

**The Implementation of “Pelayanan Administration Terpadu Kecamatan (PATEN) to Improve Quality of Public Service: A Study on the Implementation of the 2010 Minister of Domestic Affairs’ Decree number 4 about *Pelayanan Administrasi Terpadu Kecamatan* in Situbondo**

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**Abstract:**

*The purpose of the study is to describe the implementation of PATEN as public policy in Suboh and Mangaran, two sub-districts in. The researchers used George Edward III as the policy implementation model consisting of four aspects, namely communication, resources, disposition, and bureaucratic structure. The model was used to convey information and analyze the successful implementation of PATEN as public policy in Situbondo. The study was qualitative research with descriptive approach. The findings showed that in general PATEN as public policy had been implemented properly. The aspects of communication, resources, and disposition were the key to successful implementation of PATEN. The main obstacle in the implementation of PATEN in Situbondo was resource more particularly limited employees and facility such as computers.*

**Keywords:** *policy implementation, PATEN*

## 1. INTRODUCTION

The national public service had notorious image. Snail-paced service, remote access, complicated requirement and inconsistent fee were among the examples of poor public service Indonesian people had experienced. As the effect, they were reluctant to deal with the bureaucracy. Poor quality of public service slowed down the growth of economy and eventually the public welfare.

Need for qualified public service urges the government to issue certain policy in order that public institutions provide service that meets public expectation. As an effort to improve quality of public service, the government issued the 2010 Minister of Domestic Affairs Decree number 4 about *Pedoman Pelayanan Administrasi Terpadu Kecamatan (PATEN)*. *Pelayanan Administrasi Terpadu Kecamatan PATEN* is national-standardized public service system. *PATEN* should be implemented all over Indonesia in reference of the 2010 Minister of Domestic Affairs Decree number 4.

Based on the elaboration, the researchers feel there are several issues that require further analysis. Therefore, the statement of the problems is "How is the implementation of *Pelayanan Administrasi Terpadu Kecamatan (PATEN)* in Situbondo?"

## 2. LITERATURE REVIEW

### 2.1 Public Policy

Dye (2006:12) defined public policy as "whatever governments choose to do or not to do". Similar idea was formulated by Edward III and Sharkansky as cited in Widodo (2001:190); public policy was "what government say and do, or not to do; it is the goals or purpose of government programs."

### 2.2 Implementation of Public Policy

Pressman and Wildavsky (1973) were two scientists who explicitly applied the concept of implementation to explain phenomenon related to the failure of certain policy to meet its targets. Hence, huge credits should be given to these experts because they were the pioneers in developing studies related to implementation of public policy. According to the experts, implementation was interpreted by some of the following keywords, namely to carry out, to fulfill, to produce, and to complete (Purwanto, 2012:17-20).

### 2.3 Model Implementation of Public Policy

In analyzing policy implementation, Edwards started by proposing two questions; they were 1) what pre-condition was needed to ensure implementation of certain policy would succeed? and 2) what factors that contributed to failure of certain implementation? According to Edwards, there are four crucial factors or variables in public service implementation. The factors or variables were communication, resource, disposition or behavior and bureaucratic structure (Winarno, 2004:125-126).

### 2.4 Communication

One requirement for successful implementation is that implementer has thorough understanding of what he or she is supposed to do. Purpose and goals of implementation should be transmitted to targeted group) in order to eliminate distortion. Unclear target or purpose may result in resistance from the targeted group (as cited in Subarsono, 2009:90).

### 2.5 Resources

To guarantee successful implementation of public policy, all agendas related to the policy should be delivered carefully, clearly and consistently. In addition, implementer should understand the agendas well. Resource is one of vital elements for effective implementation of public policy. In other words, resources are pivotal factors in implementation of public policy. The resources refer to skillful and competent staffs, authority and facilities for translating the agendas into viable actions to apply.

### 2.6 Disposition

Disposition of the implementer is the third factor that has essential consequence for effective implementation of public policy. The implementer with positive attitude equals support and it is very likely that the implementers would carry out the public policy just as the expectation of the decision-maker. At the

opposite, when there is discrepancy between the decision-maker's behavior and implementer's behavior, the implementation of certain public policy is going to be challenging.

### 2.7 Bureaucratic Structure

Edwards stated there were two main characteristics of bureaucracy namely working procedures or frequently called Standard Operating Procedures (SOP) and fragmentation. The first was developing as internal response towards limited time and resources as well as expectation for uniformity in complex and wide-spread operation of an organization. The second is mainly coming from some pressure outside the bureaucratic units such as legislative committee, interest group, the executives, the Constitution and the nature of public policy that influence the organization bureaucracy. In Indonesia, there were a lot of cases of ineffective implementation of public policy frequently due to lack of coordination and cooperation between the public institutions and/or the government (Winarno, 2004:132-154).

### 2.8 Public Service

Service is closely related to public. The word public is derived from English "public" that means general, society and nation. The word "public" has been adopted into Indonesian (*publik*) which means general, mass and crowded. Inu, et.al., as cited in Sinambela, et.al., (2011: 05) defined public as a group of people with similar ideas, feeling, expectation, attitude or behavior towards good and appropriate based on norm and value the group feel they have.

Service is series of invisible bureaucratic activities (Suboh and Mangaran sub-districts) through *Pelayanan Administrasi Terpadu Kecamatan (PATEN)* to meet other people's need and public means society, the object of the service itself. It means public service refers to invisible activities conducted by the bureaucracy (Suboh and Mangaran sub-districts) through *Pelayanan Administrasi Terpadu Kecamatan (PATEN)* in order to fulfill public need more particularly the society living in Suboh and Mangaran.

### 2.9 Pelayanan Administrasi Terpadu Kecamatan (PATEN)

*Pelayanan Administrasi Terpadu Kecamatan (PATEN)* is implementation of public service in sub-districts of which procedures, starting from application until issuance of documents, are conducted in the same place and the same counter. People should go to the counter and submit their documents. They wait for a short time and return to the same counter once the documents have finished. The next procedure is payment that is if the service they need is not free-of-charge. Their payment is documented because it is then going to be reported. As an addition, there are standards for types of service performed, how long one should wait and how much money one should pay (<http://bag-tapum.malangkab.go.id/konten-37.html>, diakses 14 oktober, 2015)

In conclusion, PATEN is current administrative service different from the previous ones since *Pelayanan Administrasi Terpadu Kecamatan (PATEN)* is easier and requires less time in order to provide qualified public service for the society.

## 3. RESEARCH METHOD

The study was a descriptive study with qualitative approach. The researchers decided to use qualitative approach because they wanted to portray the quality of public service in Situbondo, more particularly Suboh and Mangaran sub-districts after the implementation of the 2010 Minister of Domestic Affairs Decree number 4 about *Pelayanan Administrasi Terpadu Kecamatan (PATEN)*, using George Edward III's theory as the reference. The data collection methods were interview, observation and documentation. Besides interviewing selected informants, the researchers also conducted observations or investigating the object that is the staffs of *Pelayanan Administrasi Terpadu Kecamatan (PATEN)*.

## 4. DISCUSSIONS

### *Implementation of Kebijakan Pelayanan Administrasi Terpadu Kecamatan (PATEN) in Situbondo*

The section discussed the findings of the study or some information related to the implementation of *Pelayanan Administrasi Terpadu Kecamatan (PATEN)* as public policy in the attempt to improve quality of public service in Situbondo. Based on the observation, interview and documentation, it was found out that direct and indirect socialization was conducted to educate the society about the implementation of *Pelayanan*

*Administrasi Terpadu Kecamatan (PATEN)*. The purpose of the direct socialization is to allow the society to interact and communicate with the implementer of *PATEN* as well as deliver the information about the public policy.

Therefore the implementation of *Pelayanan Administrasi Terpadu Kecamatan (PATEN)* as public policy was also in the form of transmission to the implementer for example conducting meetings, socialization, and coordination for all of the staffs. To analyze implementation of public policy, purpose and goals of the program should be identified and evaluated since the implementation will not be successful if the goals were not taken into account.

As the result, there was face-to-face meeting between the implementer/ staffs and the public especially those living in remote areas to deliver the information more clearly. Such meeting was important so that the public understood what *PATEN* was and what its procedures were. In this case, public policy requires resources (staffs and also incentive) to encourage effective implementation. The resource deserves special attention because they facilitated the successful implementation of the public policy.

Clear standard and target did not guarantee effective implementation when there was absence or lack of communication between the organization and inaugural activities. Hence, clear delivery of *PATEN*, direct socialization to the society and mass-media such as leaflets and electronic mass-media in the implementation of *PATEN* were pivotal and effective. Furthermore, the staffs had their own whatsapp group and the head of the region frequently give information about *PATEN* using the group. These were considered really effective.

Based on the findings, the information about the public policy had spread consistently between the public apparatus and the society. The instructions related to the implementation of *PATEN* had been given properly and the Head of Region Decree had been issued to ensure effective implementation of *PATEN* as public policy. At last, the implementer understood their tasks. Implementation of public policy ran effectively when all responsible individuals had thorough understanding about its standard and goals as well as the methods used to achieve them. Clear purpose and standard, good communication with the implementer, consistency and uniformity between the standard and purpose being delivered and the informants were supposed to be taken into account.

Successful implementation frequently required bureaucratic mechanisms and procedures. These would help superintendents motivating their staffs (implementers) to act consistently based on the evaluation and purpose of the public policy. Each of the staffs should be able to use *PATEN* software or application. One of the supporting resources was the staffs responsible for carrying out the public service. Helpful staffs were needed because they were the barometer of successful public policy implementations since they were the ones working on the administrative staffs and having direct interaction with the public. In other words, resources were vital in the implementation of public policy. The resources referred to skillful and competent staffs and facilities needed to translate the goals and purpose of the public service into series of actions.

## 5. CONCLUSION

In general, the implementation of *Pelayanan Administrasi Terpadu Kecamatan (PATEN)* as public policy in Situbondo has run well. The communication between the staffs and the society also runs effectively and the information related to *PATEN* has been delivered consistently. However, the human resources, the staffs responsible for the implementation of *PATEN* have yet had adequate competent as the support system of the implementation of *Pelayanan Administrasi Terpadu Kecamatan (PATEN)*. In addition, the number of computers used in the implementation *Pelayanan Administrasi Terpadu Kecamatan (PATEN)* has yet been sufficient. The implementer has positive attitude. They and the society had tremendous support in the implementation of *Pelayanan Administrasi Terpadu Kecamatan (PATEN)* as public policy in Situbondo ini. Besides carrying out the implementation of *Pelayanan Administrasi Terpadu Kecamatan (PATEN)*, the staffs have carried out their tasks and function based on the Standart Operasional Prosedur (SOP) of *Pelayanan Administrasi Terpadu Kecamatan (PATEN)*. In conclusion, all staffs have carried out their responsibility as the regulations.

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