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Public Service Quality Policies in West Seram District

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Abstract: This study aims to evaluate public service quality policies in West Seram District. This research was conducted for one year using a qualitative approach and a descriptive research design. The unit of analysis in this study is the implementation of public service quality policies in West Seram District on the aspects of resources, communication, disposition, and bureaucratic structure. Data is obtained through informants representing all parties related to the policy implementation. The results of the study show that: (1) Aspects of Resources; (a) human resources are sufficient in terms of quantity, but it is still necessary to improve discipline in terms of timing and appropriateness, and consistency in completing service tasks to ensure employee performance accountability, (b) the resources for facilities and infrastructure are inadequate and unable to support the improvement of service quality. (2) the communication aspect is going well, as shown by the behavior of employees who are friendly, polite, and courteous to people who need services but are still constrained by low public awareness to follow and comply with the required provisions. (3) the disposition aspect has been well implemented, as indicated by the high awareness of all elements of the leadership and employees of the West Seram District Office regarding their duties, responsibilities, and authorities as community servants. However, limited services can still be provided by the Subdistrict head's office and the little delegation of authority from the Regent, resulting in minimal space for service. (4) the Bureaucratic Structure Aspect is running well following the main tasks and functions, which is shown by the enactment of rules related to the provision of service activities following work procedures in each field.

Keyword: Evaluation policy, Quality of Public Services, West Seram District

INTRODUCTION

Public services involve very broad aspects of life. The government has carried out efforts to improve services in Indonesia. It is stated in Law Number 25 of 2009 concerning

Public Services, mandating that the state is obliged to provide services to every citizen to fulfill their basic rights and needs within the framework of public services. However, the problem now is to what extent service performance can be achieved so that a level of efficiency and effectiveness of service to the community can be achieved. These questions are interesting to study more deeply to find a very useful solution for improving the quality of public services. Various phenomena illustrate how bad the quality of public services so far has been enjoyed by the community. But so far, the delivery of public services has remained the same. To avoid this negative impression, services at the nearest office, such as the subdistrict, must be able to work professionally. In the sense that even though there is an addition to the bureaucratic chain, in the process of completing services, services can be carried out more quickly with better quality.

One of the public services that will be discussed is the West Seram District Office. The public services provided are in the form of recommendations for building permits (IMB recommendations), recommendations for business location permits (SITU recommendations), and research permits, as well as population administration services in the form of identity cards (KTP) and family cards (KK). One important part of a series of public policies is the implementation or execution of public policies. Public policy objectives will be achieved primarily from implementation. The successful performance of a procedure or program, according to (Akib, 2013), can be assessed based on the implementation process (process perspective) and the results achieved (outcome perspective). From a process perspective, a government program is successful if its implementation follows the guidelines and implementation provisions made by the program maker, which includes, among others, implementation procedures, implementing agents, target groups, and program benefits. Implementation itself means that as the application of something that has been carefully designed or made, so that the process can be carried out with full confidence and clear goals (Oktaviani & Fatmariza, 2018). If a program is not appropriate or cannot reduce the problem which is the target of the policy, then the program may fail even if the program is implemented properly, whereas a brilliant program may also face failure if the program is not implemented properly (Sasmito & Nawangsari, 2019).

Meanwhile, from the perspective of results, the program is considered successful when the program has the desired impact. A program may be successful in the process but may fail in terms of the effect, or vice versa (Rahawarin, 2021). In other words, policy implementation can be successful when there is visual consistency between the process being passed and the results achieved (Rumerung et al., 2024).

Generally, process of public policy divided into the process of public policy drafting or called formulation, the implementation of public policy, and the assessment of public policy or evaluation. These three processes are a series that will determine whether the policy can be implemented properly as intended or vice versa (Rizal et al., 2021).

There is a model evaluation of policies used is implementation model of Edward III is resources, communication, disposition and bureaucracy, as stated by Roring et al., (2021) that to analyze the implementation of public policy, it is need to know the variable and factors that affected. Therefore, it needed the model of policy to understand the concept of policies implementation. This definition is agree with the statement by Arifin & Qoimah (2021) the meaning of policy is the policy leads to a certain purpose so that the activity has a goal orientation. Meanwhile, according to Abidin & M (2021) public policies is a wisdom decision was taken by someone or groups to realize the goals in the society. Principally, policy implementation is the way of policy to reach the goals (Entjaurau et al., 2021).

Policy evaluation is an activity that concerns the estimation or evaluation of policies, regarding their substance, implementation and impact. Policy evaluation is interpreted from how the policy evaluation is categorized within the government, which leads to "programs for

the government” (Rani & Safarinda, 2020). Research on the evaluation of public service quality policy is important because the community as customer service has yet to be satisfied in terms of time, cost, and quality of service provided. Therefore, this research aims to improve the quality of public services per the public service policies implemented at the West Seram District Office (Patty & Nikijuluw, 2024). However, along the way, there are still many problems related to providing services to the community. There have been many stories or experiences from some users of public services who have complained about the services provided by every government agency. Based on the description of the background above, the problem formulation in this study is how to implement public service policies in terms of the aspects of resources, communication, disposition, and bureaucracy in the West Seram District.

LITERATURE REVIEW

Public Policy

Abidin & Pananrangi (2021) suggest that public policy is a series of policy decisions taken by a person or group of people to realize certain goals in society. Public policy is an activity carried out by the government to meet the needs of society. Public policy is generally determined by the government. Policy levels can be at the general level, implementation level, and technical level. A policy is made intentionally because it wants to realize certain goals.

Policies have elements by which it can be understood why the policy needs to exist. The important elements of policy are 1) Policy objectives, 2) Problem, 3) Demand, and 4) Impact or outcomes. The paradigm of public policy that is responsive and provides space for the development of the community independently in the process of formulation, implementation, and evaluation of policies will have an impact on improving the welfare of the community sustainably. Thus, it requires interaction, processes, and activities between the community and the government in a symbiotic mutualism so that it is expected to be able to answer the dynamics, demands, and public interests. Public policy, on the other hand, is a product that fights for the public interest, and whose philosophy requires public involvement from start to end (S. Arifin & Qoimah, 2021). Policy is a standard for determining a goal to be achieved. Julia Mahadewi (2021) divides policies into 3 stages, namely: (1) Policies that are macro or basic in the form of laws and regulations that are regulated in laws and regulations (2) Policies that are meso or medium or explanation in this meaning can take the form of Ministerial Regulations, Governor Regulations, and District Regulations. The policy can also take the form of a Joint Letter between Ministers, governors regents, and mayors (3) Micro Public Policy, which is a policy that regulates the implementation of the policy above it. The form of policy is regulations issued by public officials under the Minister, such as governors, regents, and mayors.

Public policy is a series of processes that are interconnected and bound between one another. In general, the public policy process consists of the process of formulating public policy called formulation, the process of implementing public policy called implementation, and the process of evaluating public policy or evaluation. These three processes are a series that will determine whether the policy can be implemented properly as intended or otherwise (Rizal, Afrianti, & Abdurahman, 2021). Public policies can take the form of government policies, for example, activities carried out based on laws and regulations from the central government, decisions, and local regulations issued by the Governor, Regent, or Mayor. (Roring et al., 2021).

Policy is a social practice; it is not a single or isolated event. Thus, policy is something produced by the government that is formulated based on all events that occur in society. This event grows in the practice of social life and is not a stand-alone, isolated, and

unfamiliar event to society. Broadly speaking, policy implementation is described as what is determined by policymakers (government) which will have certain impacts such as the specification of program details, which is how and where institutions or organizations must carry out the program, and how the law or program is interpreted. In addition to resource allocation, how the budget is distributed, the personnel who will implement the program and the organization responsible for implementing the program and decisions, and how decisions will be made (Yunus & Rezki, 2020).

The process of public policy analysis is a series of intellectual activities carried out in a process of essentially political activities. The political activity is described as the policy-making process and is visualized as a series of interdependent and time-ordered stages, which include agenda setting, policy formulation, policy adoption, policy implementation, and policy appraisal. Meanwhile, intellectual activities include problem formulation, forecasting, policy recommendations, monitoring, and policy evaluation. (Aneta, 2012).

Policy Implementation Evaluation

Implementation is the act of implementing a plan that has been carefully prepared. According to The Big Indonesian Dictionary, implementation can be interpreted as the application of something that has been carefully designed or made, so that the work can be carried out with confidence and clear goals. (Oktaviani & Fatmariza, 2018). The concept of policy implementation is one of the links in the policy process, in this case in the form of activities after a policy is formulated. Without implementation, a policy that has been formulated becomes meaningless. Therefore, policy implementation has an important position in public policy. Policy implementation is part of a series of stages in public policy, in addition to policy formulation, policy assessment, and others (Igrisa, 2013).

Policy implementation is one of the important stages in the public policy process. Policy implementation is carried out by an institution after a policy is formulated which contains goals or objectives to be achieved within a certain period. Thus, policy implementation is in principle a way for a policy to achieve its objectives. (Abidin & Pananrangi, 2021)

Amanda (2016) explains that policy implementation is, in principle, a way for a policy to achieve its goals. No more and no less. To implement public policies, there are choices of steps by directly implementing them in programs or through the formulation of derivative policies or derivatives of these public policies. The various forms of public policy in question include several Government Regulations, Presidential Decrees, Regional Regulations, and various other regulations. For the policy to be implemented properly, it needs to be supported by resources to drive implementation such as facilities and infrastructure, financial resources, who is responsible for implementing the policy, and what steps are taken so that the policy can be directly received properly by the recipient/user of the policy.

Etih Henriyani (2015) explains that the implementation process will only begin when the goals and objectives have been set, the activity program has been prepared and the funds are ready and have been channeled to achieve the goals. Policy implementation connects policy objectives and realization with the results of government activities. George Edwards III suggests that four things can determine success in policy implementation, which are communication resources, disposition, and bureaucratic structure. If these four factors can be conditioned properly, especially the policy implementing apparatus and policy targets (community), the level of success of policy implementation will be maximized (Rumihin, 2024).

Policy implementation is an important activity, it can even be said to be more important than a policymaker. Policies are merely wishful thinking and are tightly stored and

become archives if they are not implemented in the field. Policy implementation is not only influenced by policy implementers but also by the people who are the targets of the policy. (S. Arifin & Qoimah, 2021).

Implementation means applying, practicing, carrying out, doing, or doing an activity. When the activity is related to government activities, the activity is included in public activities (public policy). This understanding is supported by the opinion of Mazmanian and Sabatier who state that implementation is the execution of basic policy decisions, which are usually in the form of laws, but can also take the form of orders or important legislative executive decisions or decisions of judicial bodies. (Roring et al., 2021).

Implementation is crucial to public administration and public policy. Implementation is the policy stage between the establishment of the program and the consequences of the policy for the people it affects. If a program is not appropriate or cannot reduce the problem that is the target of the policy, then the program may fail even if the program is well implemented, while a brilliant program may also face failure if the program is not well implemented (Sasmito & Nawangsari, 2019).

Policy implementation is one of the important stages in the public policy process. A policy program must be implemented to have the desired impact and objectives (Laurens, 2019). The policy implementation process does not only involve the behavior of administrative bodies responsible for implementing programs and generating obedience in target groups, but also involves a network of political, economic, and social forces that can directly or indirectly influence the behavior of all parties involved, and ultimately affect negative and positive impacts (Noor, 2014).

Research by Fitriani (2017) showed that the evaluation of the e-KTP policy had been carried out well in terms of results, costs, and time. The research results stated by the informants have shown improvements and improvements. Although there are still data errors such as address, and year of birth, this can be overcome by issuing an e-KTP that has been revised by the relevant agency in this case Pela Mampang Village. In terms of financing, the informant emphasized that all costs incurred are the authority of the central government, in this case, the Ministry of Home Affairs. Furthermore, in terms of timeliness, e-KTP production and services need special attention. Research by Sirajuddin (2016) indicate that the implementation of Regional Regulation No. 8 of 2009 in Makassar City has been running in accordance with the public policy implementation model, especially when associated with the "four right" principles, (1) the right answer to the problem, (2) the right implementation, (3) the right target, and (4) the right environment.

METHOD

The research approach used in this research is qualitative. This approach is used because researchers intend to obtain an in-depth description of the evaluation of public service quality policies at the West Seram District Office, West Seram Regency. In this research, the author used employees at the West Seram District Office of West Seram Regency as research informants with the head of the West Seram district office as the key informant. Researchers will be able to obtain a deep and comprehensive explanation and understanding of social phenomena and can provide a holistic description. This research took place for one year. Data sources in descriptive research are words and actions, the rest is additional data such as documents and others. The words and actions of the people observed or interviewed are the main data sources. The main data sources are recorded written notes, through recording, taking photos.

This research is focused on the Evaluation of Public Service Quality Policy in West Seram District, West Seram Regency. According to Sugiono (2007), data collection

techniques are the most strategic step in research, because the main purpose of research is to get data. The data collection techniques used in this research are:

1. Interview

It is the most effective way of collecting data because it can reveal the value of a person. In line with that, interviews are conducted with people who are considered to master the field, or who have the information needed by researchers.

2. Observation

This technique is carried out through direct observation in the field, especially those related to the process of evaluating public service quality policies.

3. Documentation

Data collection is carried out by looking for references in the form of notes, documents, and other literature that are considered related to the problems to be studied.

Sugiono (2007) says that qualitative analysis is the process of systematically searching and compiling data obtained from interviews, field notes, and documentation data, by organizing data into categories, breaking it down into units, synthesizing, compiling it into patterns, choosing which ones are important and which ones will be studied, and making conclusions so that they are easily understood by themselves and others.

In relation to this, researchers used the interactive analysis model of Miles & Huberman (2007), in this study, starting with reviewing all available data from various sources, namely interviews, observations that have been written in field notes, documents and so on. After being read, studied and reviewed, the next step is to conduct data reduction, data presentation and conclusion drawing.

1. Data Reduction

Data reduction is the process of selecting, focusing on simplifying, abstracting and transforming rough data that emerges from written notes in the field. Data reduction is carried out by researchers by sharpening, classifying, directing, removing unnecessary, and organizing data in such a way that conclusions can finally be drawn and verified by researchers.

2. Data Presentation

In presenting data, researchers collect arranged information that provides a basis for researchers to conduct a discussion and draw conclusions. This presentation then combines the information in an integrated form so that it is easy to observe what is happening and then determine the correct conclusion.

3. Drawing Conclusions/Verification

Concluding is an activity from an intact configuration. Conclusions are also diversified by the researcher during the research. Verification may be as brief as a passing thought in the researcher's mind, a review of the field notes or it may be as thorough and labor-intensive as revisiting or as extensive as attempting to place a copy of a finding in another set of data.

RESULTS AND DISCUSSION

Overview of the Research Location

West Seram Regency is one of the regencies in Maluku Province, Indonesia. The district had a population of 212,393 in 2020 and the community has a very diverse background, both ethnic and religious. Meanwhile, the center of government is in Piru, part of the West Seram sub-district, which has a population of 16,628.

Administratively, it is bordered to the north and south by the Seram Sea, to the east by Central Maluku Regency, and the west by Buru Regency. The center of activities mostly takes place in Piru, the capital of the West Seram sub-district, not on the Hunipopu Plain, the capital city version of Law No. 40. Because public facilities are more complete, Kairatu was

initially proposed as the temporary capital, but then a debate arose until Piru was finally chosen. Meanwhile, Hunipopu is still an empty area.

West Seram Regency is a maritime regency. About 79,005 km (91.92%) is a marine area, and only 6,948 km² (8.08%) is land with a population in 2019 of around 171,500 people. Geographically West Seram Regency is located between 1°19' - 7°16' South latitude and 127°20' - 129°01' East longitude.

West Seram Regency is bordered by the Seram Sea to the north, the Banda Sea to the south, the Buru Sea to the west, and Central Maluku Regency to the east. West Seram Regency is divided into 11 (eleven) sub-districts, and has 92 villages, has 67 separate islands, of which 11 inhabited islands and 56 uninhabited islands. The advantages possessed by West Seram Regency are the potential of marine natural resources and the cluster of unspoiled islands with rich biodiversity, both flora and fauna.

The area of West Seram Regency is generally grouped into four areas, namely:

- a. Wetland agricultural areas include the Kairatu sub-district (Waimital and Waihatu villages) and the West Seram sub-district (Kawa village). Dryland areas cover almost the entire area of West Seram, Taniwel, and Kairatu sub-districts.
- b. Fishery areas are all Waesala sub-district, West Seram sub-district (Eti, Kaibobo, Ariate), and Huamual sub-district.
- c. Settlement Areas include a stretch from Piru-Eti to Huamual Plain in West Seram Sub-district and Waeruapa Plain in Kairatu Sub-district which connects Seram Island and the Provincial City and surrounding islands.
- d. Mountainous Areas include Kairatu and Hunitetu Sub-districts (Hunitetu Village, Rambatu, Rumberu, Manusa, Hukuanakota, Huku kecil, Watui, Abio, Buria, Riring and Ahiolo, ohiasapalewa, Neniari, Rumahsoal, Laturake) which is the potential development of highland commodities (Vegetables, fruits). Coastal Areas include almost all sub-districts with potential for Fisheries cultivation and Tourism.

Evaluation of Public Service Quality Policies in Seram District, West Seram Regency

Implementation is the most crucial stage in policy because in the implementation process various actors, organizations, procedures, and techniques work together to run. Implementation is in principle a way for a policy to achieve its goals, no more and no less. One of the experts who put forward the factors that influence the success of implementation is Edward III who states that the success of implementation is determined by the factors of resources, communication, disposition, and bureaucratic structure.

Implementation is a way for a policy to achieve its goals, nothing more and nothing less. One of the experts who put forward the factors that influence the success of implementation is Edward III, who stated that the characteristics of resources, communication, disposition, and bureaucratic structure determine the success of implementation.

1. Resources Aspect

According to Edward III (2010), these human resources, budgetary, equipment, and authority resources. As a public service center in West Seram District, it has the resources to implement the policies that have been made, including implementing the Men PANRB Regulation as a legal product. The resources relate to all sources that can be used to support the successful implementation of the policy. These resources include human resources, budget, facilities, information, and authority, which are described as follows:

a. Human Resources

Policy implementation will only be successful with the support of sufficient quality and quantity of human resources. The quality of human resources relates to the skills, dedication, professionalism, and competence in their field. In contrast, quality

refers to the number of human resources and whether it is sufficient to cover all target groups. Human resources are very influential in the success of implementation because of reliable human resources. Policy implementation will run smoothly.

Human resources are related to staff or implementing apparatus, whether the sufficient staff is available or there is a need for additional policy-implementing staff. The availability of a few staff is a determining factor for a policy. One of the failures that often occur in policy implementation is caused by insufficient, adequate, or incompetent staff in their fields. However, more than a few staff are needed to guarantee the successful performance of a policy. The team must have skills and competence in their respective areas.

Human resources related to implementing staff are sufficiently available, or there is a need for additional policy-implementing employees. The availability of a sufficient number of employees is a determining factor for a policy. One of the failures that often occur in policy implementation is caused by insufficient, adequate, or incompetent staff in their fields. However, more than a few staff are needed to guarantee the successful performance of a policy. The team must have skills and competence in their respective fields.

Men PAN Regulation No. 15 of 2014 was designed and submitted by every public service provider to be obliged to set service standards, so the West Seram District Office automatically has a big role in implementing the Men PANRB Regulation.

The total number of employees involved in implementing the Men PANRB Regulation West Seram District Office is divided into four sections: the Government Section, the Development Section, the Peace and Order Section, and the Service Section. Hence, only the Government and Development Section actively implements Men PANRB Regulation No. 15 of 2014 concerning the Service Standard Guidelines.

b. Budget Resources

According to Edward III, the limited incentives given to implementers are the main cause of the failure of program implementation. Edward III in Widodo (2010) concluded that limited budget resources would affect the success of policy implementation. In addition to the program needing to be implemented optimally, budget constraints have resulted in the slow disposition of policy actors.

In policy implementation, the budget is related to the adequacy of capital or investment in a program or policy to ensure the performance of the policy because, with adequate budget support, the approach will work effectively in achieving goals and objectives.

c. Facilities and Infrastructure Resources

Edward II in Widodo (2010) states that equipment resources are the means used to operationalize the implementation of a policy which includes buildings, land, and facilities, all of which will make it easier to provide services in implementing the policy. Physical facilities may also be critical resource in implementation. An implementor may have sufficient staff, may understand the task but without the necessary building, equipment, supplies and even green space implementation will not succeed.

d. Authority Resources

Another resource that is quite important in determining the success of policy implementation is authority. According to Edward III in Widodo (2010) states that sufficient power to make their own decisions owned by an institution will influence that institution in implementing policy. This authority becomes important when faced with a problem and requires it to be resolved immediately with a decision.

Therefore, Edward III (2010) states that the main actors of the policy must be given sufficient authority to make their own decisions to implement the policies under their jurisdiction. Resources have an important role in implementing the procedure, however clear and consistent the provisions and rules are and how accurate the delivery of these regulations or requirements is if the implementers of the policy who are responsible for implementing the policy lack the resources to implement the policy will not be effective.

The ability of employees to comply with the rules and regulations on working hours that apply here, HR is the key to the success of an employee or a leader in carrying out service responsibilities by prioritizing the public interest so that the presence of existing officers can be in line with the applicable civil servant disciplinary provisions. Therefore, LAN (2009) explained that the human resource requirements required in providing services follow established service standards, especially regarding competencies and qualifications for each role in each service process. Regarding the employee resources in providing services to the community, it can be seen from the respondents' answers to this indicator question that it can be said that the regulations that apply in the West Seram District Office.

The regulations are how employees implement their resources in providing services according to the community's needs. They must be enforced consistently so that existing officers are always disciplined in serving the community so that the results of the service make the community feel satisfied. On the other hand, employees must be punctual in completing these service tasks, which is a form of performance accountability from government agencies carried out by employees for the tasks given by the West Seram District Office's Head as a superior in this office. For this reason, it is necessary to optimize employee resources to encourage employees to be more disciplined in working as well as possible.

2. Communication Aspect

Edward III (2010) states that communication is "the process of delivering communicator information to the communicant." According to Edward III Widodo (2010), information regarding public policy needs to be conveyed to policy actors so that policy actors can know what they have to prepare and do to carry out the procedure so that the goals and objectives of the policy can be achieved as expected.

Edward III (2010) states that policy communication has several dimensions, including transmission, clarity, and consistency.

- a. The transmission dimension requires that public policies be conveyed to policy implementers, policy target groups, and other interested parties, either directly or indirectly.
- b. The dimension of clarity requires that policies are transmitted to implementers, target groups, and other interested parties clearly so that they know the intention, purpose, and substance of the public policy so that each will know what must be done, prepared, and implemented to make the policy effective and efficient.
- c. The dimension of consistency is needed so that the policies taken are not confusing to confuse policy implementers, target groups, and interested parties.

Communication is the process of delivering information from the communicator to the communicant. Meanwhile, policy communication is the method of conveying policy information from policymakers to policy implementers. The effectiveness of communication requires that information is not only related to policy implementers but also the public.

Regarding employee communication with the community in providing services according to community needs, various respondents with the community in providing

services according to community needs, different respondents' answers can emphasize that employees of the West Seram District Office have always tried to be friendly, polite, and behave politely to people who need their services. However, there is low public awareness to follow and comply with their required provisions, which is still relatively low, so it has implications for the confiscation of employee working time.

Thus, it is reasonable to emphasize that to achieve quality work effectiveness for employees, especially employees of the West Seram District Office, the problem of the level of obedience of employees to rules. Regulations are not only considered and corrected, but the issue of the level of compliance of the community that requires existing employee services also needs to be improved so that these trivial matters will not occur repeatedly and eventually take up the work time of employees in carrying out their duties and responsibilities of serving the community at large. It means complying with all instructions or rules. If this goes well, the effectiveness of employees' work at the West Seram District Office can be achieved according to the expectations of all parties competent with this problem.

3. Disposition Aspect

Disposition or attitude is a behavior shown by the elements of a policy implementation activity to harmonize the growth of behavior from the attitude shown by government policy developers on the subject and object of the policy. It includes various forms of program activities and follow-up of development activities.

According to Edward III in Widodo (2010), the disposition is "the will, desire and inclination of policymakers to implement the policy seriously so that what is the goal of the policy can be realized." Edward III in Widodo (2010) says that: if policy implementation is to succeed effectively and efficiently, the implementers (implementers) not only know what to do and have the ability to carry out the policy, but they must also have the will to implement the policy. The factors that concern Edward III in Augustine (2006) regarding dispositions in policy implementation consist of the following:

- a. Bureaucratic appointment. The disposition or attitude of the executor will cause real obstacles to implementing the policy if the existing personnel does not carry out the policy desired by the higher officials. Therefore, the appointment and selection of policy-implementing personnel must be people who are dedicated to the policies that have been set, more specifically to the interests of the community.
- b. Incentives are one of the suggested techniques to overcome the attitude problem of policy implementers by manipulating incentives. People move based on their interests, then abusing policymakers' incentives influences policy implementers' actions. Adding certain benefits or costs might be a driving factor that makes executors carry out orders properly. It is done as an effort to fulfill personal or organizational interests.

Behavioral tendencies or characteristics of policy implementers play an important role in realizing policy implementation following goals or objectives. Policy implementers must possess important features, such as honesty and high commitment. Honesty directs the implementer to stay within the program principles outlined. In contrast, the high burden of policy implementers will make them always enthusiastic about carrying out their duties, authorities, functions, and responsibilities per established regulations.

In terms of implementing Men PANRB Regulation No. 15 of 2014 Concerning Service Standard Guidelines, the implementor's disposition or attitude must support and carry out his duties and responsibilities properly and fully. It is clear that the West Seram District Office, West Seram Regency, is the executor of enforcing the Men PANRB Regulation.

From the various answers given by respondents to questions related to this indicator, it can be emphasized that the employees of the West Seram District Office,

West Seram Regency, are fully aware of their duties and responsibilities as community servants. It can be seen that employees are always consistent in providing services to people who need them. And even in carrying out service responsibilities, the Head of West Seram District, West Seram Regency, is aware of his duties as a leader, who does not only order his subordinates or supervise employees during working hours, but also plays an active role in involving himself in providing services to the community according to their needs.

In addition, the description of the situation of subordinates who obey the duties and responsibilities given by the West Seram District Head, West Seram Regency as the leader, is a form of accountability for the performance of government agencies, which is carried out by employees based on carrying out the duties and responsibilities given to them. as a subordinate in this office. It is important because doing so can reduce the negative image that is developing in society at this time related to services at the West Seram District Office, West Seram Regency.

4. Bureaucratic Structure Aspects

Ripley and Franklin in Winarno (2005) identified six characteristics of bureaucracy as a result of observing bureaucracy in the United States, which are: (a) The bureaucracy was created to deal with public needs (public affairs) (b) The bureaucracy is the dominant institution in implementing public policy, which has different interests in its hierarchies (c) The bureaucracy has several different objectives (d) The bureaucratic function is in a complex and broad environment (e) The bureaucracy has a high survival instinct, so it is rare to find a slow bureaucracy and (f) The bureaucracy is not a neutral force and is not under full control from outsiders.

Even though the resources for implementing a policy are sufficient and implementers know what and how to do it and have the desire to do it, Edward III in Widodo (2010) states that “policy implementation may still not be effective due to the inefficiency of the bureaucratic structure.”

Edward III in Widodo (2010) covers aspects such as bureaucratic structure, division of authority, relationships between organizational units, and so on. According to Edward III in Winarno (2005), there are two main characteristics of bureaucracy, namely, “Standard Operational Procedure (SOP) and fragmentation.” According to Winarno (2007), “Standard Operational Procedure (SOP) is the development of internal demands for certainty of time, resources and the need for uniformity in complex and broad work organizations.” Edward III in Widodo (2010) states that: as well as whether or not the standard of operation is clear, both regarding the mechanism, systems and procedures for implementing policies, the division of main tasks, functions and authorities, and responsibilities among actors, and the disharmony of relations between one implementing organization with others also determines the success of policy implementation. However, according to Edward III’s research in Winarno (2007), SOPs are very likely to become obstacles to implementing new policies that require new ways of working or new types of personnel to implement policies. That way, the greater the policy requires changes in the ways prevalent in an organization, the greater the probability that SOPs hinder implementation.

Edward III (2005) explains that “fragmentation is the distribution of responsibility for a policy to several different agencies so that it requires coordination.” In Widodo (2010), Edward III says that a fragmented (split or scattered) bureaucratic structure can increase communication failures because the chance for his instructions to be distorted is enormous. The more distorted the implementation of policies, the more intensive coordination is needed.

The bureaucratic structure has a significant influence on policy implementation. This aspect of organizational structure covers two things: the mechanism and system of the bureaucracy itself. The first aspect is the mechanism. In implementing policies, a standard operating procedure (SPO) is usually made. SOP is a guideline for every implementer in acting so that the implementation of the policy stays consistent with the goals and objectives of the policy. The second aspect is the bureaucratic structure. A bureaucratic system that is too long and fragmented will weaken oversight and cause complicated and complex bureaucratic procedures, which in turn will cause organizational activities to become inflexible.

Even though the Men PANRB Regulation No. 15 of 2014 concerning Service Standard Guidelines describes a clear bureaucratic structure, according to the author's observations in the field, all relevant employees have not performed their duties and functions as they should.

Regarding the Bureaucratic Structure in providing services to the community, it can be said that the results of the work carried out by employees as subordinates in the office of the Head of West Seram District can satisfy the community as well as the Head of West Seram District as superiors, and the results of the work carried out optimally is a concrete manifestation of accountability for the performance of government agencies carried out by employees as subordinates by demonstrating an adequate ability to satisfy all parties.

This fact can be proven by the large number of people who visit the Subdistrict head's office every working day, and there have never been any complaints from the community. However, concerning the future development of this office, various facilities and infrastructure for the West Seram District office which can be used and guaranteed comfort, and the physical appearance of the Subdistrict head's office and its rooms should be improved so that it is sufficient to provide convenience, in addition to enforcing rules related to the performance of leaders and employees in neat uniforms, then followed by interior and exterior facilities which are seen by the public as clean.

CONCLUSION

Based on the results and discussion, it is concluded that the implementation of public service in the West Seram District Office was based on four indicators; (1) Resources aspect, employees are sufficient in terms of quantity, but still need to improve discipline in terms of time and suitability and consistency with the provisions that have been set in completing service tasks to ensure accountability. (2) The resources for facilities and infrastructure are inadequate and unable to support service quality improvement. (3) Communication aspects are going well, as shown by the behavior of employees who are friendly, polite, and courteous to people who need services but are still constrained by low public awareness to follow and comply with the required provisions. (4) Disposition aspects have been well implemented, as indicated by the high awareness of all elements of the West Seram District Office's leadership and employees regarding their duties, responsibilities, and authorities as community servants. However, there are still limited types of services that can be provided by the Subdistrict head's office and the little delegation of authority from the Regent, resulting in very limited space for services; Bureaucratic aspects structure are running well following respective main tasks and functions, which is indicated by the enactment of rules related to the provisions of service activities following work procedures in each field.

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