

Analysis of the Implementation of the Regulation of the Minister of Home Affairs Number 4 of 2010 concerning Guidelines for Integrated Sub-district Administrative Services in South Central Timor Regency

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ABSTRACT

Keywords: Policy Implementation; Integrated Administrative Services; Decentralization of Government.	Since the Reformasi era in Indonesia, there has been a significant shift from a centralistic-autocratic government to democratization and decentralization, with the aim of improving the quality of public services. This research specifically evaluates the implementation of Permendagri No. 4 of 2010 in South Central Timor Regency (TTS), focusing on the implementation of the Integrated Sub-district Administrative Services Program (PATEN). A qualitative approach is used, involving descriptive methods to analyze the phenomenon of PATEN policy implementation. Data collection includes interviews, observations, literature reviews, and documentation, analyzed through the Van Meter and Van Horn (1975) policy implementation model. The findings reveal that not all sub-districts in Indonesia, including those in TTS Regency, have implemented the PATEN program. Key barriers include limited funding, human resources, and the handover of authority to sub-districts. Although the delegation of authority by Regent Regulation No. 22 of 2014 has increased sub-district responsibilities, significant challenges remain in executing licensing functions. This research highlights the need for stronger regulatory frameworks, enhanced resources, and stakeholder collaboration to achieve the intended goals of the PATEN program.
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Introduction

The Reformasi era in Indonesia marked a pivotal shift in governance, transitioning from a centralistic-autocratic model to a more democratic and decentralized system. This transformation aimed to enhance public service quality by delegating authority from the central government to regional administrations, empowering local governance to address community-specific needs effectively. This shift reflects the principles of democratization and decentralization, which prioritize inclusivity and responsiveness in governance (Wasistiono & Tahir, 2017).

One of the frontlines in local government services is the Sub-district which is an extension of the Regency / City Regional Government which is tasked with carrying out government activities in areas that are smaller in geographical scope and scale of importance than the Regency / City. The scope of the Sub-district is regulated in Government Regulation (PP) Number 17 of 2018 which regulates the duties and responsibilities of the Sub-district Head as the Sub-district Leader and also regulates the delegation of authority from the Regency / City Government to the Sub-district as a basis and guideline for the Sub-district to govern and provide public services for the community within the scope of the sub-district.

As an effort to run the wheels of government in the sub-district area and also as an effort to maintain the relevance of the sub-district organization in the midst of society and in the midst of changing times, public service innovation by the sub-district continues to be pursued. One of the efforts to innovate public services to maintain the relevance of the Sub-district is manifested in Permendagri Number 4 of 2010 concerning Guidelines for Integrated Sub-district Administration Services (Fauziyah & Arif, 2021; Lelo et al., 2016). This regulation fundamentally regulates the implementation of the Sub-district Administration Integrated Service (PATEN) program in every sub-district in the territory of the Republic of Indonesia where the Permendagri states that the purpose of implementing PATEN is to realize the Sub-district as a community service center and become a node for integrated service offices/agencies in the district/city. This strategic role of the sub-district needs to be continuously supported by all stakeholders, for this reason the regent/mayor determines the sub-district that has met the requirements for organizing PATEN.

Through the implementation of PATEN, each sub-district can apply the principle of Self Renewing System to remain relevant to the demands of the times while simultaneously improving the quality of public services it provides. The function of the sub-district as a community service center becomes relevant when viewed in terms of proximity, speed of time and quality of services provided.

Most of the previous studies have shown that PATEN has been implemented in several sub-districts in Indonesia, although there are some obstacles in its implementation. Alfana (2017), with research entitled "Implementation of Sub-district Integrated Administrative Services (PATEN) in Gunungpati Sub-district, Semarang City". By using a legal qualitative research approach and juridical-sociological research type, the results of his research show that: (1) Implementation of sub-district integrated administrative services (PATEN) in Gunungpati Sub-district, Semarang City is divided into two types of services, namely licensing and non-licensing services; (2) implementation constraints include the division of sub-district duties, lack of employees, lack of coordination of urban villages, network quality, and community participation that does not understand PATEN. The strength of this study is that it takes a research location near Semarang City where the supporting infrastructure is adequate in the implementation of PATEN. Meanwhile, the weakness of this study is that it only uses one sub-district so that the implementation of PATEN cannot be compared with sub-districts far from Semarang City.

Rahman (Rahman, 2018) conducted a research the results showed that the implementation of the PATEN program in Cibitung Subdistrict has not yet covered three implementation processes, namely (1) the implementation time in the applicable standard operating procedures (SOP) still exceeds 14 working days in non-licensing field services,

namely population documents, (2) The socialization applied is still not fully felt by the Cibitung Subdistrict community and (3) The lack of maximum community involvement in the implementation of the PATEN program in Cibitung Subdistrict, both in the preparation of service standards and providing input into the service implementation process therein. It has not been effective overall in the provision, use and maintenance of available infrastructure, including technological needs. The strength of this study is that it takes a research location near Bekasi Regency where supporting infrastructure is adequate in the implementation of PATEN. Meanwhile, the weakness of this study is that it only uses one sub-district so that the implementation of PATENT cannot be compared with sub-districts that are far from Semarang City.

Based on the formulation of the problem, the objectives of this study are:

1. To know and describe the extent of the implementation of Permendagri No. 4/2010 in South Central Timor District.
2. Mapping and analyzing the factors that encourage and hinder the implementation of Permendagri No. 4/2010 in South Central Timor District.

Method

This research uses a qualitative approach in which descriptive research aims to understand the phenomenon or describe the reality of the implementation of the PATENT policy in TTS Regency through the support of qualitative data (results of in-depth interviews, observations, literature review and documentation). This method is applied to obtain information about the current situation by looking at the relationship between variables in the Van Meter and Van Horn (1975) policy implementation process model. According to Creswell (2021) qualitative research is a type of research that explores and understands meaning in a number of individuals or groups of people who come from social or humanitarian problems. Qualitative research can generally be used for research on community life, history, behavior, concepts or phenomena, social problems, and others. The type of qualitative research used by researchers in this study is a case study. A case study is a study that explores a case in depth, collecting complete information using various data collection procedures based on a predetermined time. This case can be an event, activity, process, and program (Creswell, 2021, p. 97). This type of case study research is suitable as a method to answer the questions in this research.

Data Source

The data sources used in this research are primary data sources in the form of data obtained directly through interviews and observation methods with key informants (key persons) based on stakeholder criteria. Key informants are:

1. Identified as key stakeholders are the Secretary of TTS Regency, the Head of the One-Stop Integrated Investment Service (DPM-PTSP), the Sub-District Head of Soe City, the Sub-District Head of West Amanuban and the Sub-District Head of North Mollo
2. Supporting stakeholders are Lurah Cendana and Lurah Oekefan and villages adjacent to Soe City, namely the Head of Oinlasi Village and the Head of Mnelalete Village

along with community leaders and residents in the village of Lurah Cendana and Lurah Oekefan and Oinlasi Village and Mnelalete Village

Data Collection

1. Observation

Observation is an effort to collect data when researchers go directly to the field to observe the behavior and activities of individuals at the research location. In this study, researchers used systematic observation techniques, where researchers had guidelines and boundaries to be observed and researchers also participated in the daily activities of the subjects.

2. Interview

Interviews are a data collection technique by which researchers can conduct face-to-face interviews with participants. Interviews are conducted in a semi-structured manner, where the researcher uses a framework of questions to be asked and the questions can develop so that the researcher can find the right answers.

3. Documentation

Data collection from written sources, such as journals, reports, previous research, letters, emails, and newspapers).

4. Audiovisual Digital Material

This is digital data such as social media, emails, messages, photos, videos, and other things that fall into the visual ethnography category.

Data Validity

In this research, the method used for data validity is to use the triangulation method to explore information about how the implementation of PATEN policy in TTS Regency. The triangulation method used is a combination of primary data collection techniques (in-depth interviews and observation) and secondary data analysis (documentation).

Data Analysis Technique

1. Data reduction

This activity is carried out by summarizing, selecting the main things, and focusing on the main and important things only to find themes and patterns. So that the data that has been reduced will get a clearer picture and make it easier for researchers to collect further data and return to look for it when needed again.

2. Presentation

After reducing the data, the next step is to display the data to make it easier to understand the situation that occurred and plan the next steps based on this understanding. For qualitative research, the presentation can be through brief narratives, charts, relationships between variables, flowcharts and the like.

3. Conclusion drawing/verification

After the data is reduced and displayed, the initial conclusions put forward are still temporary and will change if there is no more strong enough evidence that supports the next data collection stage. However, if the conclusions made at the beginning are supported by

supporting and consistent evidence when the researcher returns to the research location to collect data, then the conclusion has become a valid conclusion.

Results and Discussion

Implementation of Minister of Home Affairs Regulation No. 4/2010 on Guidelines for Sub-district Integrated Administrative Services in South Central Timor District

The government has taken various steps to improve the quality of service to the community by all government officials, both at the central and regional levels. One of the strategies implemented is the direct approach of service units to the community. By handing over the authority to organize services to the regions, it is expected that public services will become more responsive or responsive to the dynamics of the community in the region. The role of the Sub-district becomes very crucial in the implementation of these service efforts, especially related to the acceptance of some of the responsibilities handed over by the Regent or Mayor. The sub-district is the scope of work of a sub-district head as part of the district/city government structure.

The transfer of some authority from the Regent and Mayor to the Sub-district Head in each region is an important step to be taken immediately so that development can be carried out effectively. Moreover, if this is seen in the context of the implementation of the PATEN (Sub-district Integrated Administrative Services) program in accordance with the provisions of Permendagri No. 4 of 2010 concerning Guidelines for Sub-district Integrated Administrative Services, where all sub-districts are expected to be able to implement the program by 2015.

From the research results, it is found that not all sub-districts in Indonesia have implemented the PATEN program. Most sub-districts have not fulfilled the 3 (three) requirements of PATEN implementation, namely substantive, administrative and technical requirements as some research results show the causes of ineffective and efficient public services through PATEN, among others, are caused by regulations (Adril et al., 2021; Dewi, 2014), human resources, bureaucratic procedures, and supporting infrastructure (Juniantuko, 2014). South Central Timor District is one of the districts where all sub-districts have not implemented the PATENT program up to the time the author conducted this research. Based on preliminary analysis, a number of problems hindering the implementation of PATEN include limited funding and human resources, as well as the transfer of some authority to sub-districts, especially in terms of issuing permits that were previously the responsibility of the relevant technical Regional Apparatus Organization (OPD).

The South Central Timor District Government has actually conducted several stages to implement the PATENT program. William (Dunn, 2000, p. 22; Tiyastanti, 2020) explains in more depth that public policy consists of several interrelated and continuous stages based on the time sequence starting from agenda setting, policy formulation, policy adoption process, next is policy implementation and the final stage is policy evaluation.

Resources

Van Meter & Van Horn (1975: 465) define resources in the context of policy analysis as aspects that are available for use in achieving policy objectives. These resources can be physical, such as funding or facilities, or non-physical, such as expertise or political support.

They further state that these resources are very important in the policy process because they affect the ability of the government or policy actors to formulate, implement and evaluate policies. Sufficient and relevant resources can increase the success of a policy, while a lack or mismatch of resources can be a serious obstacle. Thus, an understanding of resources according to Van Meter & Van Horn (1975, p. 475) helps in analyzing the factors that influence the policy process and helps in planning strategies to improve the effectiveness of policy implementation.

Characteristics of the Implementing Organization

According to Van Meter and Van Horn (1975, p. 471) explain that to achieve optimal success in a policy implementation, the characteristics of the implementing organization are needed, which include the formal structure of the organization and the informal attributes of employees. Both of these include bureaucratic structures, norms and rules, and patterns of relationships that occur in the bureaucracy owned by organizations that will be involved in implementing policies. The third variable from Van Meter and Van Horn is in line with the fourth variable of the policy implementation model proposed by Edward III (1980), namely the organizational structure. consists of two main things, namely the mechanism and organizational structure of the implementer. Edward III (1980) explains that the organizational structure consists of 2 (two) main things, namely the structure and mechanism of the implementing organization. The structure of the implementing organization must be simple and efficient to ensure quick decision-making regarding emergency situations in the program. The organizational structure includes the division of authority, the relationship between organizational units within the organization, and the relationship between organizations. Meanwhile, program implementation mechanisms are usually already established through standard operating procedures (SOPs) listed in the program/policy guidelines. An effective SOP will include a clear framework, be systematic, easy to understand, and serve as a guide for implementers.

Communication between relevant organizations and implementation activities

To implement a policy effectively, it is very important that policy implementers, both individually and as part of the implementing organization, understand the standards and objectives that have been set. These standards and objectives need to be conveyed to implementers and communicated consistently so that information about these standards and objectives can be conveyed properly to policy implementers (Van Meter & Van Horn, 1975: 466). Although in reality, it cannot be denied that communication is a complicated and complex process. The process of transferring information within an organization, between organizations, and to other communicators often experiences interference or distortion, either intentionally or unintentionally. Therefore, there is a need for proper coordination among stakeholders of a policy.

Economic, social and political conditions

According to Van Meter and Van Horn (1975: 471) in implementing a policy it is very important to understand and adapt policies to local social, economic and political conditions. An unfavorable economic, social and political environment can be a major cause of failure in

policy implementation. Therefore, it is important to consider these external factors during the implementation process, to understand the extent to which economic, social and political conditions can support the success of public policies.

Factors Hindering the Implementation of Minister of Home Affairs Regulation No. 4/2010 on Guidelines for Sub-district Integrated Administration Services in South Central Timor District

In a policy implementation, especially a policy that is considered new, of course there are obstacles and obstacles that can affect policy implementation. These obstacles can come from within the organization or from outside. Obstacles can interfere with the implementation of a policy so that it can change the results or not achieve the expected goals. As explained in the previous discussion, the policy of implementing PATEN in South Central Timor District as mandated in the Permendagri Permendagri No. 4 of 2010 concerning Guidelines for Sub-district Integrated Administrative Services, has not been implemented until the time of writing this thesis. Based on the results of research and observation conducted by the author, it is known that the factors that become obstacles in the implementation of PATENT in South Central Timor District are:

1. Delegation of Authority that is a Substantive Requirement Has Not Been Fulfilled

Based on several interviews and documentation studies, it can be seen that until now there has been no legal footing in TTS Regency as a concrete step in following up the Minister of Home Affairs Regulation Number 4 of 2010 concerning PATEN. Although there is already Regent Regulation No. 22/2014 on the delegation of some of the Regent's duties and authorities to the Sub-District Head, the PATEN program in the Sub-District is only a type of non-licensing service that can be handled by the Sub-District. People who want to apply for licensing services only get a recommendation letter from the Sub-district, so they have to go to the next stage, namely the relevant OPD.

The type of delegation of the Regent's authority to the Sub-District Head based on Regent Regulation No. 22/2014 shows that the delegation of administrative authority, namely in the aspect of recommendations, is very small, namely recommendations on 12 licensing services while non-licensing services in the aspect of determination are 2 (two) types of services. In general, the substance of this Regulation only delegates tasks in the aspects of recommendation, facilitation and coordination, guidance and supervision. This shows that the lack of administrative authority cannot make the sub-district a service node through the implementation of PATEN. However, the performance of the sub-district can be assessed from all delegated authorities. This means that the fulfillment of the substantive aspects of the delegation of authority is not strong enough in the implementation of PATEN. In fact, some types of services are no longer relevant to current conditions and this indicates a paradigm shift in public administration in accordance with environmental demands, such as changes in the social situation, political climate, and economy. As a result, many licenses and non-licenses need to be updated (Adril et al., 2021; Subroto et al., 2021).

In addition, Permendagri No. 4/2010 on PATENT is not included in the considering consideration, which contains the legal basis for the Regent Regulation. Therefore, this Regent Regulation does not fulfill the substantive requirements in the implementation of PATENT in South Central Timor District. Overall, the researcher assesses that the variable

of standards and policy objectives has not been implemented properly, so it needs to be readjusted and become the first priority for the legality of the implementation of service standards and objectives in the PATENT policy. However, according to the Regional Secretary, the Regent Regulation is still relevant to be implemented in sub-districts in providing services except in terms of licensing. Sub-districts have not fully implemented licensing services because they are still centralized in the PMPTSP Office. Furthermore, according to the SoE City Sub-District Head that with the limited delegation of authority by the Regent to the Sub-District Head, this is not an excuse for the sub-district not to provide services or implement PATEN to the community. However, the sub-district still strives to provide the best possible service to the community in accordance with the current conditions.

There is a tug of interest between the OPD that delegates its authority and the sub-district, which generally comes from the regional apparatus that is affected by its authority, especially in terms of licensing. Observations in the field show that there are still overlapping authorities, especially between the sub-district and the One Stop Integrated Service Office, on the grounds of organizational and sectoral capacity. Each agency sometimes still competes for authority with unilateral claims. This is why there have not been any significant changes in the sub-district in public services despite the Regent's Regulation on the Delegation of Regent's Authority to the Sub-District Head. This problem of PATEN implementation was also found in previous research in Padang City by Afriyanni (2018) and Siak District by Gurning (2013). Gurning (2013) further explains that the competition of interests is quite understandable because there are a number of special considerations that need to be taken into account to determine whether an authority is worth delegating or not. Actually, if traced further, another important function of PATEN according to Gurning (2013) is to strengthen the existence of one-stop integrated service agencies/offices/departments in supporting the investment climate.

In addition, conflicts of interest and sectoral ego caused the delegation of authority to be ineffective and inefficient. The conflict of interest that occurred was in accordance with the results of an interview with the Head of the Sub-Division of Regional Development in the Government Section of the Regional Secretariat, Mr. Korius Nomleni, S.IP, who mentioned the sectoral ego attitude of the Regency Regional Apparatus which caused the delegation of authority from the TTS Regent to the Sub-District Heads to be limited to the steps of implementing Government Regulation No. 19/2008 on Sub-Districts, without being supported by clear and specific activity programs. The researcher observed that while the regulation, Law No. 23/2014, has provided space for Regency/City Regions to organize sub-district organizations according to the needs of their respective regions, the reality shows that there is no political will from the Regional Head and Regency/City DPRD in formulating policies in their respective regions in the form of Regional Regulations (Perda) and Regulations/Decisions of Regents/Mayors based on the conditions of their respective regions.

2. Lack of support from human resources, budget, and facilities and infrastructure

The limited resources in terms of budget, human resources, and infrastructure in South Central Timor District, if associated with article 8 and article 9 of Permendagri No. 4 of 2010 concerning Guidelines for Sub-district Integrated Administrative Services, then South Central Timor District in general will find it difficult to fulfill technical requirements including infrastructure and technical implementers. Based on information and observations

of the condition of the availability of facilities and infrastructure in the implementation of public services in the Sub-district, the researcher considers that after the enactment of Regent Regulation Number 22 of 2014 concerning the delegation of some of the Regent's duties and authorities to the Sub-district Head, it was not followed by the addition of sufficient budget, infrastructure support, and the placement of ASN human resources in the Sub-district.

Based on information obtained from SoE City and North Mollo sub-districts, it shows that with the current facts and budget conditions, sub-districts in South Central Timor District are not ready to implement PATENT. Therefore, if the local government wants to implement PATEN, in terms of budget resources, it must allocate a PATEN operationalization budget that is separate from the routine sub-district budget. The budget to be provided is not charged to the budget of each sub-district, but a special budget allocated from the APBD for the implementation of PATEN (Adril et al., 2021; Afriyanni, 2018; Gurning, 2013).

Based on the results of interviews and observations by the author, it was found that the facilities and infrastructure in the sub-districts in the South Central Timor Regency area were inadequate in accordance with predetermined standards, starting from the file storage area, waiting room and information management area. The condition of the sub-district office is very limited, making several functions in one place. There are even some sub-district offices that do not have service waiting rooms. The existing infrastructure in the sub-district is currently not sufficient and in accordance with the operational standards of technical requirements when organizing PATEN. Therefore, it is necessary to improve the infrastructure of PATEN services in the Sub-district, such as expanding the office space of the secretariat and staff section to create service counters, adding chairs to the waiting room, procuring computers along with printers and new communication and information equipment with specifications that specifically support current service needs, providing and arranging filing cabinets, and other supporting facilities such as rooms for nursing mothers and friendly for people with disabilities. In addition, in the current era of digitalization, the need for internet networks and the number of computer units is a major supporting factor. The lack of availability of internet connections and computer units will have an impact on service quality. As a result, the provision of services to the community, both for licensing and non-licensing, will not run optimally.

Therefore, the availability of adequate budget, facilities and infrastructure, and sub-district human resources will certainly support the effective implementation of the PATENT policy. Conversely, if a policy is not supported by an adequate budget, facilities and infrastructure, and sub-district human resources, the policy will not run effectively. Therefore, from the aspect of the lack of provision and support of infrastructure facilities and budgetary resources for sub-districts from the Regional Government of South Central Timor District, it indicates that they are not fully committed to improving services at the sub-district level. This means that the support and political will of the regional head together with the DPRD to make the sub-district a service node or community service center in the sub-district has not been realized.

Conclusion

The implementation of the Minister of Home Affairs Regulation No. 4 of 2010 concerning Guidelines for Sub-district Integrated Administrative Services (PATEN) in South Central Timor Regency faces significant challenges. The findings reveal that although the authority of sub-district heads has been increased through Regent Regulation No. 22 of 2014, licensing responsibilities remain centralized at the Regency level, limiting the effectiveness of PATEN. Budgetary constraints, inadequate infrastructure, and insufficient human resources further hinder the implementation of this program, resulting in suboptimal public service delivery. The organizational structure and utilization of staff in sub-districts are inefficient and do not meet the necessary standards for effective policy implementation. Additionally, poor communication and coordination among stakeholders, particularly in geographically dispersed regions, exacerbate inefficiencies. Moreover, limited political will and the absence of strong legal frameworks have impeded progress in delegating authority and strengthening decentralized governance at the sub-district level.

To address these challenges, several recommendations are proposed. First, the legal and policy frameworks must be strengthened by revising and updating regional regulations to fully align with Permendagri No. 4/2010, ensuring clarity in the delegation of authority and responsibilities. Adequate budget allocations specifically for PATEN operations should be provided, separate from routine sub-district budgets, to support infrastructure upgrades, digital tools, and human resource development. Capacity building is essential, requiring regular training programs for sub-district staff to enhance their technical and administrative capabilities. Improving communication and coordination among sub-districts, regencies, and other stakeholders through clear protocols and regular meetings will streamline service delivery and minimize overlapping responsibilities. Public awareness campaigns should be conducted to educate communities about PATEN services, encouraging their involvement in service design and feedback mechanisms. Finally, a robust monitoring and evaluation framework should be established to assess PATEN's effectiveness continuously, address gaps, and replicate best practices across regions.

By implementing these recommendations, South Central Timor Regency can enhance the functionality of its sub-districts, aligning them with the broader goals of decentralization and improved public service delivery. This study provides a foundation for future research on optimizing sub-district roles within Indonesia's governance system..

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