

# Analysis In Behavior Bureaucracy Services Licensing In Parepare City (Case Study Service Issuance Permit of Place of Business, Trade Business License, and Construction Permits

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**ABSTRACT:** The paradigm of government still has not undergone a fundamental change, which the old paradigm is still evolving. It is characterized by the behavior of state officials in the bureaucracy that still sees himself to be served rather than to serve. This condition is exacerbated by the fact that the capacity of Government officials in the public service (public service) is almost always problematic. It looks at the process of delivery that does not comply with the commitments, which are not standard services, the uncertainty of the time, not transparent, covered up, convoluted, heavy handed, less responsive, impractical, inefficient, and financing that does not make sense (unreasonable). All it seemed to have become a phenomenon which is too attached to the apparatus whose job it is serving the community. The phenomenon of bureaucratic behavior can be examined by using a behavioral approach to bureaucracy according to Weber, namely transparency, professionalism, responsiveness, and impersonality. This study aimed to describe the behavior of the bureaucracy in the service of the issuance of location permit (SITU), Trading License (License), Building Permit (IMB) at the Office of Licensing Services Parepare. This study used a qualitative approach with descriptive qualitative research as a method of solving problems of this study. This study uses in depth interview techniques, observation and documents. Data were analyzed through the stages of data reduction, data presentation, deduction and verification. The results of this study indicate that the licensing service in the City of Pare-Pare is determined by the role of the bureaucracy which includes officials and organizations within the scope of the government bureaucracy and authority. Bureaucracy that appears in the license service if viewed from the aspect of transparency, responsiveness, professionalism, and impersonal still not optimal.

**Keywords:** bureaucracy, bureaucratic behavior, service

## 1 INTRODUCTION

Bureaucracy as the spearhead of governance has a basic function of service, setting, development and empowerment, which aims to serve all the interests and needs of the community. In order to realize good governance in the implementation phase are faced with the difficulties associated with the preparation of qualified human resources that arise various pathologies of bureaucracy, including the phenomenon of corruption is almost entering all aspects of government. Bureaucratic pathology is characterized by the tendency of perception, behavior, and managerial style, the problem of knowledge and skills, unlawful acts, behavioral and presence of the internal situation (Siagian, 1994: 89)[1]. Besides, the bureaucracy has a tendency put the interests of themselves (self-serving). Maintaining the status quo and resistance to change, and concentrate power.

This then led to the impression that bureaucracy tends to be more concerned with procedure than substance, slow and impede progress (Kartasasmita, 1995: 65)[2]. Based on the above is due to the paradigm of government that still has not undergone a fundamental change. The old paradigm is characterized by the behavior of state officials in the bureaucracy that still sees himself to be served rather than to serve. Supposedly, in the era of democratization and decentralization of today, all of the bureaucracy, it is necessary to realize that the spirit of dedication service also means that prioritizes efficiency and success in building the nation, which is manifested inter alia in the behavior of "serve not be served," "encourage, not inhibit," "simplify, not complicate," "simple, not convoluted", open to everyone, not just for a handful of people (Mustopadidjaja, 2003)[3]. Public bureaucracy in the government sector are in a condition known as organizational slak characterized by the declining quality of service that it provides. Community service users often complain and slow handling on the issues facing government and they have given the public some sort of alarm that the government as an institution of the most competent, responsive to the declining quality of service to the community to take immediate initiatives to address them quickly and accurately (Islamy, 1998: 132)[4]. Various factors that cause the public to experience organizational bureaucracy slak, among other service orientation approach or rigid, narrow vision services, administrative control over inadequate engineering, and increasing fat units of public bureaucracy that is not facilitated by 3P (Personnel, equipment, and budgeting) are adequate and reliable (bureaucratic viable infrastructure). As a result of public bureaucratic apparatus becomes sluggish and often get stuck in a routine, not responsive to the aspirations and interests of the public as well as the weak adapt to changes in their environment. According Thoha (2007: 184)[5] explains that the behavior is essentially a function of the interaction between an individual and his

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environment, in which the person's behavior is determined not only by himself, but is determined by how far the interactions between himself and the environment. A wide variety of government bureaucracy that can arise as a result of differences in the characteristics of the organization and functions of bureaucratic actors, with an emphasis on administrative behavior, Bryant and White (1989: 106)[6] divides the three (3) models or types of basic approaches in explaining the behavior associated with the analysis of the organization, namely the rational type, the type of sociology, and the type of building human relationships. Silalahi Ulibert research results on public service before the reform, that the level of public satisfaction obtained from the service of the state apparatus showed an average of 33.7% were categorized as low. Form of public service is a sin of service of service attitude of the state apparatus, including apathy, refuse to deal, pessimistic, despise, mechanical work, strictly on the procedure, and often confuse the public (Utomo, 2007: 17)[7]. With regard to the phenomenon, the Office of Licensing Services Parepare as one SKPDs the task of government in the implementation of public services in particular licensing services that include the issuance of the location permit (SITU), Trade Permit (License) and Building Permit (IMB) is not supported by the behavior of a rational bureaucracy, giving rise to several phenomena, which is not neutral bureaucracy, more oriented to personal and group interests, and did not act in accordance with the professionalism elegant. Based on empirical facts, normative and theoretical the basis for the authors to conduct research on the phenomenon occurs. To that end, this study aimed to determine and describe the behavior of the bureaucracy in the service of publishing the location permit (SITU), Trade Permit (License), Building Permit (IMB) in the Office of Licensing Services Parepare.

## RESEARCH METHODS

The location of this research in the Office of the City Services Pare Pare, South Sulawesi Province. The study design used a qualitative approach with a qualitative descriptive research. The key informant was Head of Licensing Services, Head of Administration, Head of Licensing Section, Head of Non Licensing, Head of Procurement and Evaluation, service users, community leaders, and the public. Data was collected through in-depth interviews, observation and document review. Analysis of data through interactive data analysis according to Miles and Haberman namely the data collection, data reduction, the data display, and conclusion drawing or verification.

## RESULTS AND DISCUSSION

One of the entry points that determine the success of good governance lies in the substance of the effectiveness of the implementation of government is bureaucratic behavior in the perspective of public service in this case is publishing SITU, License and permit the Office of Licensing Services Parepare. To study the behavior of the bureaucracy in the service of publishing SITU, License and permit the Office of Licensing Services Parepare author subscribes to the aspects of bureaucratic behavior according to Weber (in Thoha, 2007)[5] and the perspective of the principles of service by Zeethari et al (1994: 26)[8].

### 1. Transparency In Perspective Principles of Licensing Services: Reability, Responsibility, Empty, and Assurance

In the service delivery location permit, Trade Permit and Building Permit adhere to a standard of service and formal rules as the basis for the mechanism and procedures to be followed by each society. All types of businesses are required to have the location permit, since the issuance of the location permit is only based on the place of business. Not all types of businesses that have permit must be equipped with Trading License. The results of the authors research on the behavior of transparency apparatus with a reliability factor of public services in the Office of Licensing Services Parepare show that:

**First**, reliability in public service that is related to the ability of authorities to provide appropriate services in accordance with the mechanisms and procedures. The results of the observations made by the author of the number of people starting a business or business activities that are not equipped with the location permit and Trading License. This is caused by the inability of the bureaucratic apparatus of service to provide a clear understanding of the costs used in the licensing so that people feel entitled to strive hindered by a number of costs incurred for obtaining the permit. From these observations, the authors look at the lack of service standards that have been standardized in the form of Standard Operating Procedures and Minimum Service Standards as a reference in the provision of services on the issuance of the location permit, Trade Permit and Building Permit. In the absence of transparency in service delivery issuance of licenses, then there is a tendency for the mall administrative practices that result in the emergence of bureaucratic disease (pathology bureaucracy), such as corruption and collusion and nepotism. Employees who deal with the issuance of the location permit and Trade Permit is expected to provide good service to the community based on the stages of the procedure and mechanism, and does not provide different services in the sense that there is no preferential treatment given to service users.

**Second**, the behavior of service providers that are transparent to the responsiveness of public services, namely with regard to transparency, the willingness and ability of personnel to provide the best solution to solve the problems being faced by users of the service in the permits in particular the location permit, Trade Permit and Permit building. Based on observations the authors showed that the ability of the apparatus provide the best solution to end users due to the apparatus that handles service permit-, Trade Permit and Building Permit was used to service problems often experienced by users of the service. In another dimension authors obtained information about how many factors are less supportive of speed, accuracy and smoothness publishing service process permit-, Trade Permit and Building Permit as no talk boards installed as a medium of information relating to the permit. Besides, the Office of Licensing Services Parepare assign some administrative requirements which are considered burdensome and not substantial with the wishes of the people.

**Third**, empathy service providers with respect to the sincerity and ability of officials to help and resolve problems with the service users indicator that officers have a sense of wanting to help each user's data services to take care of the location permit, Trade Permit and Building Permit voluntarily, but still based on the standards and formal rules. Sensitivity or empathy for the needs of the user community as a very important service to be implemented in the public service, because after the bureaucrats have to serve man who certainly has the dignity, self esteem and feelings, so that the manners of mutual respect must be applied in service to society irrespective of social strata, positions and kinship that exist.

**Fourth**, bureaucratic behavior that can provide assurance or warranty or guarantee of validity, authenticity of the license. Apparatus service providers must be able to provide such guarantees as a form of responsibility to the community. Based on the results of the writer's observation revealed that the process of issuing official documents permit, Trade Permit and Building Permit has been carried out based on standards and formal rules that refer to the Decree of the Mayor of the types of businesses published. In addition, based on the Regional Regulation No. 36 of 2004 on Billboard Permits and Building Construction. Besides, the authors conducted a search of official documents related to the number, type and classification permits that have been issued and taken by the employer concerned, the obtained information that had never happened duplication of documents permit, Trade Permit and Building Permit. In this case the Office of Licensing Services Parepare has made an official document publishing business license that can be guaranteed validity and accountable.

## 2. Professionalism In Perspective Principles of Licensing Services: Reability, Responsibility, Empaty, and Assurance

Professionalism will be obvious from the efforts to organize activities by filling positions with the apparatus according to the competence, including the establishment of criteria and mechanisms positions. Besides, there are systematic efforts to develop human resources professionalism owned unit concerned through education and training activities.

**First**, the reliability of licensing services, which are closely related to the ability of personnel to provide services in a timely manner based on the stages of services, mechanisms and procedures have been established. Based on the observations of the authors show that the service providers permit-, Trade Permit and Building Permit which is implemented by the authorities, especially the duty on the part of service issuance Licensing Services Office of the City of Pare Pare, in fact, has not been able to resolve the permit documents in accordance with the standards predetermined time. It is caused not because of insufficient personnel competence, but because of the existing facilities and infrastructure are less supportive and very limited. Such as, computers, talking board, operational vehicles and the rooms are not well ordered, then linked to the professionalism of the bureaucracy, the police still often leave the workplace with no apparent reason.

**Second**, responsiveness, ie bureaucracy which is closely linked to the ability of officers to respond quickly to the people

who come to take care of the location permit, Trade Permit and Building Permit. Based on interviews and direct involvement of the authors in the field, the authors can clearly describe the level of responsiveness of the bureaucrats who handle the maintenance service building permit showing that every community service users who come to the permits have not got the maximum response from the service employees. Bureaucratic responsiveness aspects of licensing services should be more alert, agile in serving the community. Needs of the public service is far more important than routine work in administration, which can be done after responding to public complaints in advance.

**Third**, empathy, ie bureaucratic behavior is closely related to the willingness or sincerity employees to help users organize services and service sincerely. Bureaucracy must be fair to the individuals who need the service without discrimination. Based on interviews with informants and observations of the authors in the field shows that every user services come take care of licensing documents, bureaucratic apparatus which handles the issuance of the permit welcomed and greeted them and then direct it to the service of the issuance of permits to immediately obtain service, but communication is established still not optimal.

**Fourth**, assurance, ie bureaucratic behavior with respect to the technical knowledge which has the duty official at the service of the issuance of permits can provide a sense of trust and confidence in the community, especially the users of the service. The results showed that the provision of services on the location permit issuance, Trade Permit and Building Permit where the bureaucrats who are responsible for it has been able to foster public confidence on the performance of the service users concerned bureaucratic apparatus. The ability of officials in providing services which can be in accordance with procedures and mechanisms, visible executive officers in the service of the location permit, Trade Permit has been able to carry out its duties and functions well.

## 3. Responsiveness In Perspective Principles of Licensing Services: Reability, Responsibility, Empaty, and Assurance

Responsiveness is a bureaucratic apparatus responsiveness to the interests and needs of the community in providing services in accordance with laws and regulations, particularly with regard to public services which should be referred to a Standard Operating Procedures and Minimum Service Standards.

**First**, the responsiveness of the service provider apparatus in relation to reliability is bureaucratic behavior with emphasis on the ability of institutions to hold the promised services accurately, with indicators covering procedures, manner of payment, administrative requirements, processing speed, and complaint mechanisms. Based on observations and information searches conducted by the authors of speed, punctuality, and the smooth completion of the issuance of permits, it was revealed that the length of time required for the finalization of the issuance of the location permit, Trade Permit and Building Permit depending on the completeness of the file to be filled as administrative requirements, factors supporting the issuance of the permit completion rate is the emotional connection between the implementing agencies with the user

community services, such as, family, and so forth. With the emotional connection that, although there are some administrative requirements can not be met by the user community service, but have an emotional bond with the bureaucratic apparatus, either directly or indirectly deal with the process of issuing the location permit, Trade Permit and Building Permit is will receive special treatment, when users can not complete the proposed administrative requirements, can only continue the process of service. But on the contrary, if the service user community does not recognize or do not have an emotional relationship with the bureaucrats who are responsible for it, then the process can not be resumed service and public service users are asked to come back to complete the file according to predefined rules.

**Second**, behavioral responsiveness apparatus in responsibility as an element of public service focused on the ability of officers to assist service users and respond quickly to user requests the service. Apparatus service providers are required to be fully responsible for the progression of the licensing service that starts from file verification, the process and the issuance of the permit.

**Third**, bureaucratic behavior that is responsiveness associated with empathy (understanding) as an element of public service emphasis on the ability of officials in understanding the problems of service users and act for the benefit of service users. The first indicator is the apparatus is able to understand any problems experienced by users of the service both in terms of lack of information about services and file permissions or administrative requirements that must be prepared by the users of the service.

**Fourth**, the behavior of bureaucratic responsiveness to the assurance, as an element of public services focused on the knowledge and courtesy officers and officials the ability to foster a sense of trust and confidence of service users. The first indicator is the technical knowledge of the ministry officials. Technical knowledge is one of the fundamental entry point to provide security for the services provided by the authorities. The results of the author's observation in the field indicate that the services provided by the task forces related only to the tasks and duties of administrative services of the business location inspection techniques.

#### **4. Impersonality In Perspective Principles of Licensing Services: Reliability, Responsibility, Empaty and Assurance.**

To achieve effectiveness and efficiency and quality of public services are good, it can be done through a strategic approach one of which is the commitment of the government of the bureaucratic apparatus of the attitudes and behaviors that continue to draw upon the relationship impersonality.

**First**, the behavior of bureaucratic impersonality translated into public service reliability aspect is emphasized in the bureaucratic apparatus of government's ability to understand, implement mechanisms and procedures in providing services to service users. Service delivery location permit, Trade Permit and Building Permit officers are expected to be able to provide excellent service and provide the same service portion (equal services) to users of the service, which refers to the applicable standard of care, ie administrative requirements, phase

services, mechanisms and procedures that have been defined. According to the observations of the authors in the field, in the process of licensing services are still common discrimination against other communities. This can be seen if the service recipient has a personal relationship, kinship, emotional, friendship with the service provider, it takes precedence over the file to be processed or the intervention of leaders to put the person in the administration of the licensing document file until the file is complete precede other service recipients.

**Second**, responsibility, namely with regard to ease of employees to be informed, proactive response in providing assistance to end users, with the completion of the service indicator, service and comfort. The first indicator, the observations the authors showed that giving the same treatment to the public service can not be done completely. This can be seen when there are government officials who came to take care of the extension of the location permit, Trade Permit and Building Permit and have an emotional connection with the Head Office of Licensing Services Parepare and get to know some other officials will get special treatment, such as filing process, processing and issuance of licenses to be easily and often completed in a short time. The second indicator, based on the observations of the Office of Licensing Services Parepare not equipped with a representative waiting for service users.

**Third**, Empaty, ie relating to the ability of officials to understand the needs of the user community in the process of service delivery service individually, and openness to suggestions and criticism from users of the service. The observation of the author showed in fact that sometimes still visible attitudes and behavior of the bureaucrats who provide services or special treatment to public users of other services, this happens because of the recommendation of the Head Office of Licensing Services Parepare to get special service priority.

**Fourth**, Assurance, ie relating to the propriety of the apparatus in service delivery and foster public trust and confidence, especially users of the service. The observation of the researchers showed that the duty official at the service of the location permit, Trade Permit and Building Permit has been able to provide good service in accordance with applicable regulations. This seemingly current service users asking to be explained in detail on the stages of the process of service, outh and procedures. Thus the service users can understand their rights and obligations in accessing services.

#### **CONCLUSION**

Transactional bureaucratic behavior in service delivery are still dominant, so the transparency is not applied properly in the field, is characterized by the lack of information related licensing mechanism for service providers do not explain in detail about the mechanism, time spent, and the cost required. Judging from the aspect of professionalism bureaucrats, officials still often discriminate services characterized by the presence of a strong intervention of the leadership to subordinates in the completion of the document. Judging from the aspect of responsiveness, officials less responsive to community concerns, especially in the administrative requirements. Judging from the impersonal aspect, the

apparatus licensing services, still looks give different treatment to the public.

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