



## Research Article

# Public Service Bureaucracy: A Case Study of Organizational Behavior in Licensing Services Offices at Integrated Licensing and Investment Office Makassar

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**Abstract:** The problems examined in this study are How Bureaucratic Behavior from Cultural Aspects, Design and Structure Aspects, Aspects of Organizational Human Resources Policy in Licensing Service Practices at the Integrated Licensing and Investment Office Makassar. This research is a descriptive research that used a qualitative approach with the case study method. This qualitative research used data collection techniques through in-depth interviews, with various informants, direct observation at the research location, and documentation review conducted on various documents relevant to this research. The results showed that in the Organizational Culture aspect was perceived as inclined towards organizational culture, it was almost identical to other Government Agencies. Then there is also Organizational Culture that is affected by cultural acculturation or other external influences if it does not matter, if it benefits the organization in the form of daily and Monthly meetings. In Structure and Design Aspects, the work organization has been formally divided and grouped in the form of service counters and technical teams. As for organizational design Identical to Mechanical Organizational Design. Aspects of Human Resources Policy and Practices need to get a lot of special treatment, such as recruitment of employees that are not appropriate and capacity building of the apparatus is still expecting an invitation from the central government. As well as maximizing the IKM Survey (Community Satisfaction Index).

**Keywords:** Behavior, Bureaucracy, Services, Licensing, Makassar.

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## INTRODUCTION

Attention to human resource factors is a major prerequisite that cannot be ignored to sustain an organization's performance improvement towards achieving organizational goals. This means that the more qualified an organization's resources, the easier it will be to achieve its goals (Albrow, 1989). Beetham (1990) suggests that behavior is basically goal oriented. HR behavior is generally motivated by a desire to achieve certain goals (Ghanbarpour & Najmolhoda, 2013). The specific purpose is not always known consciously by the individual concerned.

Therefore, for government organizations, attention to the work behavior of the human resources apparatus becomes something very important to be examined because to understand more about the work ability of the human resources of the government apparatus, one of which can be examined in the work behavior patterns of the Bureaucracy in carrying out the duties and responsibilities responsibility that will be carried out based on the provisions of the applicable laws and regulations.

Public demands regarding public services are a sign of their dissatisfaction. Public services are still a problem that needs attention and a comprehensive solution (Lewis & Gilman, 2005). It must be recognized that the services provided by the government to the community continue to undergo renewal, both in terms of paradigms and service formats in line with the

demands of the community and the development of technology which certainly becomes a challenge for apparatus in the concept of Street-level bureaucracy (Lipsky, 2010; Shareef *et al.*, 2014).

Society always demands quality service from bureaucrats, even though the demand is often not in line with expectations empirically, public service has always been synonymous with convoluted, slow, less friendly and tiring. This tendency occurs because the community is still positioned as a party "Serving" is not served in the real sense. Services that should be aimed at the general public are sometimes reversed into community service to the State. Even though the State is actually in the interests of the people who established it (Denhaart & Denhaart, 2003).

Makassar City as the capital of South Sulawesi Province The city known as the gateway to Eastern Indonesia is a metropolitan city with economic growth rates above 9% in 2014 is the highest among cities in Indonesia. This certainly has an impact on the business world and the increasing physical development. In line with this, the licensing process related to business licenses and building permits will be increasingly carried out by community members. Permits related to the business world and Development, namely Trade Business License (SIUP), Business Place Permit (SITU), Building Construction Permit (IMB), and others.

Makassar City Government In 2009 through Regional Regulation No. 3 concerning Organizational Structure of Regional Apparatus and was revised by regulation No. 7 of 2013. Establishing an Integrated Licensing and Investment Agency has the main task of carrying out services in the field of licensing and non-licensing which are integrated into regional affairs. one door and carry out the preparation and implementation of regional policies in the area of regional investment. This agency organizes all types of licensing in the city of Makassar to be one door but with the assistance and the results of related agency studies. Among the most populist licenses are SITU, SIUP and IMB.

In its development there are several phenomena related to licensing. This phenomema is closely related to public complaints about licensing. This phenomenon is a procedure in which service delivery is still not good enough in this case information about service procedures and Timeliness of the licensing process (Yunus & Nurdiansyah, 2017).

Another phenomenon is that the communication patterns of service providers sometimes counter staff are indifferent and less friendly. Then the number of brokers in the process of licensing is still high. Many sources say that the practice of extortion or brokering in the Integrated Licensing and Investment Board of the City of Makassar is deliberately left to operate. This brokering practice results in higher costs incurred by the community to make licensing letters (Yusri & Wansitio, 2016). In addition there are still many relations systems used by certain groups in providing services so that the existing system will be disrupted. This Makassar City Government must overcome this phenomenon as soon as possible, if the government is consistent in trying to overcome the problems that cause dissatisfaction with the government's performance, the desires and hopes of the public that are not heard, the rights are put in place, aspects and public opportunities are inhibited.

Different from the previous research which is more concentrated on the influence of bureaucratic behavior in service quality and deviant bureaucratic behavior so that it becomes pathology (disease) in bureaucracy, this research is concentrated in the Unit / Level of Analysis that has been suggested by Robbins (2008), namely individuals, groups and systems. Organization. To simplify this research, the researcher will provide/focus research at the Unit/level of Organizational Systems including: (1) organizational Culture, (2) organizational Structure and Design, (3) Human Resources Policy and Practices. Based on the description above, it can be concluded that the purpose of this study is to analyze bureaucratic behavior from aspects of organizational culture, aspects of design and organizational structure, and aspects of human resource policy in licensing services in the integrated licensing agency and investment in Makassar City.

## METHODOLOGY

The research design used is a conclusive design. This research uses descriptive research method through a qualitative approach. Mulyana, (2008) revealed that qualitative research is interpretative research (using interpretation) which involves many methods in examining research problems.

The location of the study was conducted at the Office of the Integrated Licensing and Investment Board in Makassar City. The description in this study was obtained through in-depth interviews / in-depth interviews with informants who could provide an overview and basis for research problem solving, particularly in terms of providing an overview of Bureaucratic Behavior in Public Services at the Office of Integrated Licensing and Investment in Makassar City.

In this research, the researcher is the main instrument in data collection, while the focus of the research is on the role and experience of informants who know and understand and are involved, as well as getting Public Services at the Office of the

Integrated Licensing and Investment Agency of Makassar City, as well as from the licensing service provider. Key informant service providers are the Head of the Makassar City Integrated Licensing and Investment Board Office, the basis of the consideration is because the Office Head is the dominant decision maker, and at the same time makes it easier to enter the natural settings of the organization. According to Sugiyono (2011), data collection method is the most important step in research, because the main purpose of research is to get data. Data collection techniques in research are observation, documentation and in depth interviews. The stages / steps of data analysis carried out in this study use the data analysis model of data collection, data reduction, data presentation, drawing conclusions / verification of the data that has been presented. The meanings that emerge from the data must be observed, tested for its robustness and suitability which is its validity.

## RESULTS AND DISCUSSION

The concept of bureaucratic behavior is related to the attitudes and actions of the bureaucratic apparatus, in this case employees at the Makassar City Integrated Licensing and Investment Agency office as a result of interaction or feedback between the apparatus and its environment, namely the service recipient community. The attitude in question is the tendency to act or behave which is the actualization of attitudes and actions, as a response or anticipation of movement tendencies and changes that occur in and certain environmental conditions.

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The need for a systematic approach to bureaucratic behavior for reasons of belief that one's behavior, including bureaucratic apparatus, does not happen by accident. The behavior of the bureaucracy arises because of certain reasons and is intended to achieve certain purposes, which are believed by bureaucrats as the best, right and not detrimental way and do not violate the applicable laws and regulations.

In connection with the attitude of the authorities, it was found that the bureaucratic apparatus was very friendly in providing licensing services and there was a desire or willingness to meet the interests of the management of community licensing, the service counter officers carefully gave explanations related to matters of licensing the community. Although it is said above that there are rules that bind Bureaucratic Behavior, but in reality there are still undisciplined practices carried out by unscrupulous officers.

### Organizational Culture

Organizational Culture As a system shared by an organization, it can be seen empirically the daily habits of the bureaucratic apparatus and more often perceived as Organizational Culture. Perception Organizational culture has a broader meaning as a thing that is continuous, often done, and sustainable in the organization. In this case the bureaucratic apparatus has unconsciously formed an Organizational Culture.

In the office of the Integrated Licensing and Investment Board of Makassar City, the existing Organizational Culture is not much different from the other Regional Work Units in Makassar. Like the morning apple at 7.30 and the afternoon at 16.00 wita, Opening the Service Counter at 08.00 - closing at 16.00, Mekamakai Linmas clothes Monday. Daily official clothing (PDH) Keki Tuesday and Wednesday, ethnic batik on Thursday and sports clothing (casual) on Friday. Finger print attendance

morning and evening. The organizational culture formed in the office of the Integrated Licensing and Investment Board of the City of Makassar is an institutionalized culture because it is formed from binding and structured Civil Service rules. Culture is supposed to and certainly will exist because there will be punishment for employees who do not implement these Rules. Culture of a new organization that is not part of the consequences of the rules and makes it different from other agencies. Afternoon briefing and monthly meetings starting a year later are the results of the IKM survey on licensing services. The Afternoon Briefing was conducted to discuss licensing service issues in one service day, while the Monthly meeting was held to coordinate the technical issues of issuing licensing recommendations together with the Agency Leaders, Technical Team and Service Counters. There is a significant impact arising from the new organizational culture of "afternoon briefings and Monthly meetings" namely an increase in licensing management in the Integrated Licensing and Investment Board of the City of Makassar.

When it is checked by asking public opinion about Organizational Culture Associated with services there is an interesting thing that Organizational Culture which is part of the consequences of existing staffing rules such as Opening Service Counters Hours 8:00 am 30 minutes after morning apple does not fully occur.

There are inconsistencies in the existing Organizational Culture. Because in terms of timeliness (opening of the Service Counters) Services in the office of the Integrated Licensing and Investment Board of Makassar City are still not completely on time. There may be non-technical reasons for the inaccuracy, but consistency is needed in this regard.

### Organizational Structure and Design

Organizational structure is how work is divided, grouped, and formally coordinated within the organization. Includes work specialization, departmentalization, chain of command, control range and centralization. Organizational Design is how the formation of an organizational structure model to run the organization system in licensing services. The Mechanical Organization Design model is synonymous with Bureaucracy which has the characteristics of a very routine operational task, Having a lot of departmentation, formal rules, limited networks, and centralization. In its translation, this design tends to be the same as the existing organizational structure in the integrated licensing and investment agency of the Makassar city.

Bureaucratic Organizational Structure at the Makassar City Integrated Licensing and Investment Office office has been stipulated in Perda No 7 of 2013 concerning the Organizational Structure of Regional Apparatus and is strengthened by Mayor Regulation No. 6 of 2014 concerning the description of the Duties of the Integrated Licensing and Investment Board of Makassar City.

Related to the Department of Licensing Services at the office of the Integrated Licensing and Investment Board of Makassar City, it is divided into 2 (two) sectors, namely the Licensing Services and Licensing Processing sector. In the Licensing Services Sector, there is a Licensing Service Counter as a tangible form. The above description implies that the Department of Work and Specialization in Organizational Structure and Design Indicators in the Concept of Robbins Organizational Behavior Theory Has been accommodated in the Hierarchical Structure of the Integrated Licensing Agency and Makassar City Investment in the Service Counters and Team Technical.

Work Specialization, there are 5 (five) licensing service counters and 1 (one) Complaint Counter that has applications related to licensing matters. While in the Licensing Processing Sector there are Technical Teams whose Specialist Work consists

of Situ, Siup, IUI, TDI, TDP and Registered Warehouses (Disperindag) IMB (DTRB), IUJK (Dinas PU) Rekalame Permit (Dispenda), Tourism Permit (Disparekraf), Route Licensing (Dishub), Labor Permits (Disnaker), Fisheries Permits (DKP3), and Health Permits (DHO).

There is a clear chain of command in the Integrated Licensing and Investment Board of Makassar City because the Licensing Service Counter only processes Licensing Services and the Technical Team only Processes or processes Licensing up to the recommendation stage, the final decision remains "centralized" to the leadership in this case the Makassar Mayor who represented by the Head of the Makassar City Integrated Licensing and Investment Board.

The researchers' monitoring results are in line with what was delivered by the authorities. In the licensing service there is a systematic path that tends to patents starting from the receipt of the file at the service counter carefully examined the completeness of the file, if there are still something that is lacking it will be advised to complete immediately, the complete file will then be received and submitted to the technical team to be examined and verified according to the rules then then make recommendations whether or not bias to be given permission for the intended function.

For Organizational Design that is in line with the organizational structure in the Integrated Licensing and Investment Board of Makassar City, is a mechanical organizational design because there is still a very dominant centralization of decision making at the leadership level, in this case the head of the Integrated Licensing and Investment Board of Makassar City even though discussion rooms have been opened. with the apparatus underneath, the formality of the work that is still real there is no flexibility in carrying out the work of improvisation or innovation. As well as the existence of clear Departmentalist in the division or classification of work.

### Human Resources (HR) Policy and Practice

Since it was formed in 2009 the Integrated Licensing and Urban Investment Board has had a dynamic development, especially the organizational system demanding human resource policies and practices that include the Bureaucratic Apparatus Selection Process, Training Programs and development and Performance Evaluation.

The previous section stated that the number of employees in the Integrated Licensing and Investment Board of Makassar City was 57 people 34 civil servants 23 contract workers. Of this amount, almost a large number are on duty at the licensing service counter. Pathway Acceptance of Civil Servants and Contract Personnel through General Reception, Without any special scientific specifications in accordance with Licensing services. So the bureaucratic apparatus (employees) know the tasks and functions self-taught by relying on technical instructions, implementation instructions, and Standard Operating Procedure Services.

The limitations of the Apparatus (HR) become an obstacle in service but can be overcome by making SOPs, operational guidelines, technical guidelines according to service needs. There are also innovations in service, namely Rolling Service Officers (Periodic Substitution). So every employee must be ready and can be assigned as a Service Counter Officer. The absence of a specific employee selection / recruitment process for licensing services is not a significant obstacle because the licensing service is considered part of the public service so there is an understanding that every apparatus must be able to do it.

To complement existing structural education and training. Training and development programs for Human Resources at the office of the Integrated Licensing and Investment Board of Makassar City are conducted periodically with Technical

Guidance, twice a year involving staff in the Ministry of Empowerment of the State Apparatus and Bureaucratic Reform. As well as conducting comparative studies to several cities of the One-Stop Integrated Service Office (PTSP) which are considered good by the Ministry of National Education-RB.

In the Evaluation of the Performance of the Integrated Licensing and Investment Board of Makassar City, a survey is conducted on the Community Satisfaction Index (IKM) twice a year, the first period from January to July, the second period from July to December. From the recommendations of the IKM Survey of Makassar Integrated Investment and Licensing Agency conducted a study then gave birth to a Weekend Service on Saturdays until 13:00 pm, Improved Licensing application format by adding a Barcode on the licensing sheet, evaluating regulations to be improved, and currently still being studied and considered specifically service counters for third parties to service vendor companies.

From observations at the end of the week of May 9, 2015 the Weekend Service licensing service activity took place unlike ordinary days, perhaps because the program was still in the testing phase so that not many people did not know yet. Another different thing is that the licensing service only lasts for half a work day.

In the aspect of Organizational Culture that is perceived as inclined towards Organizational Culture, organizational culture is found that is almost identical to other Government Agencies that result from staffing rules that must be obeyed, different things may be the use of the words "Daeng" and "Kanda" as a substitute for the father / mother. And there is also the custom of "Afternoon Briefing" specifically at the service counter.

The existence of organizational culture in the Office of the Integrated Licensing and Investment Board of Makassar City as forming the organizational culture shows how the organization's wheels proceed. The creation of culture does not take place in a constant way but rather takes place gradually from how the acceptance of culture to how it is inherited continuously (Marsick & Watkins, 2003). Acceptance of a culture will then depend on how the characteristics and needs of the organization (Tambajong & Nahrudin, 2017).

Furthermore, the values adopted by the bureaucratic apparatus also affect the behavior of the bureaucracy, the values may differ depending on the apparatus' understanding of their main duties, functions, rights and obligations as service officers. It was stated above that there was an organizational culture that was almost identical with other Government Agencies which was due to the logical consequences of staffing rules. But what actually happens is not entirely what is contained in the staffing rules, there are still officials who are in the coffee shop during working hours is clear evidence that the organizational culture that is formed is not in accordance with existing staffing rules.

Organizational Structure and Design aspects with occupational specialization indicators, Departementalization, range of control and chain of command. In the Integrated Licensing and Investment Office of Makassar City, it is very clear because the Division of Licensing Services is divided into two departementalisation sectors namely Licensing and Licensing Services. This specialization is a different job in the Licensing Service Sector. The Licensing Service work is realized in the form of Licensing Service Counters and Complaint Counters. In the field of Licensing Processing, Specialization Works in the Study and Verification process (carried out by the Technical Team) permit file to the issuance of Licensing Recommendations.

The existence of the Technical Team in the office of the Integrated Licensing and Investment Board of Makassar City shortens the path and coordination space between technical SKPDs related to licensing, making the Work Control Range smaller. And this facilitates and simplifies the Licensing process to

be more systematic. The Licensing Service Command Chain remains in the hands of the leadership, namely the Mayor, in this case represented by the Head of the Agency. The Route of the Service Counter (receipt of permit files) - Technical Team (processing the file then provides licensing recommendations) - The Head of the Agency (Granting certain permits).

Aspects of Human Resources Policy and its Practices in the form of the Bureaucratic Apparatus Selection process have not been implemented to the fullest because the Officials (Employees) of the Integrated Licensing and Investment Board of the City of Makassar are not in accordance with the needs of work specialization with knowledge and even there was a discourse to submit licensing services to the parties third, for more professional public services, to be considered in the future, it will be proposed to accept the formation in accordance with the science of public services.

For the Training and capacity building program, the capacity building program carried out is still standard because it still expects invitations from the central government and annual program activities (comparative study), there have been no extraordinary efforts, for example providing formal education to Special officers in Licensing Services. the appreciation should be given to the Community Satisfaction Index Survey (IKM). Because of the survey gave birth to service innovations such as the Weekend Service, the addition of a Barcode on the permit application form, and the Rolling Service Counter Officers.

In the end, this research sees the Integrated Licensing and Investment Board of Makassar City shows that the Structural and Organizational Design Aspects are quite strong because there are job specializations, Departementalization, control ranges and clear chain of command in the organization. This is according to what Robbins said the basis of the organization is Structure and Organizational Design because it is related to the organization, work methods, strategies and direction of the organization. In the Integrated Licensing and Investment Board of Makassar City, it can be seen that the Structure and Design Design of Dominant Organizations Influences from other aspects. For Organizational Culture Aspects tend to be mediocre because there is still an organizational culture that is carried out by officials who are considered detrimental to Organizations such as hanging out in coffee shops, and not much organizational culture has been created as a form of needs and innovation from the authorities. Only "afternoon briefings" can encourage organizational development. The existing organizational culture still forms logical consequences from staffing rules. Because according to Robbins, culture is a shared meaning that distinguishes organizations, so different values/habits are needed from the Integrated Licensing and Investment Board of Makassar City to distinguish them from other agencies as service agencies.

## Conclusion

In the aspect of Organizational Culture, it is perceived that organizational culture is found to be an organizational culture that is almost identical to other Government Agencies. Then there is also Organizational Culture that is affected by cultural acculturation or other external influences as long as it does not matter as long as it benefits the organization in the form of "afternoon briefings and Monthly meetings", in the Organizational Structure and Design Aspect the work has been divided and formally grouped in the form of service counters and technical teams. As for the organizational design Identical to the Mechanical Organizational Design, as well as the Aspects of Human Resources Policies and Practices need to get a lot of special treatment, such as recruitment of employees that are not appropriate and capacity building of the apparatus is still expecting an invitation from the central government. As well as maximizing the IKM Survey (Community Satisfaction Index).

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