

# SERVICES FOR PERMIT ADMINISTRATION IN MAKASSAR

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**ABSTRACT:** *Services for permit administration in Makassar. This research aims to describe the services for permit administration process, and ultimately offer a pattern and relationship model for services for permit administration. This is a qualitative research with a phenomenological perspective that employs data collecting procedure through in-depth interviews and interpretive understanding. The data analysis techniques used are data reduction procedures, data presentation, and decision making. The results of this research show that: (1) services for building permit administration (IMB) are conducted in two institutions, namely Office of Permit Administration Services (KPAP) and Department of Spatial Planning and Building Services (DTRB); (2) the process for permit administration services is a false one-stop service; and (3) the bureaucratic behavioral patterns in the permit administration illustrates patterns that are: (a) traditional and tend to be a custodial-based economy, prioritizing a sense of security, dependent on the organization as well as neutral in work; (b) patrimonial where positions are commercialized for self enrichment in DTRB; and (c) political bureaucratic patterns that prioritize the bureaucracy and not regulations, operational and technical guidelines merely bear content and a sense of mission.*

**Keywords:** *public services, bureaucratic behavior, Indonesia*

## 1. INTRODUCTION

The main objective of a bureaucratic government is to preserve an orderly system in order for the public to live their lives naturally. In other words, a bureaucratic government essentially is a public service which serves and creates a condition that enables all citizens to develop their potentials and creativities in order to achieve common progress.

In order to implement these objectives, the administrative government (bureaucratic government) must basically have a main task which is regulative task and a stewardship of public service, so the governmental organization must be capable in acting as a regulator as well as a public attendant. However, according to Ramlan Surbakti [4], the bureaucracy still plays a more prominent role in controlling (dominating) and using community material resources rather than as a public servant. The issue is the overly dominant role of the bureaucracy in various sectors of the public life and the state making the institution no longer functional in serving the public's interests. The bureaucracy often boasts itself as the "master" or "boss" with the authorities to regulate and control the behavior of the public with politics rather than serving the public. In fact, if taken in the context of authority, the bureaucracy is basically a chain that connects the government with the people. Bureaucracy is essentially an "instrument" of the government that works for the interests of the people as a whole. In this position, the bureaucracy's task is to realize every government policy in hopes to meet the community's interests.

A common phenomenon of all bureaucratic levels is the behavior of an "upward orientation" tendency, thus creating centralization of the bureaucracy which in turn raises patrimonial practices at all levels of the bureaucracy. This is in line with the motor of civil servants as "servants of the state" that still contains an upward orientation to the top rather than the bottom which is what a public servant does.

Thus, in order to realize or implement policies, bureaucrats often do not work based on set regulations and objectives and oftentimes policies are not even implemented. With tendencies of such behavior, making it no longer functional, social expectations cannot be reached. This happens due to a

lack of attention by the implementers of their main duties as public servants, but instead a power oriented mindset aimed to personal interests.

In connection with the bureaucratic behavior, some studies showed that bureaucratic officers are not optimal in providing services but instead tend to complicate the process even further. For example, research results by LAN Makassar [3] showed that community satisfaction index of bureaucratic services in South Sulawesi and Eastern Indonesia is still low. This is characterized by the inability of the human resources, complication of systems and procedures, unclear job competency standards and a lack of commitment and quality of officials in providing services for the public. Meanwhile, a study conducted by Thoha [5], who showed that bureaucratic services during that time promoted a bureaucratic mentality model which asked to be served by the public and not for the public. This happened due to approaches as an authority figure set by the bureaucracy and not as a public servant.

The depicted bureaucratic behavior is still internally oriented, more focused on the interests of the dominant internal organization and even personal interests, and less focused on the expected performance by the public. Therefore, in order to focus the discussion on the behavior of the local government bureaucracy, this research is directed at the bureaucracy that runs policies concerning the general duty of government, namely its duties as a regulatory function and administrative services provided by the government to the general public.

In an effort by the Government of Makassar to provide better public services to the community, it has launched a one-stop service for permits in order to cut unneeded bureaucratic procedures. In addition, the Government of Makassar has established the Office of Permit Administration Services in accordance to Local Makassar Regulation Number 13 of 2005 on Organizational Structure and Administration of the Office of Permit Administration Services in Makassar as an agency that provides public services in order to coordinate Government Administrative Services in the field of Permits Service that specifically works to cater for a range of permits and other formalities which can all be done under one roof.

This system is expected to facilitate the public with permits in Makassar. After the Office of Administrative and Permits Services was formed, the Government of Makassar issued a policy through Makassar Mayoral Regulation Number 14 of 2005 on the procedure for granting licenses as a basis to provide quality services.

Since the establishment of the Office of Administrative for cleaning Service, the City of Makassar has received awards for various achievements, including: (1) Award for Best Polling Agency in 2008 in Makassar Ujung Pandang Ekspres (UPEKS) reader's version on 2 January to 5 March 2008; (2) Runner Up in the Category of IMB Procedural Simplicity in Indonesia by KPPOD in cooperation with IFC, The World Bank in 14 major cities all over Indonesia; and (3) ISO certified (SAI Global) ISO version 9001:2008 in 2010. Despite those awards, there are still complaints from a number of people requesting permits because the processes are still not in full compliance with the government regulations and is not public interest oriented.

## 2. RESEARCH OBJECTIVES

Based on the explanation provided above, this study will discuss how a government whose officials have different characteristics in serving the public, could give a rise to a model of bureaucratic behavior. However the bureaucracy is in its capacity as a public servant, it is influenced by several factors that still need to be studied in depth.

## 3. RESEARCH METHOD

This is a qualitative research with a phenomenological perspective that employs data collecting procedure through in-depth interviews and interpretive understanding. The data analysis technique used are data reduction procedures, data presentation, and decision making.

## 4. ANALYSIS AND DISCUSSION

### *Concept and Model of Bureaucratic Behavior*

The fundamental question that always arises in every study on government bureaucracy is related to the existence of the bureaucracy itself: is it considered as the public tool or the ruler's tool? Various observational research in third world countries prove that, in general, the bureaucracy is not a public tool, but rather a tool of the ruler, even the bureaucracy itself is the ruler. In such bureaucratic position, the service system is very demanding in citizen adherence.

A description of the relationship between the bureaucracy and the public will be more apparent by tracing the various agendas carried out by researchers in the past, particularly research on bureaucracy in the context of Indonesia such as the study conducted by Harold Crouch [1] on "Patrimony and Military Rule in Indonesia." Crouch observed that Indonesia's bureaucracy still tends to be patrimonial, where power is obtained and maintained by means of trading loyalty and support with positions of power and material interests. The relation between the ruler (patron) with the controlled (client) reflects the mutually beneficial relationship, where the client offers support in the form of needs and loyalty to the patron in exchange for protection and a sense of security. Another study conducted by Karl D. Jackson [2] on "Bureaucratic Polity: A Theoretical Framework for the

Analysis of Power and Communication in Indonesia." The results showed the existence of bureaucratic domination over the political process and alienation of social political power outside the bureaucracy in the implementation of the national decision-making process. This can be an indicator that proves the inaptitude of civil society in Indonesia. The enormous role of the government or bureaucracy to control rights and political freedoms of its citizens has lead to internal political games either in the form of the constitution, laws, or other various forms.

In South Sulawesi, for example, research conducted by the National Institute for Public Administration Makassar in 2003 showed that the community satisfaction index of bureaucratic services, specifically in Makassar and Eastern Indonesia in general, is still low. It is characterized by the lower capacity of human resources, complicated systems and procedures, unclear job competency standards and a lack of commitment and quality of officials in serving the community.

After observing the results of the aforementioned studies, there is basically a pessimistic attitude towards the bureaucratic system in Indonesia. It can be interpreted that the public views the bureaucracy's power as overwhelmingly powerful and hinders the democratization process currently being implemented. Both of these studies may seem classic, but in the analytical context, it is still needed to provide a clear picture of the bureaucratic style in Indonesia in the past.

Another study related to the effectiveness of the bureaucracy was carried out by World Bank and UGM on the performance of public services by using a number of variables, namely justice (equity), responsiveness, efficiency in services and bureaucratic bribes. The Good Governance Survey 2002 shows that the research conducted by UGM can be used to accurately portray the condition of public services in Indonesia.

The scientist who is well known for introducing the model of bureaucratic organization is Max Weber [6]. He discussed the organization's role in society and tried to create organizational forms that are appropriate for an industrial society existing in Europe in the 19<sup>th</sup> century.

### *Interaction amongst Office of Permit Administration Services, Department of Spatial Planning and Building Services, and Applicants in the Process of Building Permit (IMB) Issuance*

#### **Administrative and Permits Services Process**

The process of Permit Administration Services is the order of implementation of services in terms of time, space, expertise or other resources which ends with an output. The order of permit services (IMB) has been set in Makassar Mayoral Regulation Number 14 of 2005 with the following process:

The first step in order to get a building permit is an applicant must first take a form at the Office of Administrative and Permits Services. The form should be filled by the applicant by attaching and fulfilling the set administrative requirements. The administrative requirements are as follows: 1) A copy of the applicant's identity card (KTP); 2) A copy of the proof of land ownership/control; 3) A copy of the proof of payment of the land and building tax (PBB) for the current year; 4) A letter of permission from surrounding neighbors of

the land in question; 5) A statement by the applicant that the location/land in question is not in dispute and the circumstances are known by the local authorities; 6) Five copies of the building and calculation plans with an attached building plan permit (SIPB); 7) Two passport photos sized 3x4 cm.

These administrative requirements must be attached to the applicant's form. Therefore, to meet the requirement (a letter of permission from surrounding neighbors of the land in question), the applicant must first get a letter from the local neighborhood authorities by providing proof (photocopy) of land ownership/control as well as the proof of payment of the land and building tax (PBB). The letter must be verified and approved by the local authorities prior to applying for a building permit.

These requirements are general requirements for the applicant to receive a building permit (IMB). The classification of buildings (new building, renovation, erasing and name changed on the deeds of the land) each have their own separate set of requirements. Based on Mayoral Regulation Number 14 of 2005, when applying for a building permit, other than the administrative requirements, the applicant must fulfill the technical requirements based on Ministry of Public Works of the Republic of Indonesia Number 24/PRT/M/2007 on Technical Guidelines for Application of Building Permits (IMB). These requirements include:

Provisions for a building that serves as a private dwelling require an attached copy of a land use permit issued by Department of Spatial Planning and Building Services. These requirements are socialized through bulletin boards, banners and directions by the clerks. In addition to these requirements, the disseminated information includes technical requirements, procedures and service time.

#### **Registration**

Applicants who have completed the administrative requirements must register at counters designated by the Office of Permit Administration Services in Makassar. Forms filled by the applicants are then processed by the office by reviewing the documents or requirements mentioned in Local Regulation Number 14 of 2005 article 2 paragraph (1) if the requirements are met, then it is given a registration number. The next process by the Office of permit Administration Services is started within a working day or no later than two working days after receiving the application, the application documents are forwarded to Department of Spatial Planning and Building Services to obtain a recommendation by using the format provided by the Office of Permit Administration Services.

#### **Document Examination**

After the applicant gets a registration number for building permits from the Office of Permit Administration Services in Makassar, the applicant is subsequently directed to the Department of Spatial Planning and Building Services (DTRB) of Makassar to obtain a recommendation which is a technical requirement in the making of an IMB. Application files submitted to DTRB are checked by the authorities in the Section of Licensing of DTRB in Makassar which is normally completed in only one day. Files that have been checked are given a statement that the request is

administratively accepted or rejected. If the request is accepted then it is forwarded to a later stage. Whereas if it is rejected because one or more requirements are not met, the applicants are expected to complete the file (Interview with Licensing Section Officials of DTRB, 29 Aug 2013).

Building permits for buildings that serve as a private dwelling, DTRB of Makassar requires applicants to attach a land use permit. A land use permit is issued directly by the department after required documents are submitted and the applicant is interviewed by the Head of Licensing Section of DTRB. The land use permit is a part of the process of obtaining a Building Permit (IMB), which is free of charge." Therefore, although the technical requirements are set by the Office of Permit Administration Services, the land use permit is a complementary document that must be provided by the applicant before applying for a Building Permit (IMB).

#### **Drawing Inspection**

For applicants who are administratively eligible, building drawing must be inspected by the Head of the Technical Research Section of DTRB concerning the suitability of land and building. If the drawing submitted by the applicant is approved, then it is recorded by the Head of Technical Research Section of DTRB Makassar and forwarded to the next examination.

#### **Administrative and Technical Inspection**

The administrative and technical examinations are carried out by the Head of the Licensing Section of DTRB. These examinations are performed to check the fulfillment of the administrative and the technical requirements. Approved application files are placed in a special folder prepared by the DTRB. If the files are rejected, the DTRB will contact the applicant to give an explanation and justification behind the rejection of the application. The administrative requirement needed at this stage is a complete technical specification of the building plan.

#### **Inputting Data**

Files that are otherwise qualified recorded by the staff of Licensing DTRB to subsequently made a letter of introduction to the Region Management Division for review DTRB field by enclosing copies of land documents and images that have been approved.

#### **Calculation and Determination of Fees**

Determination of the fees to the object (building), calculated based on the coefficient of basic building after the review of the field at the building site by technical agencies (DTRB) dengan file match the proposed applicant. To calculate the fees required bersarnya applicant, DTRB based on the rules, which apply when the IMB Rates are based Makassar City Regulation No. 15 Year 2009 on charges Home Services, which is adapted to the requirements of classification roads, building functions, building and location listed in the rules of the house levy the service.

#### **Publishing**

After the applicant fulfilled its obligation to pay the license fee, the final step in the process is the issuance of service licensing administration building permit. However, prior to issue a permit, the applicant DTRB summoned to take his recommendation, and given an explanation of the limits of

the GSP and the GSB building to be erected. Furthermore, the applicant brought recommendations to the Office of Administrative Services licenses Licensing for The permits issued. Furthermore, the original permits submitted to the applicant within 1 x 24 hours (one day) from the date of receipt of payment of obligations of the applicant.

#### **Behavior Bureaucracy of Licensing Services**

One of the very important element in Weber's ideal type of bureaucracy that formalization. According to Weber (1983) that formalization can support the realization of other elements. Formalization with respect to the extent of the service process, and behavior in the organization that arranged through the procedures, policies and norms in written and formal. The more procedures, policies and formal rules that must be followed, the higher formalization. In the process of licensing administrative services, the degree of formalization is indicated by a number of written documents that regulate work procedures, job descriptions, rules/norms of work as stipulated in Makassar Mayor Regulation No. 14 Year 2005 regarding the procedure for the granting permissions to the Government of Makassar. Formalization of the design organization cannot avoid the principles of bureaucracy of Max Weber who is known to be rational and mechanistic. The formalization of the behavior of each member organization made into a rational, because through this principle, every person can determine behavior expectations on the behavior and performance of others in the organization in an atmosphere that is high enough certainty.

As is the case in the office of Administrative Services Licensing (KPAP), the procedure has been laid out by the counter and task functions of each, so that the applicants proceed in accordance with the provisions that have been defined. "In the service process in a small KPAP informalization likely to happen, because every process must be passed" (interview, 29 Aug 2013). This was confirmed by information from the Section Head of Research Administration argued that: "in the service process in KPAP there is no distinction in service, even though the applicant was an official or official's family, as occurred in the service of the wife of the Mayor of Makassar" (Interview, 29 Aug 2013) Based on information from the applicant community, that the maintenance of the letters in KPAP through predefined procedure, such as floor plans that exist on the bulletin board (Interview, 29 Oct 2013). From those three of such information indicates that the services carried out in KPAP follow the formalism of the organization.

The results showed that there is a commercialization of office for private gain for officials who perform services in technical institutions DTRB, which is used as a commercialization positions to enrich themselves. It is seen, that the applicants are paid to the technical officer, then quickly finished his business. The pattern of behavior that occurs classified as patrimonial pattern (Neo-Patrimonial). Nevertheless, the apparatus is still showing the orientation behavior towards good governance where the behavior is happening shows the criteria, that are moving bureaucracy is not a rule, but a mere technical and operational guidelines vision and sense of mission. Such a pattern is characteristic pattern of bureaucratic politics.

#### **5. CONCLUSION**

The results of the research on the performance of public services suggested that the public service in Indonesia is still fraught with bureaucratic interests. The bureaucracy still tends to hold the mindset that it would rather be served than to serve. Bureaucracy in all matters still cannot prioritize public interests over their own self-interests.

Regardless critics that might be addressed to bureaucracy, we all agree that its existence in a state plays an important role. The problem is that principles and values embraced by the bureaucracy that is present in a democratic state both in academic and practical setups are considered to be paradoxical to the democratic values and principles. Faced with this reality, efforts to harmonize the principles of the bureaucratic theories and democratic theories must always be done.

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