibility to fulfill the satisfaction of the people in the area. The same thing concerns the supervisory function, either by local governments or by the public, which requires transparency in managing the resources of local government.

Government efforts to improve public services and economic growth in the framework of regional autonomy, pursued through increased professionalism of public service, including the field of licensing arrangement that gives the effect of increasing the service quality public. Besides, licensing is an element that is considered by businesses in instilling investment in the area. Therefore, if the implementation of the licensing is not organized properly, it would undermine the values of competitiveness in economic activities.

Three regional work units Makassar are entrusted with the authority to manage the potential licensing levy mentioned above, namely: 1). Retribution Building Permit (IMB), which is managed by the technical team of the Department of Spatial Planning and Building; 2). Disturbance Permits and Licenses to Alcoholic Beverages managed by the Technical Team Department of Industry and Trade; and 3). Permits Route managed by a technical team of Department of Transportation, the third technical team SKPD such as structural parts in the Integrated Licensing Agency of Makassar, if SKPD is working optimally it will be able to increase revenue (PAD), which has implications for improving the welfare of society, otherwise if source of revenue is not managed properly it will cause misery in the community because there happen clutter building and business activities that lead to traffic congestion. For the three SKPD must establish good coordination in providing services to the public. This is where the science of administration should be played, according to Tracker (Donovan and Jackson, 1991: 10) that the administration is a dynamic and ongoing process, which is driven in

order to achieve the goals in a way exploit together people and material through coordination and cooperation. According to them, the activities of planning, organizing and leadership implicitly included in the definition. Based on the above, then that becomes a problem in this research is how the behavior of the bureaucracy in licensing service interruption in Makassar?.

II. LITERATURE REVIEW

1. Bureaucratic Behavior

Organizational Behavior, is a study concerning aspects of human behavior within an organization or a particular group. It includes aspects arising from human influence on the organization as well as aspects arising from human impact on the organization. Practical goals and a review of Reviews These studies is to Determine how human behavior affects the achievement of the business objectives of the organization (Miftah Thoha, 2008: 198). Essentially bureaucratic behavior based on behavioral science itself developed with its focus on the behavior of bureaucratic apparatus. The basic framework of knowledge areas is supported by at least two components, namely individuals who behave in a formal and bureaucratic organization as a container that behavior. Therefore individual behavior is determined by the individual and environmental factors, another factor supporting the organizational behavior are environmental factors or the public.

2. The Concept of Public Service

Service is very fundamental to the demands of modern government management. This is in accordance with the opinion of Supriyatna in Sahya Anggara (2012: 567) that society is advancing require fast service, calculated with economic value and ensure certainty. Additionally, Moenir (1995: 17) suggested that the ministry is the fulfillment process through the activities of others directly continuously and sustainably, covering all aspects of life in society.

In terms of shape, not only in the form of services or the benefits of activity, but can also be in the form of services of goods and / or services that are consumed simultaneously. This is as stated Murdick, Render, Rusei (in Sahya Anggara, 2012: 570) that the service can be defined as an economic activity that manufacture / produce a time, place, and psychological needs or purposes. Services may take the form of service goods and services that are generally consumed simultaneously. Difficulty getting quality services will result in the emergence of give and take between client or customer and that gives jobs (Silalahi, in Sahya Anggara, 2012: 571). If this is the case, it would appear a bribe, because for those who pay bribes, slowness of service can be handled easily. Speed work is based on a reward to officials or employees who serve them, will only result in a lack of respect for the users of services to the organization.

In this context, the function of government is more focused as a regulator rather than an actor implementer or services. As a counterpart, the government should empower community groups as a provider of public services or implementing. In other words, the government's job is to help people to be able to help themselves (helping people to Helping Themselves). This is what the principle of self-help or steering rather than rowing. On the other hand, globalization increasingly open new horizons for the apparatus to increasingly play a role in order to accelerate changes in traditional society toward more advanced societies and modern, through the improvement of good service capabilities.

3. Licensing Concept

Licensing is a policy instrument of government / local government to exercise control over the possible negative externalities caused by social and economic activities. Permission is also an instrument for the legal protection of the ownership or operation of activities. As the licensing control instruments require clear rationality and contained in the form of government policy as a reference. Without rationality and design a clear policy, licensing will lose its meaning as an instrument for defending the interests of the corporation for actions by individual interests.

General Terms Makassar's Major Regulation Number 8 Year 2014 concerning Delegation of Authority Licensing and Non Licensing to the Integrated Licensing Agency and Investment Makassar, mentioned permit is a document issued by the Local Government Regional Regulation or other regulations is proof of legality, declared invalid or permissibility a person or entity to conduct business or particular activity, while Licensing is a legal provision to any person or business / specific activities, either in the form of license or business registration certificate. According Juniarso Ridwan (2009: 90) license is an administrative decision states that allow an act which is generally prohibited, but is permitted and is concrete.

III. RESEARCH METHODS

The research approach used in this study is a qualitative research. According to Bogdan and Taylor in Moleong (2004), qualitative research is a research procedure that produces descriptive data in the form of words written or spoken of the people and observed behavior. Data obtained from this study is not a number but the data collected in the form of spoken words that include notes and reports.

Sampling in this study using purposive sampling technique is a sampling technique with particular consideration of data sources. This particular consideration, for example, the person deemed most knowledgeable about what we expect, or maybe he is a ruler that will allow Researchers exploring the object / social situations were studied (Sugiyono, 2012: 301).

The data obtained through interviews, documents and documentation then analyzed using analysis model of Miles and Huberman (1984) called interactive model: data reduction, data presentation, and verification.

IV. RESULTS AND DISCUSSION

To analyze the attitudes and behavior of the bureaucracy in licensing service interruption in Makassar, the author refers to the opinion of David Osborne and Peter Plastrik. According to Osborne and Plastrik, there are five aspects are interrelated and influence the attitudes and behavior of the bureaucracy in the administration (services) administration, namely:

1. Purpose Organization (Purpose)

As mentioned in the description above Integrated Service Agency and Investment (BPTPM), that Integrated Service Agency and Investment (BPTPM) have a vision, namely:

"Realization Implementation of Licensing and World Class Investment Climate Conducive and Convenient for All".

To achieve the vision outlined later for their implementation through the mission, as follows :

- 1.Improve the standard and quality of services licensing and investments transparent accountable and free of corruption;
- 2.Modernization licensing services and investment through the application of information technology;
- 3.Optimization of the potential areas for increasing the competitiveness of the investment;
- 4.Improving the competence of personnel Integrated Service Agency and Investment (BPTPM) through a system of reward and punishment.

In order to achieve the vision and mission Integrated Service Agency and Investment (BPTPM) as mentioned above requires commitment and support throughout the organization as an integrated system that is integral to one another, creating a solid team work is very influenced by the leadership of the Head of the Agency, supported by high employee motivation. Although it can not be denied that there are employees who are less proficient in computer technology so as to slow the licensing service which it is responsible, but it can be anticipated to engage in educational and training or other training. as the findings of researchers at Department of Industry and Commerce (Disperindag), in terms of typing Minutes Preview Field (BAPL), the determination of the index, typing STS (Certificate of Deposit) and on permit is still done conventionally using a typewriter.

2. Incentives (Incentives)

Providing incentives may be a trigger of employee performance, but the results showed Integrated Service Agency and Investment (BPTPM) and Department of Industry and Commerce (Disperindag) not implement a system of incentives (in the form of money) for employees who assessed achievement. The system of incentives provided to limited to new employees monthly salary, honoraria activities and THR only. So that employees think there is no point or perform better because nothing is gained in return for the effort, it also led to employee absenteeism during the hours of work.

One of the effects caused by the absence of such incentives on the apparatus in Integrated Service Agency and Investment (BPTPM) can not work optimally in licensing service disruption at this time that the service received by most people who use the service have not been as expected, and often they are disappointed both during and after receiving the service The. Things that arise when services do not match those promised by service agencies so that the expectations of society, for example: a promised service for 6 (six) working days entirely well on Integrated Service Agency and Investment (BPTPM) and Department of Industry and

Commerce (Disperindag), but often completed within 2 to 3 weeks, Likewise the fees paid considered too expensive and not transparent.

3. Accountability

In general, the licensing service has been set Him- Standard Operational Procedure (SOP), as well as to the mechanism of licensing certain disorders have the time, namely in Makassar Mayor Regulation No. 20 Year 2014 on Procedures for Granting Permits In Makassar City Government, following the Perwali internally on BPTPM and Department of Industry and Commerce (Disperindag) processes required in the licensing service disruption during the six (6) working days from the license application is received until the permit is completed.

The results showed that the socialization of the licensing service is not maximized, because of budget constraints on APBD. But other efforts that have been undertaken by the SOP BPTPM is attached to the bulletin board is available. In general, the complaints arising in accordance with the observations of researchers was caused by the people themselves who do not understand the policy and licensing requirements, and factors the government itself lacking a policy as properly.

So far the complaints received in the counter complaint is dominated by three issues, namely: 1) delay in the completion of a permit by the service, 2) typing errors in the script permits have been received, and 3) file is incomplete.

4. Power (Power)

In this study highlights the licensing service interruption in relation to an increase in revenue through institutional arrangement, the arrangement of the system (procedures) permit, the arrangement of personnel resources, services and accountable quality in Makassar, particularly agencies that deal with licensing is that Integrated Licensing Agency and Investment Makassar and the Department of Industry and Trade of Makassar. According to research findings in the field of licensing service mechanism disorder that run somewhat different from that stipulated in Makassar Mayor Regulation No. 20 Year 2014 on Procedures for Granting Permits In the Makassar City Government. The difference is that the signing of this permit recommendations to the Chief BPTPM after a technical review, not signed by the chairman of the technical team (Head of Trading) but the recommendation was signed by the Head of Department of Industry and Trade.

This shows that the mechanism (SOP) to give authority to the Head of the Department of Industry in signing the license recommendation, directly strengthening the role and position Department of Industry and Commerce (Disperindag) in administration permission in Makassar. But on the other hand reduces the flexibility of the Head Integrated Service Agency and Investment (BPTPM) due to be coordinated at all times to the head of Industry and Trade as the referee.

Coordination and flexibility is more easily done by Chief Integrated Service Agency and Investment (BPTPM) if the signing of the recommendations made by the permit interference on Integrated Service Agency and Investment (BPTPM) Technical Team Leader or Head of Trade Industry and Trade. So as a result of the establishment does not coordinate to the fullest implications on the less efficient service as the main purpose of the establishment of the PTSP or Integrated Service Agency and Investment (BPTPM) itself.

Observing models licensing services as mentioned above, or who never applied for this in Makassar with all the existing constraints, there are other models that are stipulated in the Regulation of the Minister of Home Affairs Number 20 Year 2008 on Guidelines for Organization and Administration Unit of Licensing Services Integrated in the Region, which can be more efficient, effective, rational or proportionate licensing service interruption in Makassar.

5. Organizational Culture (Culture)

Makassar City residents generally have a paternalistic culture, which has a compliance rate relatively high for all policies that have been set by the government for the policy of rational and socialized well. Likewise provisions of the legislation in the field of licensing disorders that have levies, so that the government does not get a lot of obstacles to withdraw the fees of the applicant's business license.

Paternalistic conditions on internal bureaucracy in Integrated Service Agency and Investment (BPTPM) and Department of Industry and Commerce (Disperindag) not much different from the conditions of the community in question, where the employees are very obedient and listen to the wishes leaders of both institutions. Such conditions can create an atmosphere of stiff face the new issue that can actually be handled quickly by the existing structural officials, but always just wait for instruction leader.

Results of the study revealed most people only questioned the certainty of service time to permit the completion and accuracy of the text in accordance with the receipt of the permit application has been filed, without too discuss how much costs have been incurred.

Then the service of the Agency for the Integrated Licensing and Investment found by researchers that if the request for permission made by touts or people who have an emotional bond with the employees at the

agency, then he gets a different treatment to which to appeal directly, for example in terms of the requirements usually get tolerance or ease, and vice versa if it is done by the applicant directly served by strict and impressed "complicated" and absurd. Service attitude as mentioned above still reflect a sense of justice, or the persistence of discriminatory attitudes by bureaucracy, especially those in the front office. Atmosphere discrimination in service like this at the same time reflects the employee's inability to understand the wishes of the people in general, all of which carry an unfavorable impression of the other applicants.

CONCLUSION

1. The behavior of bureaucracy in licensing services relating to licensing procedures (SOP) has not been reflected in the simplicity of the process and still often indicate sectoral ego.
2. Aspects of incentives should motivate employees to perform optimally, but this incentive, especially in the form of money has not been budgeted for the second instance.
3. Socialization on licensing service is not maximized, due to budget constraints on the budget data, so that the accountability of employees in the service is not running optimally.
4. The mechanism of licensing services disorders that run somewhat different from that stipulated in Makassar Mayor Regulation No. 20 Year 2014 on Procedures for Granting Permits In the Makassar City Government.
5. Attitude licensing service is still a sense of justice, or the persistence of discriminatory attitudes by bureaucracy, especially those in the front office.

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