

THE IMPLEMENTATION OF PELAYANAN ADMINISTRASI TERPADU KECAMATAN (PATEN) IN BEKASI SELATAN SUB-DISTRICT

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Abstract. This study aims to analyze the implementation of the Integrated District Administration Service (Pelayanan Administrasi Terpadu Kecamatan or PATEN) policy in South Bekasi District using George C. Edward III's policy implementation model. The research employed a qualitative method with data collection techniques including participant observation, structured and semi-structured interviews, and documentation. The study found that the four key dimensions of policy implementation—communication, resources, disposition, and bureaucratic structure—were not optimally integrated in the PATEN implementation at South Bekasi District. Communication barriers were evident in the poor dissemination of information to the community, limited public understanding of the PATEN policy, and inconsistencies in service procedures. Although the district has adopted digital systems such as E-Open and OSS to support public service delivery, some staff members still lack the necessary competencies to operate digital platforms effectively. Furthermore, the attitude of policy implementers was found to be problematic, as some officers tended to deflect responsibility, were not proactive in problem-solving, and were suspected of engaging in unofficial payment practices. From the bureaucratic structure perspective, the delegation of non-licensing services to the village level has disrupted the principle of one-stop service and created fragmented procedures that potentially open up opportunities for administrative discretion and service inequality. This study concludes that the PATEN policy implementation in South Bekasi District is still suboptimal and faces significant challenges in communication, human resources, service attitudes, and bureaucratic coordination, which may ultimately affect the public's trust in government services.

Keywords: Public service, policy implementation, PATEN, Edward III.

I. INTRODUCTION

Public service is a fundamental duty of government organizations, including local governments. The 2014 Annual Report of the Ombudsman of the Republic of Indonesia showed that the number of public complaints about public services has tended to increase each year. In 2010, the Ombudsman received 1,137 public complaints, which rose to 6,677 reports. Based on the classification of the reported institutions, local governments were the most frequently reported (43.24%), followed by the police (12.76%), government agencies/ministries (9.54%), and other institutions (34.46%). In terms of the substance of maladministration, the most frequently reported issues were: prolonged delays (25.64%), procedural deviations (20.67%), failure to provide services (14.09%), and abuse of authority (11.65%) (Afriyani, 2018). This is supported by Law Number 25 of 2009, Chapter I, Article 1, Paragraph 7, which states that service standards are benchmarks used as guidelines for service delivery and as a reference for assessing service quality. These standards are the obligations and promises of service providers to the public in order to provide services that are high-quality, fast, accessible, affordable, and measurable (Wasimin et al., 2024).

Based on this statement, services provided by local governments are most often scrutinized, and considering the substance of the complaints, the systems, procedures, methods,

and personnel involved in service delivery need improvement in order to provide quality services. The success of public service delivery is greatly influenced by the governance mechanisms implemented and the power relations among involved parties, as good public service is seen as an indicator of an efficient and responsive government. Government officials or bureaucrats serving the public are public servants who should pay close attention to the quality of services they provide, as the fundamental function of a democratic government is to serve its people. Thus, all forms of public services must be carried out with the aim of satisfying the public (Osborne & Gaebler, 2005). Accountability in the provision of public services is the government's effort to meet the basic needs and civil rights of every citizen for goods, services, and administrative assistance provided by public service institutions. This can be seen from the ongoing complaints and grievances from the public, both directly and through the mass media, concerning bureaucracy, lack of certainty in completion time, unclear costs, non-transparent requirements, and unresponsive attitudes of officers, all of which contribute to a negative public image of the government.

To realize accountability in public service delivery, sub-district governments must be supported by several adequate aspects, such as sufficient quantity and quality of human resources/staff, and clear accountability for the programs being

implemented. Moreover, every program run by the sub-district office should be of high quality and well-received by the public (A. Sasauw et al., 2019). Accountability is one of the principles of good governance. It is also an obligation for those entrusted with responsibility to provide an account, report, and disclose all their activities and responsibilities to those who have the authority and right to demand such accountability (Mardiasmo, 2009).

Public service in Indonesia has received significant attention from various perspectives due to numerous issues, particularly in the area of population administration services. According to Law Number 25 of 2009, Article 4 outlines the principles of public service, including: public interest, legal certainty, equal rights, balance of rights and obligations, professionalism, participatory approach, equal treatment/non-discrimination, transparency, accountability, special facilities and treatment for vulnerable groups, timeliness, speed, ease, and affordability.

In a study by NP Ramadhani et al. (2024), it was found that the Sumberjo Village Office faced challenges, particularly regarding employee competence, where the community perceived that services were suboptimal. The implementation of administrative duties was not consistently carried out in accordance with the existing regulations, both in population services and other administrative matters. Local governments are expected to continuously innovate in improving public services. Enhancing public service at the regional level can be achieved through management innovations in service units under Regional Work Units (SKPD), or more directly, at the sub-district level. Optimizing the role of sub-districts in service delivery can serve as an accelerator to improve public service access and quality. The role of sub-districts is crucial, as many expect them to function as service centers for the community. This role can be observed through service timeliness, proximity, and quality of service provided (Rizal Ahmad et al., 2023).

Referring to Law Number 25 of 2009 Article 9 paragraph (1), public service provision must be implemented through an integrated service system, which serves as a managerial innovation to bring services closer, make them more accessible, and accelerate service delivery. One such integrated service system is PATEN (Pelayanan Administrasi Terpadu Kecamatan or Sub-District Integrated Administrative Service). In its implementation, PATEN emphasizes efficiency and effectiveness, as the entire process—from application to document issuance—is carried out in one location or through a single service point. With the implementation of the digital-based PATEN system, citizens can access faster and more measurable services compared to the period before PATEN. Sub-district governments are operational units responsible for providing public services to the community. The services provided must comply with regional regulations concerning the procedures for implementing the PATEN policy. PATEN is a public service system at the sub-district level, where the entire process from application to document issuance occurs in one place. Its scope includes both licensing and non-licensing services. The objective of PATEN is to establish sub-districts as community service centers and as service nodes for the

integrated service agency at the regency or city level. PATEN also aims to enhance the quality of public services (Furqon Habib, 2021).

According to Minister of Home Affairs Regulation Number 4 of 2010 concerning the Guidelines for PATEN, this policy aims to position sub-districts as community service centers and service nodes at the regency/city level. Thus, several service authorities previously held by regency/city governments are delegated to sub-districts, making services more accessible and closer to citizens. South Bekasi Sub-District has implemented PATEN as an innovation to improve services. Its implementation is governed by Bekasi Mayor Regulation Number 33 of 2015 regarding the Guidelines for PATEN in Bekasi City. Based on the Regulation, South Bekasi Sub-District has fulfilled the substantive, administrative, and technical requirements for implementing PATEN.

Through this implementation, citizens can now receive faster and more measurable services. Previously, to obtain a letter or recommendation, citizens had to wait for hours or even days due to the unavailability of authorized officials. With PATEN, services are guaranteed to be delivered promptly and clearly based on service standards. These standards specify the time required to complete each type of public service—15 minutes, 30 minutes, or 1 hour—as well as the required documents, assigned officers, and service fees (if any). If an authorized official is unavailable, the responsibility is delegated to another designated officer to ensure continuity of service.

Currently, various public service issues persist, including licensing problems, the issuance of population administration documents, and renewals of essential documents like ID cards, Family Cards, birth certificates, and referral letters to higher-level institutions (Saputra, 2024). However, field implementation still faces numerous issues and bureaucratic shortcomings in public service delivery at the South Bekasi Sub-District Office. Although PATEN was supposed to be implemented as early as 2010, in line with the issuance of Ministerial Regulation Number 4 of 2010, public outreach in Bekasi was only conducted in October 2015. According to an interview with Ms. Fitri Anggraeni, Administrative Staff at South Bekasi Sub-District (January 10, 2025), the initial implementation faced various obstacles, especially regarding technological limitations and supporting facilities. These challenges initially hindered the service process. It wasn't until 2019 that the implementation made significant progress. Citizens were then able to access services directly through specially assigned officers. In 2021, due to the COVID-19 pandemic, licensing services transitioned to a digital system using the Business Identification Number (NIB) and Online Single Submission (OSS) for entrepreneurs. However, non-licensing services such as ID cards and family cards continued to be processed through a single-service mechanism at the sub-district level. To increase efficiency during the pandemic, citizens were provided with online links to upload documents and obtain queue numbers remotely (Interview, January 10, 2025).

Legally, PATEN was designed to simplify public service access for both licensing and non-licensing needs, as the entire process occurs in a single location or window. However,

field observations in South Bekasi indicate that some residents are unaware of PATEN's existence, suggesting that outreach efforts have not been continuous or comprehensive. Consequently, some citizens expressed confusion about procedures and a sense of being neglected by policy implementers. Moreover, pre-observation at the South Bekasi Sub-District Office revealed indications of inappropriate attitudes from policy implementers, such as the normalization of "gratuity" or "facilitation fees," reflecting weak supervision and poor ethical standards in field implementation (Interview, January 10, 2025).

The West Java Saber Extortion Task Force (Satgas Saber Pungli) reported that from October 2016 to December 2022, it had uncovered 62,038 illegal levy cases involving perpetrators from various backgrounds (Saber Pungli, 2022). Research by Muhammad Fatra (2019) also found illegal levies at Bekasi Terminal, where certain transportation officers reportedly charged unauthorized fees for public facilities. Disciplinary action was taken against several of them, including dismissal. This shows that illegal levies remain a serious issue in public services across West Java, including terminal environments like Bekasi City. A study by Petra Hasiholan et al. (2020) on the Public Service Mall in Bekasi City found that service implementation was suboptimal due to weaknesses in productivity, linearity, and efficiency. Factors included inconsistent policy implementation, weak inter-agency collaboration, insufficient budgets, limited staff competence, and inadequate infrastructure. Poor service quality is also attributed to weak discretionary capacity among frontline bureaucrats (street-level bureaucrats), resulting in inflexible services that fail to meet citizens' actual needs (Muhammad Sawir, 2020). In South Bekasi, bureaucratic performance varies by individual capacity and role. According to Michael Lipsky (2010), street-level bureaucrats interact directly with the public and must often apply discretion and relative autonomy, reflecting a bottom-up approach that allows for adaptive policy implementation.

These bureaucrats are expected to make quick and flexible decisions amid high service demands and limited resources. Consequently, they operate at the lowest level of the policy arena, facing high job complexity but with limited authority (Retnayu & Dodi, 2017). The inconsistent delegation of responsibilities within public service systems reflects the uneven quality of human resources in bureaucratic structures. This leads to dilemmas, as bureaucrats must exercise discretion to make responsive and strategic decisions in unexpected service scenarios. Their behavior, including psychological traits, significantly impacts client (citizen) control and service delivery. Thus, public service delivery often involves unfriendly behavior, gratuities, complicated procedures, and vague information, especially in regional systems.

The researcher selected South Bekasi Sub-District as the study location due to the discrepancy between official records and field realities. According to an interview with the Saber Pungli Team, there were no official reports of extortion at the South Bekasi Sub-District Office from 2023–2024. However, preliminary observations suggest that illegal levies persist informally and are still felt by the community. This discrepancy

is the main reason the researcher is interested in further examining the hidden dynamics of illegal levies in the area.

II. RESEARCH METHODS

This study employs a qualitative approach with data collection techniques including participant observation, interviews, and documentation (Sugiyono, 2009). Observation was used to understand the social context holistically, while interviews were conducted to explore participants' perspectives in depth. The researcher conducted structured interviews with the Secretary of the South Bekasi District Office and semi-structured interviews with citizens who had received PATEN services.

Primary data were obtained through direct interaction with informants, whereas secondary data were gathered through literature review, including books, academic journals, legal regulations, and official documents relevant to public service quality. Data analysis followed three stages: data reduction (selecting and simplifying raw data), data display (organizing data systematically), and conclusion drawing/verification (interpreting and validating findings), as outlined by Miles and Huberman in Creswell (2003). The theory used in this study is the Policy Implementation Model proposed by George C. Edward III, which emphasizes four key factors that significantly influence the success of policy implementation: communication, resources, disposition, and bureaucratic structure.

III. RESULT AND DISCUSSION

Based on the findings from research conducted in South Bekasi District regarding the implementation of the Sub-District Integrated Administrative Services (Pelayanan Administrasi Terpadu Kecamatan – PATEN), the Edward III Policy Implementation Model is used as a reference to assess the level of success in implementing a policy. Therefore, this study presents its findings by analyzing them in depth through the four main indicators or critical factors as proposed by the model: communication, resources, disposition or attitude of implementers, and bureaucratic structure. These four indicators are expected to provide a comprehensive picture of the PATEN implementation in South Bekasi District as part of policy implementation in the realm of public service delivery.

1. Communication in the Implementation of PATEN Policy in South Bekasi District

Communication in policy implementation refers to the process of conveying information, instructions, and policy objectives from the decision-making authority to those responsible for executing the policy. Edward III emphasizes that policy messages must be delivered clearly, consistently, and appropriately targeted to avoid distortion at the level of implementation. When communication is effective, policy implementers will have a sound understanding of their responsibilities, how to carry them out, and the ultimate goals to be achieved.

According to Rogers (1976) in Tjilen (2016), communication serves as an extension of the government planner and plays a central role as a tool to gain public support and participation in policy implementation efforts. In the

implementation of the PATEN policy in South Bekasi District, communication plays a crucial role as a bridge between the local government as the policymaker and sub-district officials as the executors. Information dissemination must be systematic and continuous to ensure that implementers fully understand their tasks, roles, and the procedures that must be followed in service delivery. Effective communication also includes a feedback mechanism from implementers to policymakers, allowing for technical or administrative issues in the field to be promptly addressed. Therefore, this section focuses on the communication aspect to examine the extent to which communication influences the implementation of PATEN in South Bekasi District.

There are three indicators within the communication dimension proposed by Edward III that serve as a reference for assessing the role of communication in the implementation of the PATEN policy in South Bekasi District: transmission, clarity, and consistency.

a. Transmission

According to Edward III, transmission is a vital aspect of the communication dimension, referring to how effectively policy messages are delivered to and understood by those responsible for implementation. This process serves as a crucial link between policy objectives and their execution. Transmission goes beyond merely delivering information—it requires ensuring that the intended meaning is clearly understood by implementers. Poorly communicated messages can lead to confusion or even resistance. Therefore, maintaining and enhancing the quality of communication is essential for effective implementation (Saputra, 2024). In the case of the PATEN policy in South Bekasi District, it is also important that the information reaches and is comprehensible to the public, as their satisfaction depends on experiencing the tangible benefits of the policy (Saputra et al., 2024).

Based on the interview with Mr. H. Isnaini, S.IP., M.Si., the Secretary of South Bekasi Sub-District, it was found that the communication transmission process in the implementation of the Sub-District Integrated Administrative Services (Pelayanan Administrasi Terpadu Kecamatan – PATEN) policy is carried out through various channels and approaches. He explained that the dissemination of information to the public is not always conducted through dedicated socialization events; rather, it often takes place during other occasions that involve direct interaction between sub-district officials and the community. One method of information delivery is through face-to-face interactions during events involving sub-district officials and residents, such as the election of neighborhood leaders (RW heads). During such events, sub-district officials are typically given the opportunity to deliver a speech, which is then utilized as a platform to communicate information about PATEN.

In addition, at the initial stage of the policy implementation, the government published a pocketbook containing information about PATEN as an educational tool for the community. Information is also disseminated via social media platforms and through a structured communication chain—from the sub-district head (Camat) to the urban village head (Lurah), then to the RW (neighborhood) leaders, and

subsequently to the community at the grassroots level. He emphasized that while specific socialization sessions on PATEN may not be held regularly due to time and resource constraints, the principle of communication in public service is inherently dynamic. Every opportunity that involves both sub-district officials and residents is consistently utilized to convey information related to PATEN.

When the researcher conducts a field observations and interviews with service users at the South Bekasi District Office, it was found that public understanding of the PATEN (Pelayanan Administrasi Terpadu Kecamatan) policy remains limited. One respondent, Sella, who was accessing non-licensing services for the issuance of an identity card (KTP), stated that she had no knowledge of the PATEN policy. She explained that upon arriving at the district office, she was immediately directed to the urban village (kelurahan) office without any explanation regarding the policy. According to her, the staff only informed her that while the KTP would be printed at the district office, the application process itself had to be initiated at the kelurahan. She also mentioned that the required documents included a family card (KK) and a birth certificate (Interview, April 30, 2025). A similar sentiment was expressed by another informant, Mrs. Fia, who encountered difficulties while attempting to update her family card at the district office. She reported that instead of receiving assistance at the sub-district level, she was redirected to the Population and Civil Registration Office (Disdukcapil). She perceived that the officers on duty seemed unfamiliar with the proper procedures (Interview, May 19, 2025).

These findings indicate that the transmission of information related to the PATEN policy implementation in South Bekasi District remains suboptimal. The community, as the primary target of this policy, appears unaware of its existence and operational mechanisms. This reflects a lack of effective socialization efforts by the district office. Moreover, the referral of residents to other institutions such as the kelurahan or Disdukcapil contradicts the fundamental principles of the PATEN policy, which, according to Articles 1 and 11 of South Bekasi Mayor Regulation No. 33 of 2015, mandates a one-stop service system. All administrative processes, from submission to issuance, are intended to be handled entirely within the sub-district office without requiring citizens to move between agencies. The continued referral to other offices signals a breakdown in communication and a lack of clarity in service procedures, undermining the intended efficiency of the PATEN policy.

b. Clarity and Consistency

Clarity in policy communication refers to how clear, understandable, and detailed the instructions or guidelines received by policy implementers are. In the context of PATEN, clarity is essential because this policy encompasses various types of administrative services, including both licensing and non-licensing matters. If the implementation guidelines are not clearly communicated—such as the service procedures, the types of documents handled at the sub-district office, or the rights and responsibilities of the public as service users—confusion may arise among both officials and the public. This aspect of clarity has been regulated under the Ministry of Home

Affairs Regulation Number 4 of 2010, which outlines the general provisions, scope, objectives, requirements, and obligations for all sub-districts in Indonesia to implement PATEN. One of the key requirements in PATEN implementation is the delegation of certain authorities, which must be fulfilled by local governments to ensure optimal policy execution.

In South Bekasi Sub-district, this regulation is supported by Bekasi Mayor Regulation Number 33 of 2015, which explicitly governs the delegation of authority from the Ministry of Home Affairs to the sub-district head (Camat) for the administration of PATEN services. The communication of this policy follows a top-down approach, where information is centralized and flows from higher authorities—namely the central government and the mayor—to the implementers at the sub-district level (Sitorus, 2007).

The Secretary of South Bekasi Sub-district confirmed that communication to street-level bureaucrats is carried out through regular briefings and training sessions to ensure consistent understanding. This is crucial, as variations in information sources can lead to inconsistent interpretations in the field. Interview findings also revealed that some members of the public felt supported by the clarity of information and assistance provided by sub-district officers. One respondent shared a positive experience when reprinting an old KTP (issued in 2012) that could no longer be read. With the implementation of PATEN, the entire process could be completed at the sub-district office, and the respondent received proper service and guidance from the staff.

Furthermore, the researcher found that the objectives and performance indicators of the PATEN policy implementation in South Bekasi Sub-District have generally been achieved. This is reflected in a relatively simple and efficient service process. However, in terms of information dissemination, there are still inconsistencies and a lack of effective communication, leading to misunderstandings between service applicants and the policy implementers at the sub-district office.

2. Resources in the Implementation of PATEN Policy in South Bekasi District

a. Human Resources

Human resources are a key element in the implementation of public policy. In this context, sub-district staff or *street-level bureaucrats* serve as the front line in policy implementation, as they directly interact with the public as service recipients. One of the most common factors contributing to policy implementation failure is the inadequacy in both the number and quality of personnel involved. A mismatch between staffing needs and availability, lack of appropriate competencies, and insufficient expertise in assigned duties are significant barriers to achieving policy objectives. Therefore, increasing the number of staff alone is not sufficient to ensure successful implementation. It also requires human resources that are not only quantitatively sufficient but also technically competent and capable of meeting the demands of the policy, so that programs can be carried out effectively and optimally (Sitorus, 2007).

In the context of implementing the Pelayanan Administrasi Terpadu Kecamatan (PATEN), the human resources dimension becomes even more critical, especially amid the challenges and opportunities brought about by digitalization and innovation in public service. The success of digital transformation depends not only on the availability of technological tools but also on the readiness of personnel to operate them. To date, the Bekasi Selatan Sub-district has fully embraced digitalization, as evidenced by the use of the E-Open system (*Electronic Online Population Services*) for non-licensing services such as new ID card issuance or replacing lost or damaged ID cards. Meanwhile, licensing services are carried out through the OSS (*Online Single Submission*) system managed by the Investment and One-Stop Integrated Services Office (DPMPTSP) for business-related permits.

This demonstrates that the human resources involved in PATEN implementation at the Bekasi Selatan Sub-district generally possess a sound understanding of the integrated administrative service policy. In both licensing and non-licensing services, front-office staff or street-level bureaucrats are the ones most familiar with the Standard Operating Procedures (SOPs) and service flows of PATEN. These staff members are expected not only to understand manual procedures but also to possess skills in operating digital systems, inputting data accurately, and providing technology-based public services. Moreover, the Sub-district Secretary emphasized that innovation is the key to delivering quality public services, particularly in the implementation of PATEN. He stated that innovation today is closely linked to digitalization. According to him, if civil servants are unable to keep up with technological advancements, they risk being left behind or replaced by evolving systems. Therefore, he stressed the importance of continuous training and the need for civil servants to adapt to information technology as part of improving the quality of PATEN services.

b. Facility

In addition to human resources, facility resources are also a crucial element that supports the effectiveness of policy implementation. Without adequate infrastructure and supporting facilities, the implementation process cannot run optimally. Based on observations conducted at the Bekasi Selatan Sub-district, it can be seen that the available service facilities are sufficiently supportive in the implementation of the Integrated Administrative Services at the Sub-district Level (PATEN). Alongside human resources, the availability of physical infrastructure plays a significant role in enhancing the effectiveness of policy implementation at the sub-district level. Proper facilities not only ensure the comfort of the public but also support the smooth performance of civil servants in delivering public services.

One of the observed facilities is the waiting area for community members seeking administrative services. This area is equipped with three long benches, each accommodating approximately four to five people, along with additional chairs placed at each service counter. This setup reflects a clear effort to ensure the comfort of service users, particularly in managing orderly queues. In addition, there is a designated room for data recording and entry, used by staff to process residents'

administrative data. This room is equipped with three workstations, each provided with a complete computer set including a monitor, keyboard, CPU, and mouse. These tools serve as essential equipment for officers to carry out their tasks efficiently. To complement the setup, the room also includes a printer, which is used to print out administrative documents for the public.

Overall, the facilities available at the Bekasi Selatan Sub-district indicate a reasonable level of preparedness in supporting the implementation of PATEN services. The availability of adequate workspaces, complete information technology equipment, and a proper waiting area reflects the sub-district's efforts to provide public service infrastructure that aligns with community needs. However, the effectiveness of these facilities must continue to be evaluated periodically to ensure that all supporting elements function optimally and contribute meaningfully to service delivery.

3. Implementers' Disposition in the Implementation of PATEN Policy in South Bekasi District

When discussing implementers' disposition, Tjilen (2016) emphasizes that the attitude of policy implementers significantly influences the success or failure of policy implementation. Van Meter and Van Horn in Tjilen (2016:45) explain that there are three key elements that affect both the ability and willingness of implementers in carrying out policies: the implementers' understanding of the program or policy, their response to the policy being implemented (whether they reject, accept, or remain neutral), and the intensity of their response, which shows the degree of acceptance or rejection of the program. Essentially, the disposition of policy implementers may be oriented toward achieving the policy's objectives, but it is often also driven by personal or organizational interests (Winarno, 2007).

In the implementation of the Integrated Administrative Services at the Sub-district Level (PATEN) in Bekasi Selatan Sub-district, the disposition of the implementers is a critical factor that affects the quality of public services received by the community. Sub-district officials, who act as *street-level bureaucrats*, are the front-line actors who directly interact with citizens in providing administrative services. If the implementers demonstrate good attitudes and responses, they will carry out their functions, duties, and responsibilities effectively. On the other hand, if the implementers do not have the appropriate disposition and character, this may potentially damage the integrity of public service delivery. In general, sub-district officials in Bekasi Selatan understand the workflow and service procedures. However, field observations and interviews with the public reveal that not all implementers demonstrate sufficient understanding and a helpful attitude. Some members of the public reported that the sub-district officials seemed to lack knowledge about the service procedures and appeared unhelpful in resolving their issues. This finding is reinforced by an interview with a citizen who attempted to update their

Family Card (KK), where the implementer encountered passed the responsibility to the Population and Civil Registry Office (Dukcapil). Such behavior is not in line with Bekasi Mayor's Regulation No. 33 of 2015, Articles 1 and 11, which mandate that administrative services should be completed at the sub-district level through a one-stop service system.

Additionally, some sub-district officials appeared to lack adequate understanding of the digital systems connected to population data, particularly regarding the verification process via digital applications used in PATEN services. This shows that the implementers' disposition, including their understanding of policy and digital systems, is still inadequate and poses a barrier to effective policy implementation. In some cases, the implementers were found to be less proactive and inclined to shift responsibilities rather than assist citizens.

In an interview with a sub-district official regarding the issue of illegal levies in KTP processing, the official stated that if such practices occurred, they were often driven by citizens who demanded fast and instant services without following the proper procedures. This situation aligns with Lipsky's theory (2010) as cited in Madani (2021), which explains that street-level bureaucrats develop their own mechanisms to cope with unexpected situations as a response to the imbalance between the high demand for services and limited resources. In such circumstances, 'time' becomes one of the discretionary tools utilized by the implementers. From Michel Foucault's power relations perspective, this situation illustrates that policy implementers at the sub-district level hold micro-level authority in managing citizens' access to public services. Citizens in waiting queues are positioned at a low bargaining level, while implementers hold the power to determine who receives faster service and who must wait. This power is often used by implementers to expedite services for citizens willing to offer additional payment, while those unable to do so must accept prolonged waiting times. According to Foucault, such practices represent power relations embedded in daily social interactions, where public services become a space for power distribution that is not always fair.

The discretionary use of time by implementers is a form of subtle power that shapes citizens' behavior. Those with greater financial capacity have the opportunity to "negotiate time" with the implementers, whereas ordinary citizens lack the bargaining power to access similar privileges. In this practice, power is not merely exerted in a top-down structure but operates directly within the social relationships between implementers and the public.

Nevertheless, general observations show that some implementers at Bekasi Selatan Sub-district still display reasonably good attitudes, such as being responsive, polite, and open to complaints and inquiries from the public. However, the challenge of building a consistent, responsive, and service-

oriented disposition among all implementers remains a significant concern. It can be concluded that the attitude and characteristics of the personnel assigned to implement the PATEN policy in Bekasi Selatan still require further evaluation and ongoing development. From Edward III's perspective, maintaining a disposition that reflects a lack of policy understanding, a tendency to pass on responsibility, and limited proactivity could present real barriers to effective policy implementation. More critically, an unhealthy power relationship between implementers and citizens may widen inequalities in service access and diminish public trust in government service quality.

4. Bureaucratic Structure in the Implementation of PATEN Policy in South Bekasi District

A policy cannot be optimally implemented without the cooperation of all policy executors. Therefore, the bureaucratic structure becomes essential as it is one of the key factors influencing the extent to which a policy can be successfully implemented. A policy may not be effectively executed if the bureaucratic structure is inefficient. Edward III (as cited in Widodo, 2010) explains that there are several important aspects within a bureaucracy, including the delegation of authority, the structure of the bureaucracy, inter-unit relationships, and others. In its process, bureaucracy within an organization has two main characteristics: "Standard Operational Procedure (SOP)" and fragmentation (Edward III as cited in Winarno, 2005).

Understanding SOP briefly refers to the organization's internal need to ensure time efficiency, optimal use of resources, and the establishment of uniform standards within a complex and large-scale working environment. Simply put, the Standard Operational Procedure (SOP) is a routine guide that helps employees carry out their daily tasks in accordance with the minimum established standards. Bureaucratic structure is not only related to the formal shape of an organization but also includes the flow of authority, coordination systems, inter-unit relationships, and working mechanisms that support the implementation process.

The service standards in South Bekasi District are guided by Bekasi City Regional Regulation No. 10 of 2021 concerning Population Administration and Mayoral Regulation No. 33 of 2015 concerning the Integrated Administrative Services at the District Level (Pelayanan Administrasi Terpadu Kecamatan or PATEN), which is a derivative of the Minister of Home Affairs Regulation No. 4 of 2010. These regulations explain that PATEN is the implementation of public services at the district level, covering the entire service process from the application stage to the issuance of documents, all of which must be conducted in one place. This aims to bring services closer to the community by optimizing the role of the district as a regional apparatus in providing public services.

However, based on observations and interviews regarding the implementation of the PATEN policy with the District Secretary and front-office staff responsible for service delivery, it was found that there has been a policy development that slightly deviates from the initial provisions. Some non-licensing services, such as the issuance of ID cards (KTP), birth

certificates, and other identity documents, have also been delegated to the sub-district (kelurahan) level. This is claimed to aim at providing easier access for the community so that they can process documents closer to their residences, directly at the kelurahan offices. Consequently, the document processing and personal data recording for ID card issuance are carried out at the kelurahan, while the printing is still done at the district office. This adjustment is attributed to limitations in infrastructure (such as printing machines) and a shortage of ID card blanks.

The Integrated Administrative Services at the District Level (PATEN) is fundamentally based on the principle of one-stop service, which should be reflected in integrated and centralized SOPs at the district level. However, when part of the non-licensing services, such as the issuance of ID cards, birth certificates, and other identity documents, is delegated to the kelurahan, there is potential disruption to the uniformity of the previously centralized SOPs. Ideally, the SOP for PATEN services should provide a detailed service flow from start to finish, managed under a coordinated system at the district level. However, in the implementation at South Bekasi District, the delegation of services to the kelurahan indicates that the applied SOPs have become fragmented and potentially unsynchronized across service units.

This SOP misalignment creates several fundamental issues. First, it leads to confusion at the community level, as the procedures followed at the district and kelurahan offices may differ, whether in terms of the required documents, application processes, or service times. In fact, SOPs within the bureaucratic structure should serve as a standardized reference to ensure certainty and ease of service. If the SOPs are not well integrated, the services provided will become inconsistent, increasing the risk of unequal treatment. Second, SOPs that are not vertically coordinated within the bureaucratic structure may also hinder the effectiveness of inter-unit coordination. In the PATEN service system in South Bekasi District, when non-licensing services are delegated to the kelurahan, the reporting and evaluation channels are no longer centralized at the district level. This potentially leads to service data gaps, difficulties in quality control, and weakened administrative oversight.

Edward III emphasizes that an effective bureaucratic structure must clearly regulate inter-unit relationships through a unified procedural system. If SOPs are not aligned among the implementing agencies, control over policy execution becomes unclear. Furthermore, when SOPs become inconsistent, field officers have greater discretionary power. While discretion in service delivery is necessary to accommodate specific circumstances, in a situation where SOPs are not standardized, this discretion becomes vulnerable to misuse. Kelurahan officers may independently determine service standards that differ from those at the district level or impose additional requirements that unnecessarily burden the public. In a loosely structured bureaucracy, discretion without strict SOP control may open opportunities for illegal fees or discriminatory services.

In conclusion, the delegation of non-licensing services to the kelurahan in South Bekasi District is, in principle, not fully aligned with the core spirit of PATEN, which requires

administrative services to be completed in one location at the district level. From the perspective of Edward III's bureaucratic structure, this condition indicates a weakness in the design of a well-coordinated and integrated service flow. If this delegation policy is to be maintained, improvements in the bureaucratic structure are necessary through strengthened coordination, integrated information systems, and stricter supervision to ensure that the PATEN principles can continue to be properly implemented and that public services can be delivered effectively and fairly to all citizens.

IV. CONCLUSIONS

Based on the results of the research and the discussions presented, the implementation of the Integrated District Administration Service (Pelayanan Administrasi Terpadu Kecamatan or PATEN) policy in South Bekasi District has conceptually attempted to meet public service standards as regulated by existing laws and regulations. However, its implementation reveals several significant issues that reflect structural gaps and systemic weaknesses in policy execution. According to Edward III's policy implementation model, which includes the dimensions of communication, resources, disposition, and bureaucratic structure, these four dimensions in South Bekasi District have not yet been fully and optimally integrated.

From the communication perspective, the policy transmission process has not been effectively carried out, particularly regarding the comprehensive dissemination of information to the community. The socialization of the PATEN policy remains limited and uneven, leading to a lack of public understanding regarding the existence and procedures of the policy. In addition, there are procedural ambiguities and inconsistencies that cause confusion both among policy implementers and service users.

In terms of resources, although South Bekasi District already possesses adequate infrastructure and has implemented digital services through E-Open and OSS, human resource capacity remains a challenge. Several sub-district officials are considered not to fully understand the digital service systems and the overall PATEN service flow. As a result, service redirection to other agencies still occurs, which contradicts the fundamental principle of the one-stop service system.

Regarding the disposition or attitude of the implementers, some sub-district officials exhibit behaviors that do not align with the principles of public service integrity. There are still cases where responsibilities are shifted, a lack of proactiveness in assisting the public, and indications of unofficial payment practices that are not administratively recorded but are experienced by the community in the field. In this context, Foucault's concept of power relations is evident, where front-line service officers hold control over time and service processes that can be easily manipulated, strengthening the bargaining position of the implementers over the citizens.

From the bureaucratic structure dimension, the implementation of PATEN in South Bekasi District is not fully

aligned with the principle of integrated service. The delegation of non-licensing services to the village level has created service fragmentation, which not only disrupts the uniformity of Standard Operating Procedures (SOP) but also reduces the effectiveness of administrative control and oversight. The lack of SOP synchronization across service units allows greater discretion for front-line implementers, which ultimately has the potential to increase discriminatory service practices and unofficial payments.

In conclusion, the implementation of the PATEN policy in South Bekasi District remains far from optimal. Communication barriers, limited human resource capacity, unprofessional attitudes among implementers, and weaknesses in the bureaucratic structure are the primary obstacles affecting the quality of public service in the district. If these issues are not addressed promptly, public services that should be easy, fast, and accessible will instead exacerbate disparities in service access, reduce public trust, and potentially reinforce unequal power relations at the front-line bureaucratic level.

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