

The Negative Effect of Weberian Bureaucracy Principle on Licensing and Investment Service of Pare-Pare City

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Abstract: This study aims to identify and analyze the negative effect of the application of waberian bureaucracy that occurred on Licensing Service Agency and Investment of Pare-Pare. This study used a qualitative approach compiled descriptively. The data collection used in this study, observation and interviews. Research shows application of the principles of bureaucratic Weberian seen from division employees clearly defined which can be received obviously by all components in addition to the elements of the structure of impersonal authority, hierarchy shows the flow of coordination and power are structured mutual need for the establishment of cooperation within the organizational unit and dependence on formal rules. The negative effects of the application of the Weberian bureaucracy arise from two aspects: the formalization and specialization specifically found in this research is that there are no change and innovation in the licensing services and the creation of selfishness workers and constructing dependencies between parts.

Key words: Negative effects, bureaucracy, Weberian, services, employees, selfishness

INTRODUCTION

The existence of the government through the existing bureaucracy is to serve the people not to serve yourself or your boss or authority. But Max Weber's concept of the legal bureaucracy rational, actualized in Indonesia with a variety of advantages and disadvantages as seen from the behavior of the bureaucracy. Bureaucratic behavior arise when there is interaction between individual characteristics with the characteristics of the bureaucracy; especially with the various issues that develop and enforcement of current laws related to the pathology of bureaucracy (Wakhid, 2011).

Weber looked rational bureaucracy or ideal as a central element in the rationalization of the modern world which for him is far more important than the whole social process. Among others, these processes include precision and clarity that was developed in the principle of social organization leader. By itself it facilitates and encourages social science conceptualization and conceptual assistance Weber's theory of bureaucracy, lies in the explanation when he discusses the purely rational type (Albrow, 1996).

Weberian bureaucracy saw bureaucracy as an administrative officer of an organization that is built on the basis of the relationship of authority and domination of the legal-rational namely the organization of the source of its legitimacy rests on the patterns of legal and official regulations. In Weber's concept of bureaucracy as an administrative apparatus plays a decisive role the growth

and development of the organization so this Weberian more attention to the structure (bureaucratic). The performance of services carried out by the bureaucracy in Indonesia is the character still strong enough to serve the power (state oriented) compared to the public (public-oriented). So that the face of bureaucracy thus certainly have an impact on the implementation of the service provided to the public (Puspitosari and Khalikussabir, 2011). Bureaucracy can be the fourth pillar in power after the legislative, executive and judicial. That's why professional bureaucracy reform is needed to improve the performance in providing public services are effective, efficient accountable (Sedarmayanti, 2009).

On the one hand, Weber outlook has positive implications for the bureaucracy to bureaucracy into a powerful organization. Nevertheless, a positive view of the bureaucracy is not always true for some among scholars. Merton (1957) for example, stated that the bureaucracy has the characteristics redtape and rigid rules. Likewise, according to Crozier, bureaucracy is an organization that is inefficient rigid form information and correlation is always wrong and slow in action (Crozier, 1964). The growth of the bureaucratic apparatus on the one hand provide positive implications for society as mentioned by Weber that modern society is in need of bureaucracy to deal with the problems of society (Weber, 1970).

The public is increasingly critical and increasingly daring to exercise control over what is done by the government. The fact that there is suggests it is less of a

relief it was related to the satisfaction of the people who have not met in other words the services provided so far has not met the expectations of customers and the community and often occurs mal-services where there are many perceived weaknesses that impact often to the detriment of society. Highlights were more focused on the deviant practices (mal-administration) on the ethics of state administration in carrying out its duties and responsibilities. Forms of mal-administration can be in the form of corruption, collusion, nepotism with diverse forms such as bribery, dishonesty, bad behavior, ignoring the law and so forth (Holilah, 2015).

Referring to the analysis of the environment and structure it can be realized that the government had never done carefully so that the environmental analysis of the bureaucratic structure we refer to the Weberian model of which tend to be mechanical, tiered, high formalization.

This fact gives an indication that the bureaucracy reform is necessary in order to change according to the demands and development of society. According to Hughes reason for reform is in order: realizing a new approach to running a public service function better towards managerial rather than an administrative as a response to the scale of the handling and scope of duty of the government, changes in theory and economic issues and changes in the role of the private sector in public service delivery.

Bureaucracy is not always reveal its ideal form as conceived by its founders, Weber. There are several reasons why the ideal form of rational bureaucracy is rarely apparent in everyday practice. First, human beings manifest not only for the organization, secondly, the bureaucracy is not immune to change, Third, bureaucracy indeed designed for the rational so in reality they are not interchangeable for the daily functioning of the organization (Perrow, 1986).

Critics of the Weberian bureaucratic certainly can be extended the list. In fact, in the literature science public administration criticism of the concept of ideal type bureaucracy is very much expressed by scientists and practitioners. In the mid 20th century, Herbert Simon has warned that bureaucracy Weber's Ideal Type very difficult to be realized in reality because of the concept of rationality that became the basis for the development of bureaucracy Weberian in fact very difficult to realize. Simon through the concept of bounded rationality tried to remind that human rationality is limited. The ability of humans to produce the information at limited so that there is no perfect rationality. There is only limited rationality that rationality bureaucracy is also limited. According to Simon, the ideal bureaucracy unrealistic and difficult to be realized (Morgan, 1986).

Weber bureaucratic conception adopted in governmental organizations (government) shows many ways official dom above. Officials of the government bureaucracy is the center of the settlement of the affairs of the community. People are very dependent on these authorities, rather than officials who depend on the people. Service to the people and not put on a major consideration but on consideration to so many (Yusrialis, 2012).

Weber expects mechanical bureaucracy into an organization that is able to improve the efficiency and rationality of government activities. Weber also could realize his dream to build a bureaucracy that is neutral and capable of providing services to the public in a fair. Nevertheless, Weber himself admits that the bureaucratic model was initiated by him have many weaknesses and shortcomings which if not properly anticipated, can be harmful to society. Weber also realized that the actual ideal type bureaucracy initiated by him was very difficult to realize. There will always be a gap between principles and reality Bureaucracy ideal type. Reality government bureaucracy it will not always be like Bureaucracy Ideal mode. That explains why Weber called model of bureaucracy as a model of ideal type bureaucracy. Because of that fact since the beginning Weber has also warned about the potential problems that might arise as a result of the application of the bureaucratic models. One of the weaknesses of the bureaucracy since the beginning reminded by Weber is a bureaucratic tendency to ignore aspects and human values of the organization (Dwiyanto, 2011).

There is a theory that can be used to analyze the negative effects that occur in the bureaucracy one of which is Parabolic Theory of bureaucracy for the application of Weberian bureaucracy (Caiden, 2009). In the theory explained that the Hierarchy, specialization, formalization and impersonality each have a point optimality in relation to the performance of the bureaucracy. The relation of each aspect of Weberian bureaucracy with the performance and the essence of bureaucracy does not form a linear pattern but rather shaped parabolic curve.

In fact, the point of optimality of each characteristic of Weberian bureaucracy in relation to the performance of the bureaucracy is not the same. That is it could be one of the characteristics of the Weberian bureaucracy has reached the optimal point but it does not mean that other characteristics (specialization, formalization and impersonality) at the same time also reached the optimal point. Is possible within a government bureaucracy, hierarchy has been exaggerated and past the point of its optimality but impersonality or other characteristics of

the Weberian bureaucracy is still very far from its point of optimality. Some studies that discuss the changes bureaucratic licensing services, namely (Ilhamsyah, 2013). An assessment of the effectiveness of the aspects of the integrated licensing services agency and investment can be seen also on the accuracy of the service rendered. The more precise the time promised to provide the service it can be said the higher the level of performance effectiveness officers on the integrated licensing services agency and investment in solving the existing problems.

Later research (Tanti, 2015) saw new permit mechanism able to trim the bureaucracy, minimizing face-to-face is synonymous with corruption, collusion and nepotism, creates a system the bureaucracy transparency and ease of application for licensing that affect the economic development and growth of local communities then the implementation of the one stop waiter program there are still many obstacles. However, when compared with the old mechanism applicant troublesome and cause a bad image in the eyes of the government, the program waiter one stop considered to be quite effective in convincing the public that the permit process is now faster, easier and transparent.

From these studies, yet to be revealed along with the Weberian bureaucratic application of the principle of negative effects arising from the licensing service by the government. Therefore, through this exposure is interesting to examine the bureaucratic structure of public services from the perspective of the principle of bureaucratic Weberian then identify the negative effects arising from the bureaucratic structure that can be directed to achieve the objectives of this research that is to know and analyze the application of bureaucratic Weberian and negative effects of application of the principles of bureaucratic Weberian which occurred on licensing service agency and investment Pare-Pare City is a locus limitations in this study.

MATERIALS AND METHODS

This research approach is qualitative and it is structured descriptive to identify and describe the negative effects of the application of the principles of Weberian bureaucracy is on licensing service agency and investment in Pare-Pare. Data collection techniques which are used in this study are: observation, namely direct observation in the field in accordance with the object under study; interview, the interview directly to the informant by using research tools and guidelines verbal interview. Data analysis techniques in this study using a model (Miles and Huberman, 2007) where the data were

analyzed qualitatively, the data analysis performed interactively and runs continuously until complete. The series of processes include data reduction, data presentation and data verification. This circuit is used by the researchers in describing the results of research on the application of the negative effect in Weberian bureaucracy that occur in Licensing Service Agency and Investment in Pare-Pare. This study once to answer some important questions:

- How is the application of the principle of Weberian bureaucracy?
- The negative effects that arise in the principle of Weberian bureaucracy?

RESULTS AND DISCUSSION

Application of the principle of Weberian bureaucracy:

Based on the results of interviews conducted can be seen that the division of licensing labor and investment in Pare-pare been clearly defined by the duties that were given sourced from regional regulation. The division of tasks must be carried out within the organization in order to avoid overlapping in the implementation of the work. Each member must be responsible for every execution of their duties in accordance tupoksi owned.

Based on the interview can be seen that the appointment of officials as determined by the regents was personal it would make personal considerations as a basis instead of on a determination by the impersonal authority that underlies one of the elements professional administration Max Weber (Lane, 1987). As for the determination of the structure below the section head determined through experience of long-serving employees who have been and have competence in the form of education and training and preferably with experience in the field that was involved in the bureaucracy. Provides an overview of the level of hierarchy held as elements of ideal bureaucratic of Weberian which the level of the position is filled by employees who has the competence, experience and a proven record of working in the field it proceeds along with increased class of a civil servant who can later fill positions hierarchically which are arranged structured.

Based on the interview, it can be seen that Servant Licensing Agency and investment of Pare-Pare guided on formal rules and follow the SOP mechanisms that have been established formally by the city of Pare-Pare. Considering the licensing agency and investment of Pare-Pare are the activities of the holding of a licensing and non-licensing who received the delegation or the delegation of authority from the agency or agencies that

have licensing authority and non-licensing which the management process starts from the proposal stage to the stage of the publication of documents which is done in one place.

Based on the results of interviews showed that employees who are placed in a position at the agency for licensing and investment of Pare-Pare based on a merit system it is seen from the experience, level of education and mastery of the job makes separate consideration to the employee occupying a position which is arranged in a structured, it is appropriate if it is associated with Government Regulation No. 13 year 2002 on the appointment of a structural position and Law No. 43 of 1999 on the main points of personnel Article 17, Paragraph 2 of the appointment of employees in an office conducted based on professional principles in accordance with competence, work performance and levels of rank set for the job as well as the requirements of other objective without regardless of sex, ethnicity, religion, race or class, it can be concluded that the competence is directed to the knowledge, skills and attitudes and behavior of the employees them selves.

Based on interviews, a picture that availability of a career employee must go through a pattern which generally portray the flow of connectedness and harmony between the position, rank, education and training positions, competence and the term of office of a person's civil service since the first appointment in a particular occupation until retirement. Although, in this case, the decision of the leadership also has implications on the planning of an employee's career.

Interviews indicate that the separation distance between life as a member of the organization and personal life still cannot be separated in the licensing body and investment Pare-Pare in which personal interests using the resources the agency is a reasonable thing to do while the service is still looking at the relationship of kinship or kinship as a matter of course and seen something common. Yet to achieve an ideal bureaucracy Max Weber (Lane, 1987) there should be a separation between the interests of the organization with a vested interest. While in terms of bureaucratic reform, it would be its own obstacles to the creation of an ideal bureaucracy where the inability to separate the distance between the personal interests of the organization to diminish the professionalism of personnel, whereas to achieve the target of bureaucratic reform, a strategy is needed to increase the professionalism of the apparatus (Rewansyah, 2010). The separation between personal interests and the organization has not found powerful boundaries in the structure of the bureaucracy.

From the study it can be concluded element of division of a division clerks that is clearly defined has stated implicitly in setting Auth Agency licensing and investment Pare-Pare clearly acceptable, impersonal authority structure elements portray the appointment of officials as determined by the regents are personal. This certainly makes the personal considerations as a basis and not on a determination by the impersonal authority element that has hierarchy levels indicate there is a hierarchy which shows flow of coordination and power structurely mutual need for the establishment of cooperation within the organizational unit, depending on the rules of formal elements into the guidelines followed by the employees in the organization. Elements that use the merit system in the employee shows that employees place in a position at the agency for licensing and investment Pare-pare based on a merit system. Elements availability career shows the availability of career employee must go through a pattern which generally portray the flow of connectedness and harmony between the position, rank, education and training positions, competence as well as the tenure of a civil servant and distance separation element between life as a member of the organization and personal life.

Effects that arise in Weberian bureaucracy principle:

Formal authority hierarchy even tends to be rigid because the system of bureaucratic hierarchy, the subordinate would be reluctant to greet his superiors if not absolutely necessary. This creates a formal atmosphere which instead tend rigid in the organization. Based on the results of interviews conducted, it can be seen that the dependence of subordinates to superiors did not occur directly in the performance of the organization because employees are more focused on basic tasks and functions as well as SOP previously given so as to issues of work that is still in employees working area can be implemented in isolation without asking the user to leader. It also gives the sense that discretion does not suffer limitations addresses on the appropriate scope of work duties and SOP.

Based on the interview, it can be obtained explanation that fragmentation occurs on a decision involving the leadership and focus on their respective fields, communication with the leadership associated with a particular field without indicating the involvement of other areas in decision-making. Negative effects that appear on the aspects of the hierarchy in the Agency of Licensing Service and Investment of Pare-Pare not the case overall dependence among subordinates to superiors, limiting discretion, instituting paternalism, inhibit horizontal

cooperation and create distortions and inhibit horizontal cooperation. However, one negative effect that appears is the fragmentation of decision-making. The same situation is also identified in the Licensing Service Agency and Investment of Pare-Pare where there is fragmentation of decision making based on the areas of work without communication with other fields just to follow the hierarchy of the line of the leadership coordination.

Based on the results of interviews conducted, there is a picture that culture of paternalism does not appear in the services office of licensing and investment of Pare-Pare. Employees does not work to serve the leadership but to focus on the main tasks of the organization that is providing licensing service. Furthermore, through interviews can be seen that the communication that occurs is the segmentation of the head of the field head invitation but at levels below the hierarchy information can be received without distortion. While other search results indicate the occurrence of horizontal cooperation between different fields, it means that the negative effect that hinders hierarchy horizontal cooperation does not occur on Licensing Service Agency and Investment Pare-Pare.

Negative effects explored the formalization aspects indicate that the changes and innovations in the licensing service did not happen because employees simply refer to services that are procedural in SOP. Based on the interview can be seen that the services provided seem less responsive to the people who need the service permissions. The negative effects of the formality aspect of creating rigid work processes, routines and not responsive not appear and cannot be said to be a negative effect on the performance of the Licensing and Investment of Pare-Pare.

Based on various interviews and observations can be obtained a description that the negative effects of the aspects of specialization when it goes beyond the point of optimality can be said to emerge implicitly from the information passed on by informants namely creating selfishness workers and create dependencies between parts so that the uncertainties in the completion of work and this is certainly the expense of the service users who want the service not preserved slowly and efficient. Later on aspects of impersonality, the negative effects were identified based on interviews to obtain information that there is no option for the marginalized.

In the aspect of hierarchy has not gone beyond the point of optimality. Implementation of hierarchy helpful to give authority limits, facilitating a leader in conducting supervision and control, co-ordination as an instrument of control and facilitate coordination and clarify communication channel (vertical) and accountability. But

if it goes beyond the point of optimality then it will lead to subordinate's dependency to superiors, limiting discretion, fragmentation of decision-making, instituting a culture of paternalism and inhibit horizontal cooperation and create distortions and inhibit horizontal cooperation. From the results of research on aspects of formalization, it is known that the negative effects that inhibit change, creativity and innovation in the service and the life of bureaucracy cannot be categorized occur on Licensing Service Agency and Investment of Pare-Pare.

From the results of research on aspects of specialization, it is known that the negative effects such as causing fragmentation of bureaucracy, work processes and services become convoluted so that services become slow, creating egoism workers and create a dependency between the parts, causing uncertainty in the completion of the work. The overall negative effect appears in the aspect of specialization in the bureaucratic structure Licensing Service Agency and Investment Pare-Pare. The benefits arising from the aspect of specialization is based on the principle of bureaucratic Weberian that simplify work processes to achieve efficiency and be the basis for the development of expertise and professionalism that is Reliability and expertise in the implementation of the tasks so done with high quality, timely manner, accurately and with procedures that are easily understood (Siagian, 2009). Then the impersonality aspect does not give significant negative effects.

The results showed there are two problematic aspects that have negative effects that aspect of formalization and specialization. Every aspect and bureaucratic structures like hierarchy, specialization and formalization besides having benefits and contributes to the efficiency and performance of the bureaucracy it also has the potential to create disease of bureaucracy. The bureaucratic structure has internal problems that a certain level can potentially cause bureaucratic dysfunction (Caiden, 2009). Application of the principle of bureaucratic structures Weberian work well in aspects of hierarchies and impersonality which means that the principle of bureaucratic Weberian not go beyond the point of optimal despite which there are negative effects such as the aspects of formalization and specialization because it goes beyond the point of optimality but overall it can be concluded that the principle of bureaucratic Weberian Agency Licensing services and Investment Pare-Pare no dysfunction and mall administration of potentially raised by the negative effects described earlier.

In the end, the study found that the application of the principle of bureaucratic Weberian on Licensing Service Agency and Investment Pare-Pare shows a hierarchy into the groove of coordination and power are structured

mutual need for the establishment of cooperation within the organizational unit, then their reliance on formal rules to make the importance of the guidelines followed by the employees in the organization. Employees are in place in a position based on the merit system. The division of employees, defined clearly been stated implicitly in setting acceptable Auth clear and the structure of impersonal authority portray the appointment of officials as determined by the regents are personal. It certainly makes personal considerations as a basis instead of on a determination by the impersonal authority. Furthermore, these conditions gave rise to the negative effects arising from the aspects of formalization of that change and innovation in the licensing service did not happen because employees simply refers to services that are procedural in SOP while aspects of specialization which is the negative effect is the creation of egoism workers and the creation of dependency between parts causing uncertainty in completion of the work.

CONCLUSION

Application of the principle of bureaucratic Weberian shows elements of the division of employee defined clearly been stated implicitly in setting Auth Agency Licensing and Investment Pare-Pare that can be received clearly by all components other than the elements of the structure of impersonal authority portray the appointment of officials as determined by regents. These are personal things certainly make personal considerations as a basis instead of on a determination by the impersonal authority. Then, the hierarchy shows the flow of coordination and power that are structured mutual need for the establishment of cooperation within the organizational unit and dependency on formal rules. Negative effects which arise in the application of bureaucratic Weberian is that change and innovation in the licensing service did not happen because employees simply refers to services that are procedural in SOP and the negative effect is the creation of egoism workers and the creation of dependency between parts causing uncertainty in the completion of the work the two effects arises from two aspects: the formalization and specialization while khirarki and impersonality has not exceeded the optimal point.

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