

Jbpg-1-17-012



THE IMPLEMENTATION OF INTEGRATED ADMINISTRATION SERVICES (PATEN) IN SIAK REGENCY, RIAU

Kemal *

Institute of Public Administration (IPDN) Riau
Ministry of Home Affairs
Banjar XII, Ujung Tanjung, Rokan Hilir Regency

Received: 8 March 2017; Accepted: 8 May 2017; Published online: 31 May 2017

DOI: [10.21787/jbp.09.2017.137-148](https://doi.org/10.21787/jbp.09.2017.137-148)

Abstract

This research is about the Implementation of District Integrated Administration Service (PATEN) in bringing closer and improving services to the community in Siak Regency, Riau Province. Law Number 23 of 2014 on Regional Government states that District Heads must implement two authorities, namely Attributive authority, and Delegated authority. The District head as, a regional apparatus, is no longer the head of a region that must obtain a delegation of some of the authority of the Regent/Mayor as stipulated by Regent/Mayor regulation. Not all Regents/Mayors delegate part of the authority to District Heads so that the implementation of service is centered in Regency/City. This research uses a descriptive qualitative method, and data collection technique is in the form of the interview, observation, and documentation. The results revealed that (1) PATEN in Siak District can bring closer and improve service to the community free of charge; (2) There is a strong commitment from the Siak Regent in the delegation of some of the licensing authority to the District Heads. For example, the presence of service space in the district with service counters, PATEN officers, the incentives of PATENT officers, and the direct supervision from the Regent. (3) Positive responses from the community, such as better service, free, and close to the service recipient community.

Keywords: Authority Delegation, Integrated Administration, Service

I. INTRODUCTION

Since the New Order until the Reform Era, the amendment of the Law on Regional Government has entered the third round. The first round is Act Number 22 of 2001, Law Number 32 of 2004, and currently Act III of Law Number 23 of 2014. The amendment of Law regulating the Local Government at the same time changes the position of sub-district headed by District Heads, if Law Number 5 of 1974 in the New Order era claimed the status of District Heads as the central tool in the region in order to carry out the task of deconcentration, with the term of District Heads as the sole ruler of the territory. Then, there is a fundamental change in the law after that, which is Law Number 22 of 1999 which was then replaced by Law Number 32 of 2004 in which the districts headed by District Heads are no longer the central government device, but instead as the

district/city regional device.

As explained in Article 120 Paragraph 2 of Law Number 32 of 2004 which states that Regency/Municipality Regional Device consists of Regional Secretariat, Secretariat of DPRD, Regional Office, Regional Technical Institution, District, and Sub-District. Then, at the end of SBY's leadership (Susilo Bambang Yudoyono) in 2014, the Law on Regional Government changed again with the birth of Law Number 23 of 2014. Then, along with the political dynamics of the country, further regulation on Regional Government is separated by regulation of regional head election and legislative election, then created Law Number 9 of 2015 Concerning the Second Amendment to Law Number 23 of 2014 has no change.

In principle, Law Number 23 of 2014 specifies the districts as compared to Law Number 32 of

* Corresponding Author
Phone : +62 821 7394 1902
Email : revikemal@gmail.com

2004. Law Number 23 of 2014 regulates in detail the formation of districts, the requirements of the formation of districts, reviving the classification of districts (such as in the Era of Law Number 5 of 1974) The delegation of some of the Regent's authority to the district heads, the duty of the district heads, the requirements to be appointed as a district head, and sub-districts financing charged to the regional budget of regency/city.

However, the three Laws on Regional Government above have the same principal in the case of the delegation of some of the authority of the Regent/Mayor to the District Head, although the District Head is carrying out two authorities, namely delegated authority and attributive authority. Delegated authority is the authority because there is a transfer from the Regent/Mayor. While attributive authority is an authority regulated by a higher regulation, as affirmed in Article 126 paragraph 3 of Law Number 32 of 2004 stated that, in addition to carrying out the task of devolving some of the authority of Regent/Mayor, the District Head also performs the general task of the government. However, since the Head of District is the Regional Device Work Unit (SKPD), who is appointed and dismissed by the Regent/Mayor, without any delegation of some authority of the Regent/Mayor to the District Head determined by the Regent/Mayor Regulation, the District Head does not necessarily execute the attributive authority.

One of the considerations of regional autonomy in districts/municipal governments emphasized not on the provincial government is to bring services closer to the community served (close to customers). Thus, it is hoped that district/city governments can more easily understand the growing empirical conditions in the community related to service needs.

Another opinion of regional autonomy suggests that the essence of decentralization is 'internalizing cost and benefit' for people and how to bring government closer to its people (Simanjuntak, 2015). With it, a service will be faster and the government will easily receive input from the community as a feedback from the quality of services provided. The emphasis of regional autonomy on the regency/city government indicates that all government authorities in the regency/municipality are in the hands of the Regent/Mayor as a public official elected by the people. In this case, the Regent/Mayor may delegate some authority to the Agency, Board, Office, Technical Implementation Unit of the Region, District and Sub-District. With the delegation of some of the Regent/Mayor's authority to the Head of District, the Regent has a lot of time, mind, and energy to concentrate on formulating regional strategic policies by improving controlling functions.

The Government's leading unit is the district and sub-district closest to the community and better understand the problems and needs of the community. But in fact, there are still many Regents/Mayors who do not want to delegate some authority to the District Head (Wasistiono, Nurdin, & Fahrurozi, 2009, p. 35).

Some studies on district services have not been specifically addressed on PATEN. However, some studies only discuss the optimization of services conducted by the district. Several studies on district services are conducted by Ilham & Kemal (2015), J. (2009), Gunawan (2014), Nadeak (2014), and Halik (2014).

The results of Kemal's research (2015) conducted in Kampar Regency and the results of Ilham & Kemal (2015) research in Kecamatan Bagan Sinembah Rokan Hilir Regency, Riau Province showed that there is no delegation of some of the authority of the Regent to the District Head. The District head is only a recommendation maker to the Regent, there are no services completed in the district. Thus, the services needed by the community are difficult, costly, time-consuming, and there is no certainty of service completion time.

Meanwhile, J. (2009) study concluded that the quality of district public services after the change of position and function of district head as regional apparatus is not yet optimal. Nevertheless, this research does not explain how the implementation of the delegation of some of the authority of the Regent to the District Head, but without the transfer of some of the authority of the Regent to the District Head, it is assured that public services will accumulate in the hands of the Regent and Regency Office/Agency.

This is reinforced by a research by Gunawan (2014) which concluded that there has been no devolution of some of the authority of the Mayor and Regent to the District Head. In addition, the district institutions and organizations have not been referring to Government Regulation Number 19 of 2008 on Districts. This research does not describe the affairs held by the district without any devolvement of some of the authority of the Regent/Mayor to the District Head.

With regards to One Stop Integrated Services, the research conducted by Halik (2014) emphasized the perspectives of key performance indicators by formulating the formulation of several indicators to measure the quality of service but does not assess the implementation of integrated services in certain scopes, such as district.

The difference of this research with previous research is that this research not only examines the delegation of some of the authority of the Regent to the District Head, but in detail examines the Regent's policies that support the implementation of PATEN,

supporting facilities, how the commitment and supervision of the Regent, and its output in the form of service improvement and closer service to the community. In contrast to the previous research which focused only on the quality of services conducted by the district and the types of services conducted that only follow the authority of the Regent.

The Central Government has already established Legislation in increasing the role and position of the District as the front line of government, as the closest unit to the community. Laws and Regulations that should be a reference for the Governor in exercising control over Regent/Mayor policies on districts, and guidelines for Regent/Mayor in improving public services in the District, are; 1) Law Number 32 of 2004, amended by Law Number 23 of 2014 on Regional Government; 2) Law Number 30 of 2014 on Government Administration; 3) Government Regulation Number 19 of 2008 on Districts as the Regulation of the Implementation of Law Number 32 of 2004; 4) Minister of Home Affairs Regulation Number 4 of 2010 on District Integrated Administration Service Guidelines covering two scopes of services, namely licensing and non-licensing.

However, several previous research results indicated that not all Regent/Mayor have the commitment to delegate some of their authorities to the District Head. The existence of the gap between the provisions of the Regulations established with the commitment of Regents/Mayors, Governors as coaches of regency/city government has not been implemented thoroughly.

This study aims to reveal and describe the implementation of the Siak Regent policy on PATEN in approaching the service to the community, the implementation of delegation as the front-line unit of government service, as well as the responses of the recipient community to the implementation of PATEN.

II. METHOD

The research method used is descriptive qualitative research method with data collection techniques through observation, in-depth interviews, and documentation. The method is to gain a deep understanding in revealing and describing the phenomenon on the implementation of PATEN. As Strauss & Corbin (1990, p. 19) puts it, "qualitative methods can be used to uncover and understand the issue of the phenomenon that is difficult to convey with quantitative methods".

Prior to the research, the researcher have formulated the research steps as proposed by Miles and Huberman (1984) in Creswell (2002, p. 139) which suggests that researchers should consider four suggested measures, the background (where

the study will take place), the actor (the person to be observed or interviewed), events (what will be observed or interviewed), and processes (nature of events actors do in the background).

The technique of Data collection is conducted by observation, in-depth unstructured interviews, and document review. It is done by referring to Creswell's opinion (1994, p. 149) "data collection procedures in qualitative research involve four basic types: observations, interviews, documents, and visual images". The informants of this research are: Regent/Vice Regent, Regional Secretary, Government Assistant, Head of Administration of General Government, Head of Agency/Office related to the authority delegated to District Head, District/Licensing Officer, and community.

In the determination of District Heads as the informants of the 14 (fourteen) districts in Siak Regency, due to limited time and cost of research, the researcher took samples in five sub-districts of 14 districts in Siak Regency, District sampling is done by purposive sampling, which means the collection of data with certain considerations (Sugiyono, 2005). The researcher uses some considerations in the determination of districts as the mobilization of districts is low and high, the distance of districts is far and closest to the regency capital, the district is a difficult category. So, it can be concluded that the five districts are Koto Gasib District, Sungai Apit District, Kandis District, which is the farthest distance, Minas District, and Tualang District.

Meanwhile, the determination of informants from the service recipients in the districts determined as the location of the data source is determined by non-probability sampling. Non-probability sampling is a sample taken from anyone who happens to be there (Nasution, 2008, p. 98). For data validity, this study uses credibility through triangulation as stated by Creswell (1994, p. 196), Bungin (2004, p. 330), and Sugiyono (2005, p. 83). While triangulation used by cross-checking against some data source and documentation and from the result of observation. The location of this research is 14 districts in Siak Regency of Riau Province. From the 14 districts, five districts are selected based on districts that have the farthest distance and closest to the capital, the relatively low districts, and the most difficult to reach district.

III. RESULTS AND DISCUSSION

A. The Implementation of PATEN in Bringing Closer and Improving Services to the Community

Siak Regency is better known as the icon of Siak Kingdom Palace located in the heart of Siak Regency Capital in Siak Indrapura and is located

- on Government Administration, Pub. L. No. 30 (2014). Indonesia.
- Law of the Republic of Indonesia Number 32 of 2004 on Regional Administration, Pub. L. No. 32 (2004). Indonesia.
- Law of the Republic of Indonesia Number 53 of 1999 concerning the Formation of Pelalawan Regency, Rokan Hulu Regency, Rokan Hilir Regency, Siak Regency, Karimun Regency, Natuna Regency, Kuantan Singingi Regency and Batam City, Pub. L. No. 53 (1999). Indonesia.
- Law of the Republic of Indonesia Number 5 of 1974 on the Principles of Governance in the Region, Pub. L. No. 5 (1974). Indonesia.
- Law of the Republic of Indonesia Number 9 of 2015 Concerning the Second Amendment to Law Number 23 of 2014 on Regional Government, Pub. L. No. 9 (2015). Indonesia.
- Minister of Home Affairs Regulation Number 4 of 2010 on District Integrated Administration Service Guidelines, Pub. L. No. 4 (2010). Indonesia.
- Nadeak, H. (2014). Implementasi Peraturan Pemerintah Nomor 19 Tahun 2008 tentang Kecamatan. *Jurnal Bina Praja*, 6(3), 183-196. <http://doi.org/10.21787/jbp.06.2014.183-195>
- Nasution, S. (2008). *Metode Research*. Jakarta: Bumi Aksara.
- Siak Regent Regulation Number 42 of 2011 About Delegation of Authority Some Regents to the Camat to Implement the Local Government Affairs, Pub. L. No. 42 (2011). Indonesia.
- Siak Regent Regulation Number 5 of 2012 on Duties Implementing the Integrated Administrative Service Sub-District (PATEN) in Siak, Pub. L. No. 5 (2012). Indonesia.
- Siak Regent Regulation Number 6 of 2012 on Standard Services Licensing and Non-Licensing PATEN in the Sub-District of Scope in Siak, Pub. L. No. 6 (2012). Indonesia.
- Simanjuntak, K. M. (2015). Implementasi Kebijakan Desentralisasi Pemerintahan di Indonesia. *Jurnal Bina Praja*, 7(2), 111-130. <http://doi.org/10.21787/jbp.07.2015.111-130>
- Strauss, A. L., & Corbin, J. M. (1990). *Basics of Qualitative Research: Grounded Theory Procedures and Techniques*. Sage Publications.
- Sugiyono. (2005). *Memahami Penelitian Kualitatif*. Bandung: Alfabeta.
- Wasistiono, S., Nurdin, I., & Fahrurrozi, M. (2009). *Perkembangan Organisasi Kecamatan dari Masa ke Masa*. Bandung: Fokusmedia.

