

# Reconstruction of the Implementation of Quality Public Service: A Study in South Minahasa Regency, North Sulawesi

Max R. Rembang

*Public Relation Programme, Universitas Sam Ratulangi, Manado, Indonesia*

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**Abstract:** The research problem that proposed is to answer on how the implementation of quality public service by taking South Minahasa as a research location, in which based on previous research and pre-survey have shown the public service is not in line with public expectation. This research aims to find a new model of the implementation of quality public services. Nevertheless, the focus of this research is to find other possible aspects of the theory of implementation of public services, according to George Edwards III. This research adopted a qualitative research approach, where the researcher alone will be as the main instrument of his research. In having said, data collection has been done by doing an in-depth interview, observation and documentation study. The data analysis technique uses interactive data analysis and triangulation model. At the end of this research, the result will be shown on how the implementation of public services based on George Edwards III theory with aspects of Bureaucratic Structure, Communication, Disposition and Resources is not yet optimized in order to meet public expectation. Reconstruction of the implementation of public services is needed by adding other substantial aspects, namely Regulation, Transformational Leadership, and Organizational Culture, to produce quality public services, particularly in South Minahasa Regency. In other words, the result of this research will discover a new model of implementation of public services.

## 1 INTRODUCTION

Decentralization and regional autonomy are country's strategic policies that aim to build democratic governance systems, bringing public services closer, empowering people and accelerating the development process in various aspects – in order to achieve a just and prosperous society.

The role of regional government in increasing effectiveness and efficiency of Local implementation Governance, by carrying out quality public services, especially to encourage investment to come into region in order to become the main driver of economic growth that impacted toward the improvement of the welfare of the society. Kuncoro (2005) have explained on four main activities on marketed the area, which are (1) developing attractive and robust positioning, (2) designing incentives for investors, (3) marketing products and services efficiently and easily accessible, and (4) promoting regional attractiveness and benefits. Meanwhile, the definition of implementation policy according to Van Meter and Van Horn (1975) stated that “policy

implementation encompassed those action by public or private individuals (or groups) that are directed at the achievement of objective set forth in prior policy decisions. This includes both one-time efforts to operational terms as well as continuing efforts to achieve the large and small changes mandated by policy decisions” Grindle (1980) highlighted on implantation policy determined by (a) power, interest and strategy of the actor involved, (b) institutional and regime characteristic, (c) compliance and responsiveness.

On the other hand, to encounter competition inter-regional and the demand of global competition, the needs of the utilization of advance science and technology primarily on technology in the field of communication and informatics by the Government of South Minahasa Regency (research object) is expected to be able to carry out its role optimally in implementing the broadest possible authority, based on rights and obligation to carry out regional autonomy as stipulated in the Law Number 23 of 2014.

This pre-survey research shows that the Regional Government of South Minahasa Regency is fully aware that investment is essential to sustain the improvement of people's welfare; however, to bring in investors is indeed not easy. Some of the obstacles faced by the Government of South Minahasa Regency can be seen as below:

First, the investment policy specifically relates to enhancing the investment climate such as – standardized normative service, implicit spatial planning and development of investment zones, investor rights and obligations as well as investment service performance;

Second, improving legal aspects to ensure investment certainty. The tendency of Local Governments in the era of regional autonomy is that many local regulations are oriented towards Local Own-Source Revenue (PAD). The excesses of the plenty regional regulations namely, the high-cost economy and indeed become an investment constraint; Third, convoluted public services impede all levels of society; Fourth, complaints from the society in general, and especially investors and the people who manage to license, emerge as following: (1) Cost, amount of the fee is not transparent; (2) Time, length of time to obtain the permit or permit extension (3) Requirements, the same requirements repeatedly asked for various types of permits; Fifth, there has not been established a parallel partnership between the regional government of South Minahasa Regency and the private sector as much as the government in another region/city/ provinces.

The mechanism of regional government administration is demanded to be more productive, efficient and innovative, especially in providing public services, this relates to public needs are increasingly broad and involved so that the expectations of quality services are also increasing. Reality shows that public institutions, in general, have not provided quality public services.

In this study, it is attempted to add several aspects towards the policy implementation model according to George Edwards III (1980) with 4 (four) main aspects namely Bureaucratic Structure, Communication, Resources and Disposition. Conditions in the field are as follows: *First*, bureaucratic structure. Reality illustrates that the bureaucratic structure in relation to public services is already sufficient because all licensing services have been carried out through the Investment and One-Stop Licensing Services Office. *Second*, internal and external government communication is relatively ongoing as it should be even though it is not yet optimal. Government communication in the form of

vertical communication and horizontal communication has been carried out. The obstacle that still occurs is the ongoing diagonal communication to accelerate the response to public demands and expectations.

External communication is still conventional through mass media and has not been yet using online communication media and social media. *Third*, resources. In principle, both natural resources, human resources and financial resources are sufficient and relatively have been done, although not yet optimally empowered. *Fourth*, disposition. Formal disposition has been made, but it has not been able to encourage motivation, creativity and innovation in quality public services by bureaucrats.

Based on above explanation of the background, thus it can be said that the model of implementation of public services according to George Edwards III is not sufficient enough to produce a quality implementation of public services – and based on Author perspective, other aspects are still needed to achieve it. This has also encouraged the author to conduct the research, namely Reconstruction of the Implementation of Quality Public Services (Study in the South Minahasa Regency of North Sulawesi Province).

This study uses a qualitative method, according to Creswell (2010) is a method for exploring and understanding the meaning by several individual or group of people ascribed to social issues or humanitarian. The final report of this research has a flexible structure or framework. Data collection techniques use in-depth interviews, observation and document review. Data analysis uses an interactive model that is data collection, data reduction, data presentation and drawing conclusions.

## 2 RESEARCH FINDINGS

Based on the data processing of this research, illustrates that the implementation of the quality of public services in South Minahasa Regency has not been optimally embodied whilst the implementation of public services according to George Edwards III has been carried out, such as:

### 2.1 Bureaucratic Structure

Factual conditions indicate that the bureaucratic structure has been simplified by granting delegation of authority to the Investment and One-Stop Licensing Service Office (Dinas PM & PTSP) to optimize public services by improving:

- a. Job specialization supported by specialization competencies
- b. The apparatus works based on the primary duties and functions in serving the granting or extension of licenses
- c. Chain of command of the line of authorities is long and layering in order to serve the public, especially to those investors who need permits, have been cut through a one-stop licensing service.
- d. The full and long-range of control has been simplified, and the procedure shortened
- e. Decentralized decision making creates subordinates gained certainty in taking action, and coordination becomes simple.

## 2.2 Communication

- a. Internal government communication vertically from top to bottom has been done in the form of giving directions or instructions, work meetings, special meetings, and work instructions in the manifest of the implementation of public services. Upward vertical communication has also been carried out in the form of periodic reports according to their respective duties and functions.
- b. Horizontal communication among units in which their duties are directly related to public services has not been done regularly unless there is an urgent problem to highly needed to be resolved immediately, given based on user request' or public demand.
- c. Diagonal communication hasn't been smooth; this might have happened by the cause of top leadership has not given enough space and time to do it
- d. The governance communication climate has not been conducive due to the new media communication such as online media, social media, and information disclosure has not been going well

## 2.3 Resources

- a. Natural resources in South Minahasa Regency are sufficiently available, such as mining, fisheries, agriculture, plantations and yet tourist attraction that have not been managed optimally and professionally.
- b. The resources of the bureaucratic apparatus from education aspect are adequate namely the lowest is High School and equivalent, to

Bachelor's, Master's and P.hD holder, and yet the public services do not yet have a certain quality.

- c. Financial resources were relatively available to support the financing of the implementation of quality public services, but are still constrained by the political will of the top leaders
- d. Work ethic and work discipline in public services are less than optimal due to the influence of top leaders' factors.
- e. The apparatus bureaucracy tends to normatively maintain comfort zones based on regulations and lack of creativity and innovation in work, in order to keep up with the development of contemporary (modernity) conditions and technological development.
- f. In public services, it has not treated all stakeholders fairly and humanely.

## 2.4 Disposition

- a. The actual condition that happened in the field indicates that the top leaders in term of giving instructions and coaching to subordinates have not been followed by exemplary and consistent of leader behaviour—reality shown that transformational visionary leaders have not yet occurred in South Minahasa Regency.
- b. The reality in the field shows that the control of the giving of instructions or verbal orders or else written ones by the top leadership has been done, however not taking into account seriously
- c. The reality in the field illustrates that subordinates in order receiving instructions or follow-up given by superiors should have been done with full sincerity and responsibility. Nevertheless, the subordinates' performance at work must have a strong motivation, maintain self-dedication and constructive initiative.

The research findings show that the model of implementation of public services according to George Edwards III has mostly been executed and yet indeed a small portion has not been carried out by leaders and subordinates as public service officers, in which affected to the quality public services have not been manifested well and adequately. Next to that, according to the findings of the research, there are still other

aspects or other variants that need to be done to actualize the implementation of quality public services, namely as follows:

- a. Dynamic regulation, this is still needed due to political officials and bureaucratic officials are still working in accordance with the main tasks and functions based on regulations. In which, still relevant to the theory of "law is an instrument of social engineering" to build attitudes and behaviour of quality public services.

The Research findings show that there are several companies that are managing coconut and their derivatives encounter concerns about the establishment of a Regional Spatial Plan (RTRW) where the position of their company is outside the industrial zone, and the local government has not made any proposed changes to this RTRW to accommodate their business licenses issued by the Regency of the Central of Minahasa Government and in yet prior to the stipulation of RTRW by the Provincial Government. Such adjustment towards the regulations should have been done, hence not to interference company's performance which implicitly irritates also the uptake of the workforce of the surrounding society

- b. Organizational culture. Organizational culture is the norm of behaviour and values that are well-understood and accepted by all members of the organization and used as the fundamental basis for the rules of behaviour in that organization. Organizational culture functionates as increasing ownership and loyalty of members of the organization; instruments for organizing members; strengthen organizational values and norms; mechanism of behaviour control of organizational member; as a determinant of which behaviours can be done and which should not be done by members of the organization; encourage organizational structure to improve long-term and short-term performance.

The research findings show that the organization culture of local government as objects of research has

not yet developed a conducive organizational culture towards the implementation of quality public services. The top-leaders of the local government are indeed highly influential in building a culture of quality public services.

- c. Transformational leadership. This is a leadership model to improve human resources, and the effect of leaders towards subordinates can be measured by indicators of trust, admiration, loyalty and respect to the leaders, in which trying to motivate followers to do something more and do it beyond their own expectations, meaning transformational leadership is not only a visionary leader but also able to change the mindset and behaviour of followers as well as the people they lead. For instance, in Indonesia, the current Mayor of Surabaya and the former Mayor of Bandung, who is now known as the governor of West Java.

The research findings were obtained that the leaders of the Southern Minahasa regency who have served for eight years (almost two periods) have not revealed the characteristics of transformational leaders that should have an impact on the performance of public services.

- d. Society participation. Society participation is a crucial and absolute element in term of development, especially related to the shift in the development paradigm that puts people or communities as central in development either as subjects and as well as objects of the development itself.

In the perspective of the implementation of quality public services, active, critical and constructive public participation infested a strategic position, because the society acted as stakeholders of public services. This society participation is essential as a tool in order to control the performance of the local autonomy goals. The research findings indicate that the society has, in fact, tried to participate; however, the critics, proposals, suggestions and society' demands have not received a positive response from the local government. The local government along with legislative are able to reduce

the active participation of the society by governed/influenced the spearhead governance, which are the heads of village and districts as much as the local government has succeeded in 'taking control' of mass media in building their image

### 3 IMPLICATION OF RESEARCH REPORT

The research showed that the implementation model, which was proposed and conducted by George Edwards III in the Regency of South Minahasa, North Sulawesi Province, wasn't materialized optimally. Therefore, the implementation of high-quality public service is still not within grasp. However, even if the George Edwards III's public service implementation with its 4 (four) primary variables, which is Bureaucracy Structure, Communication, Resources and Disposition were conducted optimally, it still wouldn't help in improving the public service implementation. The research report showed that other aspects and variables are still needed in order to achieve a high-quality public service implementation.

Other aspects that can be included in the George Edwards III's model are legal aspect, transformational leadership aspect, organizational culture aspect, and participation aspect. If those last four aspects complement the 4 (four) aspects, according to George Edwards III, the author believes that high-quality public service implementation can be materialized.

Therefore, those 8 (eight) aspects above could contribute together positively and constructively towards the desired public service. The implication tells that the essence of the regional expansion and autonomy are the democratization of government, bringing the right quality public service closer to the public, and people empowerment to materialize the people's well-being especially in the Regency of South Minahasa, North Sulawesi Province.

## 4 RECOMMENDATION

### 4.1 Academic Recommendation

This research report is the most optimal result that can be produced by the author, but it is well known that it's still far from perfect. Therefore, the author recommends anyone who is interested in examining this research report to do so. The author would also

like to accept any kind of critiques from anyone for the sake of our academic progress.

### 4.2 Practical Recommendation

The local government of South Minahasa Regency, North Sulawesi Province are expected to be willing to adopt this research report in order to improve the government's performance in providing good quality public service for the justice and wellness of the people in South Minahasa Regency.

## 5 CONCLUSIONS

1. According to the research findings, it shows that not all George Edwards III's Public Service Implementation variables or aspects haven't been thoroughly carried out by the local government of South Minahasa Regency, North Sulawesi Province. However, even if the variables and aspects were carried out properly, it still wouldn't be able to produce good quality public service. In other words, other variables and aspects are still needed in order to complete the model.
2. Research findings show that 4 (four) variables from George Edwards III model, according to the author beliefs, are yet to be completed with the other 4 (four) variables or aspects, such as dynamic regulation, transformational leadership, organizational culture and people empowerment so that those variables or aspects mentioned above could contribute together in materializing good quality public service.

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