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**RED TAPE IT'S HEAVEN FOR BUREAUCRATIC PUBLIC SERVICES
A CASE STUDY ON TRADE IN SERVICES BUSINESS LICENSE OF MAKASSAR CITY**

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Abstract

Red tape as pathology has long been the focus of study by bureaucratic experts. *Red Tape* refers to regulations that are excessive and rigid against formal rules applied by governments, companies and other large organizations. *Red tape* is often used as a synonym for the terms procedures, rules and regulations needed to get bureaucracy approval, when all three go astray and being overdone, that's when red tape was there and developed. The things described as *Red Tape* are filling in documents, obtaining licenses, committee approvals or various administrative rules that make doing one's business slower, difficult. This study aims to uncover red tape forms, explain the behavior of entrepreneurial societies to avoid red tape, and formulate a model to reduce red tape in the process of publishing SIUP services. The research location is Makassar City. The approach used is qualitative-explanative, with a case study method. The informant was an entrepreneurial community that had obtained SIUP in 2016. Data was obtained through in-depth interviews. The analysis technique used is data reduction, data presentation and conclusion drawing. The results showed that there were five types of red tape found in the issuance of SIUP, including: many requirements, less relevant and strict; long, tight and excessive structures and hierarchies; rigid or detailed, complex, long procedures or stages that are excessive, obedient, and convoluted; a longer period of time than the stipulated fee; and the attitude and behavior of the procrastinating and indifferent officers, prioritizing the family, friends and cronies, expecting regards, not appreciating the people served. The entrepreneurial behavior of people avoiding red tape is by short cut behavior and bribery behavior. For this reason, the authors offer models of red tape with downsizing agencies and simplifying procedures, through three hierarchies or procedures.

Keywords: pathology of bureaucracy, redtapein public service.

A. INTRODUCTION

Various complaints and criticisms about the performance of the bureaucracy are not new anymore, because they have existed since ancient times and even emerged along with the birth of the bureaucracy itself. Empirical conditions of bureaucracy show a variety of diseases (bureau pathology), such as big bureaucracy (Parkinson's), regulations that serve as an extension of the state to control society (Orwell), and bureaucratic polity (Jacksonian), which goes hand in hand with the bureau rationality and efficiency concept as introduced and developed by Weber and Hegel. Reed and Crozier (Sangkala, 2010) bureaucracy tends to be slow and unresponsive, unable to correct its behavior by learning from mistakes

(maladaptation's), and even tends to be potentially ineffective, especially towards the social problems it faces. Wallis (Hasniati, 2009) state administration in many developing countries is very slow and becomes increasingly red tape.

The report from Indonesia's Political and Economic Risk Consultancy (2009) still shows poor numbers, especially red tape barriers. In Asia, Indonesia has the longest time to process investment applications for 76 days, compared to Malaysia 13 days, and only 4 days in Singapore. (Bappenas, RPJMN 2015). The results of the 2016 Corruption Eradication Commission (KPK) survey on the integrity of public services in Indonesia, one of which focuses on the service of trade business licenses (SIUP), shows that Makassar City ranks 17th out of the 20 cities surveyed, with a public service index rating of 4.46. Even Makassar was ranked lowest in KTI, under the City of Ambon 5.60; Mataram 5,41; Manado 4.51 and Jayapura 4.51 (Kompas, November 2016).

Maladministration displayed by a number of good bureaucracies at the central level to the regional level is not an individual error, but arises due to systematic errors from the bureaucracy. Caiden (1991) states that there are 175 bureaucratic diseases that often occur and are carried out by the bureaucracy. Prasojo (Kompas, 2010) all diseases mentioned by Caiden occur in the context of the bureaucracy in Indonesia at this time. Suffering from just one kind of disease is often very troublesome, especially suffering from 175 types of disease simultaneously. Even Prasojo argued that the bureaucratic pathology in Indonesia is likely to be more considering the bureaucratic diseases of the tropics would be different from the subtropical bureaucracy.

B. LITERATURE REVIEW

1. Bureaucracy and Red Tape

Professional bureaucracy is still an actual issue to date. This is because there are many people who still hope that the bureaucracy is able to show good performance, want to appear professional in carrying out public services, can prioritize the interests of the community and not be under the pressure of certain political groups. Moreover, the current opportunities are very wide due to the shift in the Indonesian political system, which does not close the presence of political parties in quite a large number. Also, due to the paradigm shift of the government system from centralized to decentralized which provides opportunities for the bureaucracy, especially in the regions to be more creative, innovative and professional.

Thompson, the figure of bureaucratic literature knows no mercy, nor does he know love. The bureaucracy is impersonal, all things related to personal affairs do not apply to the bureaucracy (Thoha, 2002). Discipline is another characteristic that stands out in the bureaucracy, meaning that it must enforce the agreed or established rules. For that there is no compromise that tends to deviate from the rule. In other words, the bureaucracy does not recognize the term 'wisdom' in the sense that it tends to violate the rules of the bureaucracy. According to Islamy (1998), bureaucracy in most developing countries including Indonesia tends to be patrimonialistic, inefficient, ineffective (over consuming and under producing), not objective, anti-control and criticism, not serving the public because the orientation is more to serving the government, interests the general public is no longer a people's tool but has become a political instrument with a very authoritative and repressive nature, which later gave birth to the concept of bureau pathology.

Bureau pathology is a set of behaviors that are sometimes occupied by bureaucrats. Thompson describes the features of bureaucratic pathology as "over disposition, coercion to obey rules or routines and procedures, resistance to change, and shortsighted insistence on the rights of authority and status".

Pathology is a medical language which etymologically means "science of disease". Siagian (1994) says that the importance of pathology is to know the various types of diseases

that might be suffered by humans. That analogy also applies to a bureaucracy. This means that all government bureaucracies are able to face a variety of challenges that may arise both politically, economically, socio-culturally and technologically, various diseases that have been suffered or threaten to attack them need to be identified and then the most effective treatment therapies are sought. It must be admitted that there is no bureaucracy that is completely free of various bureaucratic pathologies.

Red tape is the beginning of the emergence of this pathology. Red tape is caused by natural tendencies that occur in the body of bureaucrats printed from the routine of their own activities. The bureaucracy that should be more efficient in the process is even more complicated because the bureaucrats are too 'obedient' to the existing procedures. The types of bureaucratic pathology other than red tape are corruption, collusion, nepotism, lack of accountability, formal accountability, and so on.

Developing countries can be said to be the center of bureaucratic pathology. Developing countries face the threat of bureaucratic pathology, namely the bureaucracy that tends to prioritize its own interests, is centralized, and maintains the status quo. Bureaucratic pathology also causes the bureaucracy to use its large authority for its own sake.

Red tape is a term intended to indicate the existence of bureaucratic procedures that have the characteristics of mechanical obedience to regulations, excessive formalities, and more attention to routine matters, and conflation of several external information which results in the gap delay and stagnation. The concept of red tape has given the negative expression described by Gouldner (Santosa, 2008) as an alliance, personalization, and regulation that affects the bureaucracy.

Furthermore, Kaufman (1977) has tried to explain why red tape is always used in a negative sense. He said that red tape is often used as a synonym for terms of procedures, regulations and regulations. These three things are intended to protect people's rights. A democratic system will generally design rules and regulations to protect individuals. When regulations and regulations run away from the fence of protection and become excessive, then at this time red tape exists and develops.

With these various weaknesses, the problem that arises later is the problem of bureaucratic existence. Can bureaucracy still be noticed? To be able to answer this problem three views were raised. First, Presthus (Santosa, 2008) "is bureaucracy necessary", he illustrates that some critics say "no" while others insist on sharpening modification of norms and classical forms of bureaucratic structure and behavior.

Bureaucracy is the product of civilization. Organizational specializations and hierarchies tend to be born in the first period. Whereas in modern times, bureaucracy was born as a result of rationalism and capitalization. Centralization is often the basis of the scale of its operation, which in turn will characterize the bureaucratic structure according to the context.

In its development, the bureaucracy tends to continually strengthen its power and also orient its activities to the groups from which they originate. As a result, internal controls do not work. Providing an effective mechanism for control of increasing bureaucratic power has become the concern of the modern democratic state today. In line with this, theorists and practitioners feel the need to guarantee bureaucratic responsibility.

The recognition of red tape as an organizational problem is relatively new. Initially red tape was conceptualized at the individual level as in Merton's classic thesis (1940) about goal displacement, or Gouldner's idea (1952) that red tape is intimately tied to individual's perspective (closely related to individual perspectives). The classical public administration perspective, rooted in interest group pluralism, is closely related to Gouldner's perspective as expressed by Waldo (1946): "one man's red tape is another man's system" (one person's red tape is a system for others) and echoed three decades later by Kaufman (1977): "one red tape

person may be another 's treasured safeguard", one red tape can be a valuable protection for others (in Pandey and Moynihan, 2006)

The thought developed towards red tape as a system level variable, as the expression Gore (1993), Osborne and Gaebler (1992) 'good people trapped in bad systems'. This shift of thought is well illustrated in the words of Osborne and Gaebler (1992) "the glue that holds public bureaucracies together, in the other words, is like epoxy: it comes in two separate tube. One holds rule, the other line items. Mix them together and you get cement".

Now red bureaucratic tape is a concept that has become widespread and popular in the public bureaucracy. Developments in conceptualizing and measuring red tape (Pandey and Scott, 2002) have contributed directly to reformist thinking that seeks to stop red tape (Gore, 1993; Osborne and Gaebler, 1992). In fact, most scientists have accepted the argument that red tape has a negative effect on bureaucratic performance. Even more recognized by scientists and practitioners that red tape has a relationship and a negative influence on bureaucratic performance.

Thompson (Albrow, 1989) emphasizes red tape on the attempt to force obedience to rules or routines as well as the procedures that have been established in service delivery. This opinion is supported by Pandey and Kingsley (2000) and Pandey and Scott (2002) by saying that red tape as impressions on the part of manager that formalization in the form of burdensome rules and regulations is detrimental to the organization. The same thing stated by Thoha (2006) red tape is a public service process that is too bureaucratic, merely procedural, convoluted or long-winded. Likewise expressed by Gauldner (Santosa, 2008); red tape shows the existence of bureaucratic procedures that have characteristics of mechanical adherence to regulations, excessive formalities, and more attention to routine matters.

2. Red Tape and Behavior

The concept of red tape was first introduced by Merton (1940) as a concept that led to goal displacement and dysfunctional pathologies in bureaucracy. The concept of red tape describes the structure and behavior of bureaucracy that tends to be rigid, reluctant to delegate authority, full of secrecy and close itself to environmental changes.

Furthermore, the red tape concept was developed by Waldo (1946) who suggested an essay: one man's red tape is another man's system. Then emphasized again by Kaufman (1977) who said that one person 's red tape may be another 's treasured safeguard. Caiden (1991) uses the term bureau pathologies to package various forms of disease that are inherent in the bureaucracy, causing dysfunction of the bureaucracy. Bozeman (1993) formulated an organizational red tape: rules, regulations and procedures for the burden and compliance of the organization but made no contribution to achieving the functional objectives rules.

Research and studies of red tape developed rapidly after entering 1993. Bozeman (1993) conceptualized two forms of red tape. First, organizational red tape, defined as "rules, regulations, and procedures in force and the compliance burden for organizations but have no efficacy for the rules" functional object ". Stakeholder red tape, on the other hand, accounts for variation in specific roles, individual-level perceptions of red tape. Bozeman is defined as stakeholder red tape as "organizational rules, regulations, and procedures that remain in force and legal a compliance burden, but serve no object valued by a given stakeholder group".

Pandey and Moynihan (2006) in his work entitled Bureaucratic Red Tape and Organizational Performance: Testing the moderating role of culture and political support. His research aims to examine the moderate variable role of culture and political support to reduce or reduce bureaucratic red tape to improve organizational performance. The theory used is red tape as one of the bureaucratic pathologies seen as an obstacle to bureaucratic performance. Or in other words red tape has a negative effect and always inhibits and reduces bureaucratic performance. The results show that: (a) Red tape has a negative effect on organizational performance or bureaucracy; (b) Organizations with a culture of development

will be better able to reduce the negative effects of red tape on organizational performance; (c) Organizations with a high level of political support from elected officials will be better able to reduce the negative effects of red tape on organizational performance. The three basic components of the theory are proposed: that red tape has a negative effect on performance; that political and cultural support is important for performance; and that political and cultural support has a moderating effect on the relationship between red tape and performance. Their findings add to the performance management literature by providing evidence for the negative effects of different types of red tape on performance and also confirm insights on how the negative effects of red tape can be reduced.

Moyhinan's research (2007) entitled *A Theory of Culture-Switching: Leadership and Red Tape during Hurricane Katrina* about organizational culture to develop the theory of culture-switching. Culture-switching occurs when organizational actors shift emphasis from one organizational culture assumption to another's organizational culture to change actions within an organization. In culture-switching, that is, they change the organizational culture that has been applied so far (bureaucratic and rigid) into a more flexible organizational culture to realize organizational goals. These findings suggest that certain organizational cultures can limit the negative impact of excessive enthusiasm to obey the rules (bureaucratic red tape).

Citizens, businesses, and government employees even often complain about having to contend with too much red tape. Indeed, red tape is one of the oldest and most frequently pathologies of government bureaucracy. Red tape is an all-likelihood, it is also tethered to corruption and probably undercuts government performance. It is thus understandable why contemporary reform movements in most nations have singled out red tape for eradication.

There are two types of red tape. Internal red tape refers to bureaucratic rules and routines that affect the internal operations of a public agency. External red tape refers to procedures and regulations that make it difficult for citizens and other stakeholders to interact with the agency or comply with legal mandates. In the case of business firms, burdensome regulations can affect firms' profitability and thus constrain the free market economy.

Different views of red tape depend on their respective roles in local government and that the determinants of red tape tend to vary at each level. Where there are similarities that show that the nature of development, logical strategy formulation, regulation reduction and stability of the external political context will work to reduce red tape.

C. RESEARCH METHODS

The research location is Makassar City. The research design uses a qualitative approach, the type of case study, with the purpose of exploratory (forms of red tape) and explanative (the behavior of the entrepreneurial community avoids red tape in the service of publishing SIUP). The informant is an entrepreneurial community who has managed and obtained SIUP in 2016, and a number of officials within the scope of KPAP. Data collection is done by structured interviews and document review. Data analysis through data reduction, data display, and conclusion drawing or verification.

D. RESEARCH RESULTS AND DISCUSSION

Red Tape Forms in Issuance of business license (SIUP)

Red tape is grouped into four forms, including: absolute requirements met by the applicant to obtain SIUP; structure and hierarchy that must be passed; procedures and stages that must be followed; the time and cost that must be taken and paid; and the attitude and behavior displayed by the officers in serving the applicant.

Red tape on requirements. Red tape in the form of requirements found is more due to ignorance or incomprehension of the applicants or informants about the requirements they

must complete or fulfill to obtain SIUP. From a number of requirements mentioned by informants, there are a number of actual requirements which do not include requirements that must be completed in accordance with Mayor Regulation No. 14 of 2005, as well as Regulation of the Minister of Trade No. 36 of 2007. The requirements include: house certificates, proof of electricity bill payments, proof of telephone account, marriage certificate, cover letter from RT and RW, company domicile certificate, proof of payment of company tax, and organizational structure.

Red tape on structure or hierarchy. At the KPAP level, the form of red tape that is found is a long structure and hierarchy, where the informant must go through six levels of hierarchy until the SIUP is submitted to the applicant. The structure and hierarchy include; first the applicant submits the file, takes and completes the form in the Administrative Research Section. Taking care of the recommendations to the DP3M, after obtaining a recommendation, a certificate of regional retribution (SKRD), and a letter of deposit (STS), the applicant submits it to the Permit Issuance Section. Then make payments at the regional cash counter that has been prepared by KPAP under the coordination of the Bookkeeping and Reporting Section. After that, the applicant submits proof of payment of levies to the Permission Issuance Section, then this section processes the issuance of SIUP including submitting SIUP to be signed by the head of KPAP. Finally, the Issuance Permit Section submits the SIUP that has been signed by the KPAP head to the applicant.

Red tape in the form of structures and hierarchies is also found at the village and sub-district level, where the applicant must first arrange a certificate from RT and RW before the headman issues a cover letter. A cover letter signed by the village head must be taken to the sub-district to be signed by the sub-district head, because the cover letter must be known by the sub-district head.

Red tape on the procedure. In line with the form of red tape found in the structure or hierarchy, red tape was also found in the procedure for issuing SIUP. Red tape refers to the procedure for issuing a long SIUP, where at the KPAP level the applicant must go through six stages until the SIUP is submitted to the applicant. First, the applicant submits the file, takes and fills out the form. After obtaining recommendations, SKRD, and STS from DP3M, the applicant submits the recommendation, SKRD and STS. Then make payments at the regional cash counter. After that, the applicant submits the proof of payment of the levy, then the Issuance Permit Section processes the issuance of the SIUP including submitting the concept of SIUP to be signed by the head of KPAP. After that SIUP is submitted to the applicant by the Permit Issuance Section.

Likewise, red tape is in the form of procedures at the sub-district and district level, the applicant must go through the procedures and stages of processing a certificate from the village head that is known by the local sub-district head, then the applicant can proceed with the issuance of the SIUP at the KPAP level, because the certificate is one of the requirements must be attached to the issuance of SIUP. For applicants who cannot show or attach a certificate from the village head and sub-district head, they cannot be served for the issuance of their SIUP.

Red tape for time and cost. Red tape in the form of time occurs, in which a number of informants said that the completion of SIUP until it can be issued can reach one month to three months, depending on the costs incurred. If you are willing to pay a lot and quickly, the SIUP can be completed faster. This phenomenon is mainly found by applicants who use the services of a notary for the management of their SIUP. Also, revealed by a number of informants who use the services of a notary that red tape in the form of costs incurred can reach tens of millions of rupiahs. The cost of processing SIUP issuance ranges from Rp 7 million to Rp 8 million, the fee includes a fee for the notary. There are even informants who admit to paying Rp15 million (for DKI Jakarta it can reach Rp.35 million), depending on the

notary, the more famous the notary, the higher the payment. The fee has been incurred with a fee to the notary, in the sense that the entrepreneur only accepts it. At the village and sub-district level, red tape is also found in the form of inflation of costs that must be paid by the applicant. From interviews with informants it was revealed that generally informants admitted paying, even there were informants who paid up to Rp. 900 thousand at both levels of government.

Red tape on attitude and behavior. Red tape in the form of attitudes and behavior of officers is also found at all levels of the structure or hierarchy, starting at the level of the sub-district, District, KPAP and DP3M of the City of Makassar. The attitude and behavior of the sub-district officers was impressed by the expectation of payment from the services provided. Each deal with the village and sub-district offices must have an envelope, this is commonly experienced by informants whenever dealing with sub-district and district offices. It was also revealed that generally the attitudes and behaviors of service officers tend not to be transparent and expect payments that are less in accordance with existing rules, and even the fees set tend to be made up because there are no rules or terms. Until finally the informant negotiated the costs, with the agreed fee made the informant not complicated, aka not brought in. In addition, attitudes are also found that tend to complicate, less respect the people they serve, especially if the people served do not show adequate and convincing performances.

Behavior of Entrepreneurial Society Avoiding Red Tape

The results of field research indicate that there are four ways or variations of applicants to obtain SIUP. First, the entrepreneur community or the applicant comes to KPAP to submit the file, collect, and fill out the form. In this way, seldom can applicants be served directly for the issuance process of the SIUP because generally the applicant's file is incomplete, especially the requirements in the form of a certificate from the local sub-district and district. Second, the entrepreneurial community or applicant goes to the local sub-district to arrange a certificate, sometimes requested by the local village head to arrange a cover letter from the Neighborhood Unit (RT) and the Neighborhood Unit (RW), then can proceed to the sub district office to get the sub-district head signature. After obtaining a certificate from the local boss known to the sub-district head, then he can deal with or manage the issuance of SIUP at the KPAP level. Third, the entrepreneurial community or applicants come to DP3M, this agency is obliged to provide recommendations, establish a certificate of regional retribution (SKRD), and a deposit letter (STS) to the applicant, by first conducting a survey of the applicant's business unit. Fourth, the entrepreneur community or the applicant asks for help from a notary who has been well known beforehand.

From all entrepreneurial communities or informants interviewed it was revealed that overall informants avoided red tape through two behavioral models, namely short cut behavior, and bribery behavior. First, the community took the short cut behavior to avoid red tape, especially by the entrepreneurial community who had a busy day at work, so they did not want to follow the hierarchy and procedures for issuing their business SIUP. They generally only prepare the required requirements according to the request of officers who are willing to help (in popular terms called brokers). Short cut behavior is taken by: (1) Requesting assistance from sub-district officials when they first come to sub-district to arrange a certificate, even the kelurahan apparatus immediately offers to arrange the requesting SIUP; (2) Request assistance from KPAP officials, when they first come to take care of the process of issuing their business SIUP; (3) Request assistance from DP3M officials, when it comes to taking care of recommendations that must be issued by DP3M, because this recommendation is the most severe and troublesome requirement for the

community; and (4) Request assistance from a notary for the process of issuing the SIUP of his business.

Second, bribery behavior is basically closely related to short cut behavior. Entrepreneurial communities that do not want to be bothered with many and troublesome service requirements, long structures and hierarchies, varying procedures and stages of service, long time, and uncertain costs, as well as the attitude of service officers who are not friendly, often delay work and prioritizing family and cronies is the main driving factor so that the entrepreneurial community takes or takes the bribery behavior in the process of publishing the business SIUP. Bribery behavior is taken by the entrepreneurial community or the applicant by making bribes or paying with a sum of money which is of course greater than the provisions set by the Makassar City government. The behavior of the informant is found in the four methods or methods that they take to obtain the SIUP service of the business.

Alternative Red Tape Model in the Issuance of SIUP

Referring to the research findings in the form of red tape that were successfully identified, and the behavior of **the** entrepreneurial community who tend to short cut behavior and bribery behavior to avoid **red tape in the process of publishing SIUP** in Makassar City, alternative models are offered through three hierarchies and service procedures. and reduction of requirements. First, the entrepreneur community or the applicant applies for the issuance of their business SIUP to the Mayor of Makassar through the Makassar City KPAP Head. In this first procedure, the applicant comes to KPAP and deals with the Administration Research Section to submit the file or requirement, take, and fill in the form provided.

The core requirements for the issuance of a new SIUP are that the applicant must fulfill or enclose the requirements in the form of 3x4cm passport and stamp duty of Rp. 6,000 each for 3 (three) sheets because both types of requirements will be posted on SIUP, GIS and TDP which will be submitted to applicant. Other requirements are only complementary such as a photocopy of identity card (KTP), Tax ID number (NPWP), and company establishment certificate (specifically for legal entities). Other requirements as stipulated in the Regulation of Mayor of Makassar Number 14 of 2005, Regulation of the Minister of Trade Number 36/M-DAG/PER/2007, Minister of Home Affairs Regulation No. 27 of 2009, and other requirements mentioned by several informants are deemed to be abolished because they are only increase the requirements, and extend the structure or hierarchy and procedures for the issuance of SIUP in Makassar City.

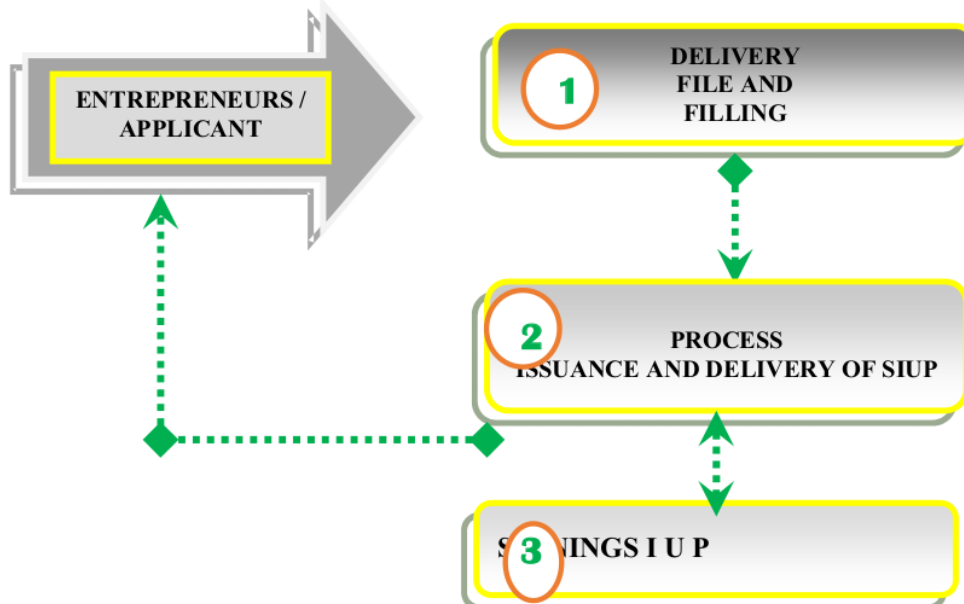
Whereas the requirements that must be attaché by the entrepreneurial community requesting the issuance of the SIUP extension of their business simply submit the original SIUP that has been declared invalid. In the Regulation of Mayor of Makassar Number 14 of 2005, it is stated that SIUP is only valid for 5 (five) years and after that it can be extended again. In the opinion of the writer, the extension of SIUP only adds to the workload of KPAP, and does not have a fundamental essence or interest, unless there is a change in the efforts of the entrepreneurial community.

Regarding individual businesses there is no need to require a disruption permit. Disruption permits are only required for businesses that are legal entities with medium and large business categories, they must also be selective in nature, especially to businesses or companies that do have indications of disturbing or polluting the surrounding environment. Unlike now a disruption permit is required for all types of businesses that actually do not need to take care of disturbance licenses, for example, shops that sell nine basic necessities for the daily needs of the local community are also required to arrange and obtain a disruption permit. Even the policy set by the Makassar City government requires a disruption

permit to issue a trading business license, although it can be managed or processed simultaneously by the entrepreneurial community or the applicant, even one package with a company registration letter. Thus, for one management, three letters can be processed at once, namely disruption permits (SIG), trading business licenses (SIUP) and company registration letters (STDP)

The second stage is the process of issuing SIUP. At this stage, it does not require the applicant's involvement anymore because the files and forms that have been submitted and filled in by the applicant in the Administration Research Section can be forwarded by the section to the Publishing Section for the next process. At this stage, the Publishing Section processes the issuance of SIUP by filling in or inputting the data and information contained in the form that has been filled out by the applicant in the SIUP form prepared by KPAP. The third procedure is the signing of the SIUP by the head of the KPAP. In this third procedure, blanks of SIUP that have been inputted and filled in completely by the Publishing Section can be submitted to the Head of the KPAP for signature. After being signed by the head of the KPAP, then the Publishing Section can submit SIUP to the entrepreneurial community or the applicant

Picture 1
Alternative Publishing Process Model Business license



Source: Processed results of primary and secondary data 2018,

With the alternative model offered, the process of issuing SIUP which has been covered by red tape can be avoided or reduced by structuring the structure or hierarchy, and simplifying the procedure for the service of issuing SIUP in the Makassar City KPAP. Through this alternative model, the issuance time of SIUP can also be shortened to 2 (two) working days with a note that the application has been received before 12.00 noon, and no later than 3 (three) working days. The alternative model offered is in line with the findings or results of the OECD study (2006) which provides details of the report adopted by several

popular reforms, through a reduction and simplifying requirements, hierarchy and service procedures, simplification of licenses and licensing procedures, time limits for decision making and publishing permits, policies that provide convenience, especially to businesses and small and medium enterprises, as well as an increase in the use of intranet-based information technology or websites. Even in accordance with the mandate of Law Number 25 of 2009 concerning Public Services and more technical policies or regulations, it is obligatory for regency and city governments to immediately form licensing service units in the form of One Stop Services (PTSP), where service begins and ends at PTSP and all technical units related to the granting of certain licenses are placed in one integrated service unit.

Research Results Proposition

By referring to the findings or results of the study, in this case the forms of red tape that are found in the service process of publishing SIUP, behavior of the community to avoid red tape in the process of issuing SIUP, and alternative models offered as a result of critical analysis, can be compiled proposition: the entrepreneurial community or the applicant who is faced with many requirements, strict, burdensome and troublesome; formality structure or hierarchy, long, tight and excessive organization; rigid and detailed procedures, complex, long and excessive adherence, and convoluted; time that is uncertain and has the potential to be longer than the predetermined time limit, and costs that are not clear and have a higher chance than the standard cost that has been set; attitudes and behavior of officers who are procrastinating and indifferent in providing services, prioritizing their family, friends and cronies, tend to be avoided and cause the entrepreneurial community to take or take a short cut behavior and bribery behavior in order to obtain SIUP of their business.

E. CONCLUSION

The results of field research show that there are four types of red tape forms that can be found in the service process of issuing SIUP including: First, many and strict requirements. Second, the structure or hierarchy is the formality and organization that is long, tight and excessive. Third, rigid or detailed, complex, lengthy, obedient and complicated procedures. Fourth, time and cost: a time that is longer than the standard time that has been determined. Costs that are higher than the standard costs that have been set. Fifth, attitudes and behaviors are not transparent and expect payment that is not in accordance with the existing rules, and even the fees set tend to be made up because there are no rules or terms, and less respect for the people they serve. The behavior of the entrepreneurial community or informants to avoid red tape is by means of short cut behavior and bribery behavior, by making payments which of course are not in accordance with the provisions set by the Makassar City government. The behavior of the informant is found at all levels of the structure, hierarchy, and procedures for the issuance of SIUP.

Research Implications. First, the implication of theoretical research is the disclosure of red tape forms and the behavior of entrepreneurial communities to avoid red tape in the service of publishing SIUP in Makassar City. Second, methodologically it is illustrated from the use of qualitative approaches in uncovering the forms of red tape and the behavior of the entrepreneurial community to avoid red tape in the service of bureaucracy, especially the service for publishing SIUP in Makassar City. Third, practically, is the improvement and improvement of bureaucratic services, especially the service for publishing SIUP in Makassar City, to avoid red tape forms. In order to avoid red tape in the service process of issuing SIUP to the Makassar City government researchers offer and recommend alternative models through three hierarchies or service procedures.

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