

# Implementation of Public Service Standard in Village Government of Dau Sub District, Malang Regency

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## Abstract

The essence of good governance in the public service, are: (1) The obligation of the state apparatus to carry out the functions and authority based on the principles of good governance; (2) The recognition of the rights of every citizen and the public administration, administrative behavior and quality of service; and (3) The existence of diversity and public service as a result from the diversity of the affairs and interests in the community that must be met through the implementation of public service. The efforts to realize the quality of public services like Law 25 of 2009 on Public Services, Regulation of Government No. 65 of 2005 regarding Guidelines for the Preparation and Implementation of Minimum Service Standards, Regulation of Intern Minister No. 6 of 2007 on Technical Guidelines for Preparation and Determination of Minimum Service Standards, Kepmenpan No. KEP / 25 / M.PAN / 2/2004 on General Guidelines for Preparation the Public Service Satisfaction Index of Unit Government Agencies, substantively require and provide technical guidelines for the preparation and implementation the standard of public service in the public service. But unfortunately not all of government agencies including the village government adhere to prepare and establish the standard of public service as a guide and reference for assessment service to delivery quality of service for the community.

**Keywords:** Implementation, Public Service Standard, Village Government

## 1. Introduction

The essential of Government is gave a service to the community. Government is not held to serve themselves, but to serve the community and create conditions that make every members of the community are enable to develop the ability and creativity to achieve a common goal.<sup>1</sup>

Nowdays the paradigm of governance has been a shift from the paradigm of "rule government" to "good governance". Government in organizing the governance, development and public services in the perspective of good governance is not only based on the government or state, but also must involve all components, namely internal bureaucracy and society.

At least there are three reasons why the discourse of good governance becomes actual. Firstly, there are many different forms of corruption and irregularities in the administration of the country; Secondly, the policy of regional autonomy which is a great hope for the process of democratization and also concerns about the failure of the program; Third, the lack of optimum service bureaucracy of government and private are to fulfill the needs of the public interests.<sup>2</sup>

In the Conceptually, the essence of good governance in the context of public service, are: (1) There is an obligation on the part of the state apparatus to carry out the functions and authority based on the principles of good governance; (2) to recognition of the rights of every citizen and the public administration, administrative behavior and quality of service are qualified; (3) The diversity of species as well as the public service as a result of the diversity of business and community interests to be met through the implementation of public service.<sup>3</sup>

So far the Government had issued a variety of laws and regulations related to the service of government organizations. Regulation number. 25:2009 on Public Service required that the service providers to prepare and establish service standards. Government Regulations number 65:2005 on regarding a Guidelines for the Preparation and Implementation of Minimum Service Standards provides the guidance to the Minister / Head of Institution Non-Department to arrange of minimum service standards and their application by the regional administration. Regulation of Internal Affair Minister number 6:2007 on Technical Guidelines for Preparation and Determination of Minimum Service Standards provided a reference to the Minister / Head of Non-Departmental Government in preparing and establishing the appropriate scope and SPM-functions that can be implemented by the Provincial Government and Regional Government of Regency / City. Kepmenpan No. KEP / 25 / M.PAN / 2/2004 on General Guidelines for Preparation the Satisfaction Index of Public Service Unit in the

<sup>1</sup> M. Ryaas Rasjid, *Decentralization In Supporting Local Development In Development Administration in Indonesia*, Jakarta, Pustaka LP3ES, 1998, Pg. 139

<sup>2</sup> Agung Hendarto and Nizar Suhendra, *Good Governance and Strengthening of Regional Institution*, Jakarta, Masyarakat Transparansi Indonesia (MTI), 2002, Pg. vii.

<sup>3</sup> Sirajjudin, Didik Sukriono dan Winardi, *Public Service Law Based on Participation and Opennesse of Information*, Setara Press (Kelompok Insrans Publishing), Malang, 2011, Pg. 7

Government agencies and other intended as a reference to determine the level of service performance in each unit of government agencies, is also expected to provide an opportunity for the people to give assess objectively and periodically about the development of the performance of public service units. However, so far the reality has shown that the public services are organized by government agencies, particularly local government, as perceived by the community, not demonstrated the quality of excellent service.

The target to be achieved by the issuance of public service act are: (1) Realization of the legal reference on the administration of public services; (2) ensuring legal certainty for investment activity in Indonesia; (3) To Forming the public service organizations that eligible; (4) Implementation of resource management apparatus public service providers an effective, appropriate and well targeted; (5) The realization of supervision in the implementation of public services; (6) The realization of community participation in the implementation of public service.<sup>1</sup>

Based on the mandate of public service act and Vision Mission of Malang Region, Village Governments of Dau sub sub district seek to establish the vision of the fuction of village government in which accountable with the mission to implementation the duty of government, public services and implement of government authority that delegated by the Regent which includes licensing, recommendation, coordination, guidance, supervision and facilitation.

The government of Dau sub sub district including village government that organizes public service, should really be able to provide service excellence to the community that services are fast, accurate. The service of village government must has a legal entity and still to rely on procedures and orders.

Therefore, the efforts to implementation of excellent service, each public departemet is required to prepare, establish and implement a Public Service Standards. Normatively, public service standards should be structured, defined and communicated to the public that the excellent service will bring back public confidence in the government, create satisfaction and could ultimately encourage the development the dynamics of community activities. However, the reality has shown that public services are organized by government agencies, especially local governments and villages as perceived by the community, not demonstrated excellent service quality.

Observations glance shows that the performance of public service providers including Village Governance in Dau sub sub district that seen from the pattern of service provision is still far from achieving the public service act, like: less responsive, less informative, less accessible, less coordination, almost bureaucratic, does not want to hear complaints, criticisms and suggestions, and inefficient. Human Resources who works in village government appears to lack of professionalism, lack of competence, lack of empathy and lack of ethics.

Specifically, Sunaryati grouping in some form of "*maladministration*", namely: first group, the shapes *maladministration* related to the timeliness of the process of public service; second group, which reflects the shape of *maladministration* siding, causing a sense of injustice and discrimination; third group, which better reflects the shape of maladministration as a form of violation of laws and regulations; fourth group, the shape of maladministration relating to the authority / competence; fifth group, the shape of maladministration which reflects the arrogance of a public official; The sixth group, which reflects the shape of maladministration active corruption.<sup>2</sup>

## 2. Case Formula

Based on the background of the above problems, the problems can be formulated as follows: (1) How can understanding the village government of dau sub sub district to against Public Service Standard in administering public services ?; (2) How is the implementation of the Public Service Standard in dau sub sub district by village government?

## 3. Methodology

The Legal research of socio-juridical interpreted as law in action, which is described as a social phenomenon that is empirical. This study is aimed to obtain empirical evidence, explain, and analyze the legal politics of Law No. 25 of 2009 on Public Services in which reviewed and measured from the juridical and sociological perspective. Juridical perspective are hierarchy, synchrony and harmony legislation on public services. Sociological perspective are knowledge and understanding of public service standards of the legal structure like village government and community.<sup>3</sup>

The approach that developed in this case study are: statute approach, conceptual approach and comparative approach. Statute approach are related to the laws that arrange the public service like principles, goals and standards of public service as a guide and reference for the implementation of the public services

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<sup>1</sup> Law no 25 of 2009 on Public Service

<sup>2</sup> C.F.G. Sunaryati Hartono, *Guidlines for Investigation to Indonesia Ombudsman*, Jakarta, 2003, Pg. 18-21.

<sup>3</sup> Johnny Ibrahim, *Theory & Research Methodology of Normative Legal*, Bayu Media, Surabaya, 2005, Pg. 444.

assessment. This approach is used to see the implementation of public services from the aspect in which comprehensive, all-inclusive, and systematic. Conceptual approach related with the juridical concepts that arrange public services and use to discover the views and doctrines that developed in the jurisprudence. Comparative approach related with comparing various laws that regulating public service during this time.<sup>1</sup>

The location of research is in the Village Government of Dau Sub Sub district, namely: Kucur Village, Kalisongo Village, Karangwidoro Village, Petungsewu Village, Selorejo Village, Tegalwaru Village, Landungsari Village, Mulyoagung Village, Gadingkulon Village, and Sumbersekar Village. The Direction of research is to study the doctrines and principles of law that became the basis of public service settings, ranging from the level of dogmatic law, legal theory, and the philosophy of law. Legal dogmatic used the normative method, while the legal theory used the normative and the empirical methods.

The type of data in this research is primary data, secondary and tertiary. The primary data in the form of primary legal materials is legal material consists of legislation governing the public service that ordered by the hierarchy of legislation. The primary legal materials in this research are: UUD 1945 after the change (I, II, III, IV), Act. No. 28 of 1999 on the Implementation of the State which is clean and free of corruption, Law No. 32 of 2004 and Law 12 of 2008 on Regional Government, Law No. 23 of 2014 on Regional Government, Law No. 6 of 2014 on the village law, Law No. 25 of 2009 on Public Services, Law No. 37 of 2008 on the Ombudsman, Law No. 14 of 2008 on Public Information Opennes. Secondary data, is legal material consisting of textbooks, legal journals, the opinion of the scholars, case law, jurisprudence and results of legal and political seminars relating to public services referenced in the literature review. Data being tertiary form of legal materials is provide instructions or explanations of the primary and secondary legal materials. Tertiary legal materials here are the general Indonesian dictionary, legal dictionary, encyclopaedia of law, etc.

The data source of primary legal materials which include legislation and regulation, and also “delegated legislation” and “delegated regulation” are: Regional Government of Malang Regency, Regional Representative Council of Malang Regency, Dau Sub Sub district, Village Government in the Dau Sub Sub district and the community. Meanwhile the data source of secondary and tertiary legal materials are: academics, community leaders, the library in Malang, NGOs, etc.

The methods to collect data are: (1) Survey, by using questionnaires on a standard variable on public services; (2) Documentation, which collects material legislation and regulation law, and also delegated legislation and delegated regulation, in Regional Government of Malang Regency, Regional Representative Council of Malang Regency, Dau Sub Sub district, Village Government in the Dau Sub Sub district; (3) observation and depth interview, make observation and interviews as a continuation of the survey method after collecting data; and (4) Focus Group Discussion (FGD), the discussion shared by multiple participants using a theme or a particular issue as a focus.<sup>2</sup>

Methods of data analysis using qualitative analysis covering socio-juridical interpretation and construction methods with regulations relating to public service standards. The analysis is also using the resources of experts in the form of opinions and theories relating to the applicability of the standard of public services.<sup>3</sup>

#### 4. Result and Discussion

##### *General Description of Dau Village*

Malang is an agricultural land, support the climate, soil fertility and forest as a source of water causes the majority of the sun sub district's population works in the agricultural sector. Administratively Malang regency consists of 33 sub sub districts, 378 village, 12 sub village, 3,125 Rukun Warga (RW), and 14.352 Rukun Tetangga (RT). With a large administrative area coverage, Malang necessary innovations development that is not only applicable but also required that treats innovation development of equality or non-discriminatory between regions.

Furthermore, the Sub Sub district of Dau which is one of the sub sub districts in Malang Region within ± 9 Km from central government of Malang Region and also is located at an altitude between 600-2100 meters above sea level with an average rainfall of 2000-3000 mm / year.

The boundaries of the Dau sub sub district are: (1) North: Karangploso sub sub districts; (2) South: Wagir sub sub districts; (3) East: Malang City; and (4) West: Batu City. A large of sub sub district Dau is 5. 602 671 Ha. With the distribution of land allotment, are: Settlement: 952 000 ha., Agriculture land: 745 000 ha., Dry land: 3,146,056 ha., Public facilities: 17 405 ha., And others: 742 210 Ha.

Administratively Dau sub sub district devide into 10 villages, namely: Mulyoagung, Landungsari,

<sup>1</sup> *Ibid*, Johnny Ibrahim, Pg. 306.

<sup>2</sup> Agus Dwiyanto dkk., *Performance of Regional Governance in Indonesia*, Yogyakarta: PSKK UGM Bekerjasama dengan kemitraan, 2007.

<sup>3</sup> *Loc Cit*, Johnny Ibrahim, Pg. 113.

Sumbersekar, Kalisongo, Karangwidoro, Petungsewu, Tegalweru, Selorejo, Gadingkulon and Kucur, with a total of 39 sub village, 77 neighborhood, and 310 households. In topography sub district of Dau divided into two parts, namely: (1) Dau bottom, consists of Mulyoagung, Landungsari, Sumbersekar, Karangwidoro and Kalisongo and the area is suitable for development of industry and trade, property and food crops; (2) Dau top, consisting of Tegalweru, Petungsewu, Selorejo, Gadingkulon and Kucur. This area has the potential for developing agriculture (vegetables and fruits) and farming.

The population amount of the Dau sub sub district until the last is  $\pm$  57 201 people and consist of the male population as much as 28.749 inhabitants and a population of women as much as 28.452 inhabitants by the number of 16.133 households. The livelihoods of most of the population is agriculture and other sectors are industry, trade, transport, mining, quarrying, etc.

#### *The Understanding of Village Government to Public Service Standard*

In-depth interviews and observations to some village heads, village staff and community leaders in the Dau sub districts, used to determine the village government and community to understanding of public service standard. Variables were developed to measure the village government and community understanding of public service standard, including: (a) laws and regulations relating to public services; (b) The principles of public service; (c) The concept of public service standards; (d) The components of public service standards.

Furthermore the understanding of village government and community to the public service standard can be described as follows:

##### a. The understanding of the laws and regulations of public services

In the case asked about the laws governing the public service, most of the village government informant knows about that like Law No. 25 of 2009 about Public Service. Moderate to derivatives rule like government law no 65 of 2005 about Guidelines for the Preparation and Implementation of Minimum Service Standards, Regulation of Internal Minister no 6 of 2007 about Technical Guidelines for Preparation and Determination of Minimum Service Standards, Minister decision of empowerment of state apparatus no. KEP / 25 / M.PAN / 2/2004 about General Guidelines for Preparation of public service satisfaction Index for Unit Government Agencies, Regional Government Regulation of East Java Provincial no. 8 of 2011 about regulation of public services and Regenci Government Regulation of Malang Sub district No. 5 of 2012 about the implementation of public services, the majority of informants village governments do not know and understand.

Next, for the laws and regulations related to public services, like: Act No. 28 of 1999 on the Implementation of State which is clean and free of corruption, Law No. 23 of 2014 of Regional Government, Law No. 6 of 2014 on the village law, Law No. 37 of 2008 on the Ombudsman, Law No. 14 of 2008 on Public Information Openness, a large part of the village government also did not know and understand.

Meanwhile for the questions about the purpose of the Public Service Act, namely: (1) The realization of the legal reference on the administration of public services; (2) ensuring legal certainty for investment activity in Indonesia; (3) Forming and completion of organizations eligible providers of public services; (4) Implementation of public service apparatus providers an effective, appropriate and well targeted; (5) The realization of supervision in the implementation of public services; (6) The realization of community participation in the implementation of public service, almost all the village government and public did not know.

##### b. The principles of public service

In the event that asked about the principles of public service, namely: (1) Transparency / Disclosure; (2) Accountability; (3) Conditional; (4) Participation / Participatory; (5) Equal Right; (6) Balance Between Rights and Responsibilities; (7) Public Interest; (8) Rule of Law; (9) professionalism; (10) Equal treatment / Do not discriminatory; (11) Accountability; (12) Facilities and Special Treatment for Vulnerable Groups; (13) Timeliness; and (14) Speed, Ease and Affordability, almost all the village government and people do not know and understand.

Furthermore, with regard to the ethic codes of public service, namely: (a) Fair and non-discriminatory; (b) Carefully; (c) Polite and friendly; (d) Decisive, reliable; (e) Professionally; (f) Easy; (g) Comply with the orders of superiors legitimate and reasonable; (h) Uphold the values of accountability and integrity of the event organizer; (i) There fig document leaked information that must be kept confidential in accordance with the regulations; (j) Openly and take appropriate steps to avoid conflict of interest; (k) No abuse of infrastructure and public service facilities; (l) No provide false or misleading information in response to requests for information and proactive in meeting the public interest; (m) no abuse the information, position and / or the authority possessed; (n) In accordance with decorum; and (o) no deviate from the procedure, a large part of the village government and community leaders also do not know and understand.

##### c. The concept of public service standards

In the case asked about the definition of public service standard, government informants and community leaders mostly do not yet know. And when shown a sense of public service standard in the Public Service Act, that public service standards is a benchmark that is used as a guide for implementing service and also benchmark

assessment of service quality as a commitment or a promise of providers of care to the community to provide quality service, and also informant of village government and village community just know that public service standard is very important to implemented in the public service.

Furthermore, when asked about what people's expectations of any service provided by the village government? Informant of village government and community leaders gave answers, that: societal expectations is served quickly, was at work when needed, unpleasant behavior, or the promise of hope and satisfaction, timely, easy, non-discriminatory and free.

When asked about the meaning of community satisfaction with services, government informant of village government and community gave answers, that customer satisfaction is a situation where the wishes, expectations and needs of customers are met. A service is considered satisfactory if the service can meet the needs and expectations of customers. The informant added that customer satisfaction is an important element in providing better services, more efficient and more effective. But when asked whether they had conducted a survey or questionnaire of community satisfaction with services provided village government, the informant providing answers that they have never done.

Next question is the order of Law Public Service, that any public service providers are required to formulate and establish public service standard as a reference in the implementation of public services in the environment of each unit to work in public services, informant of village government provides an answer yet know about the order of Law.

#### d. Components of public service standards

In the case asked about the components of public service standard, as stated in article 21 of Law No. 25 of 2009, namely: (1) the legal basis; (2) requirements; (3) systems, mechanisms and procedures; (4) the period of completion; (5) fees / tariffs; (6) product services; (7) facilities, infrastructure and / or facilities; (8) executive competence; (9) the internal control; (10) the handling of complaints, suggestions, and feedback; (11) the number of implementers; (12) assurance service that provides assurance services carried out in accordance with the standards of care; (13) security and safety services in the form of a commitment to provide security, free from danger, and the risk of doubts; and (14) the evaluation of the performance of the implementing. Informant of village government from 10 rural Dau sub district gave an answer yet know and understand.

When asked about whether they had given the socialization of public service standards, most informant of village government and communities provide an answer that they ever do socialization to community, but do not yet understand. And when asked whether they had held a training or preparation of the technical assistance fees, all informants provide answers that have never been.

The next question is the types of services that provided by the village government to the public are: (1) the maintenance of an identity card; (2) Management of Family Card ; (3) The Birth and Death; (4) Certificate Disadvantaged / poor; (5) Certificate of Move; (6) Certificate of Good behavior, etc.

And when asked whether any type of service specified requirements? Informants of village government and community provides answers to predetermined terms and conditions posted on the office window or on the village notice board in front of the village government office. Meanwhile the charge or tariff and the turnaround time of service in terms not specified.

Furthermore, for people who are not satisfied with the service, informant of village government said that they already gave a suggestion box for community at the village office. For the facility like waiting room and and seating area, all the informant of village government states that provided on the site service and the service is already computerized.

#### *Application of Public Service Standards in Village Government of Dau Sub district*

Referring to the provisions of Law No. 25 of 2009 on Public Service, the description of the implementation of public service standard in the village government of dau sub district include: (1) Standard of primary service, consisting of: Availability of the term and conditions of service, availability of completion period, availability of information fees / rates, availability of service procedures , availability of service flow, and availability of infrastructure (louge, refrigeration / air conditioning, seating, public service information (Booklet, lefleaf, posters, screen PC, etc.), Toilet; (2) Notice of tservices mean the availability of notice services in the village government office; (3) system of major public information namely the availability of information systems about public services in electronic or non-electronic media; (4) The human resources namely the attitude and behavior of employees in serving a customer of public services; (5) Unit of major complaint namely the management of complaints (have special complaint that manages the complaints unit, suggestion boxes, and complaints, officials managing complaints, counter complaints / room complaints, information of telephone number to complaints, information of email address to send complaint, information of precedure to complaints and information of complaints management are on display in the office or in the service room; (6) Special service, ie special facilities for users that are disability and breast-feeding mothers, pregnant women and the elderly; (7) The vision, mission and motto; and (8) Attributes, namely personnel of service providers using uniforms and using the ID

Card.

This is the implementation of public service standard in Village government of Dau Sub district and can see it on the table in below this.

Table 1. Implementation of Public Service Standard in Village Government of Dau Sub districts

No	Indicator	Implementation		Percentage	
		Yes	No	Yes	No
1	Information of term and contion in service	10 village	0 village	100 %	0 %
2	Information of time period to finished	0 village	10 village	0 %	100 %
3	Information of service rate	0 village	10 village	0 %	100 %
4	The procedure of service	3 village	7 village	30 %	70 %
5	Inormation of service step	2 village	8 village	20 %	80 %
6	Availability of facilities	10 village	0 village	100 %	0 %
7	Service edict	0 village	10 village	0 %	100 %
8	Availability of information system about public service	0 village	10 village	0 %	100 %
9	Attitude and behavior of employment staff	10 village	0 village	100 %	0 %
10	Availability of complaints management	0 village	10 village	0 %	100 %
11	Availability of complaint facilities	10 village	0 village	100 %	0 %
12	Availability of special facilities	0 village	10 village	0 %	100 %
13	Vision and mission of service	0 village	10 village	0 %	100 %
14	Motto of servie unit	0 village	10 village	0 %	100 %
15	Using attribute and id card	10 village	0 village	100 %	0 %

#### *Analysis of Implementation of Public Service Standard*

##### 1. Understanding the village government to public service standard

Conceptually public service is a series of activities in order to meet the needs of service to every community in the goods, services or administrative services provided by public service providers and in this regard village government in Dau sub districts.<sup>1</sup>

Legally, The central government has issued a legal basis for public service that apply nationally, namely the Law of the Republic of Indonesia Number 25 of 2009 on Public Service. Then East Java province publishes Regional Regulation No. 8 of 2011 on Public Services and was followed by Malang Regency Government by issuing a Regional Regulation No. 5 of 2012 on the Implementation of Public Service.

Furthermore, to the laws and regulations related to public services, the central government also issued Law No. 28 of 1999 on the Implementation of the State which is clean and free of corruption, Law No. 23 of 2014 on Regional Government, Law No. 6 of 2014 about the village, Law No. 37 of 2008 about the Ombudsman, Law No. 14 of 2008 about Public Information Openness. Analysis of the publication of the above laws and regulations, both vertically and horizontally in fact already demonstrated harmonization and synchronization.

Therefore the law of Public Service and regulation of Public Service in Malang regency, is part of innovation series in the development and consistent of policy support is needed to make it happen. The question is four years after the publication of local regulations like No. 5 of 2012 in Malang regency, empirically give own benefit and can be enjoyed by the community?

If you look at the level of government knowledge in Dau village where is one of sub district in Malang regency and the people who only know the act of Public Service but do not understand the substance of the law, it was difficult to attain the objectives of the Act. The same thing with the laws and regulations "derivatives" such as government regulation, Regulation of the Ministry of Interior, Regulation Ministry of Rural, Rural Development and Transmigration Provincial Laws and Regulation Sub district, appears to village government has not known much less understand, certainly not benefit great for the community.

Ignorance of village government, also in the Act relating to public service law, namely: Act Providing Clean and Free State corruption, the Regional Governments of the Act, Act Rural, Ombudsman Law, and the Law on Public Information Openness. As well as upon the principles of public service, public service code of conduct, the concept of public service standards, the mechanism of preparation and adoption of Spublic service standard and public service standard components, the village government also did not understand that can be ascertained is difficult to realize the quality of service to the community.

Ignorance of village government and community due to a lack of socialization to the Public Service Act and the laws and regulations relating to public service. The principle of "fictie", which is perceived or imagined community already knew since the regulation was enacted, the government should not be used as a tool of justification for not disseminating the Public Service Act.

<sup>1</sup> Law No 25 of 2009 on Public Service

Theoretically, knowledge and understanding of the law like regulations is the main prerequisite village government as executor or law enforcement (legal structure), in holding the quality of public services. As pointed by Satijipto Rahardjo and Abdul Mukthie Fadjar, that law enforcement always involves human beings and human behavior. Laws can not be upright by itself, namely that the law was not able to realize his own promises and also the will that stated in (regulations) law. This means that the village government in this case as an official village chief (human) in order to enforce the Law on public service requires a knowledge and understanding of the law.<sup>2</sup>

Whereas the basic public services is a mandate of the Public Service Law, the Law on Local Government and Law Village should be implementing by government, local government and also village governments as a public body within the framework of ensuring good governance, transparent and with accountability. Basic of public services such as administration, education, health, etc. is a priority of basic services to development. After the publication of the law No. 5 of 2012 concrete manifestation of public services is still not perceived by the public. News in the media about the expensive and discrimination of service, the difficulty of getting the service, access the administration service that is not easy, etc. is a simple indicator as a measure in the implementation of public service.

People make a basic of public services are organized by the village government to measure the service quality of the bureaucracy, because the basic of public services that directly deal with the public. Factors that could be used by the public to measure is whether the quality of basic services organized by the village government is able to give satisfaction to the public as users of the service. The worse of the quality of basic public services then it is directly proportional to the quality of the bureaucracy in the service, and vice versa. So if it is assumed that the low quality of basic public services, the quality of service bureaucracy is also weak, then the reform of the bureaucracy is not implemented.

Therefore, the village government has an obligation to carry out the service to the community as an important part of development to creating prosperity. No more discrimination in the society to get the services. Public services are not only counting to get efficiency and effectiveness, more so that the public service is to humanize humans with no need to harm the values of humanity itself. Society has an obligation to pay taxes in the hope of getting the right of public service from the village government to get the choices of public services needed by the community.

The existence of Regional Regulation No. 5 of 2012 on the Implementation of Public service is a basic foundation in creating a public service that continues to grow towards an ideal service. It's the time for the government to follow up issuing Village Regulation on Public Service Standard to implemented the laws and regulations of public services. The expectation from the existing of regional regulations is not just regulation in paper but also it must be obligation of village government to implemented a regulation of public service.

## 2. Implementation of Public Service Standards in Village Government of Dau Sub district.

Based on the results of in-depth interviews and observations on the implementation of the public service standard in the Dau sub district be analyzed as follows:

### a. Standard of service

Generally all of the village government has set the terms of service information, but not for all kinds of services. Information terms of service is only limited to the types of services like id card, family card, Move Certificate and Certificate of Birth and Death. When referring to the provisions of the act of Public Service, it should be for all kinds of services should include the information of the public service requirements and the village government knows what to do in the administration of the service.

For a period of completion and cost of service, all the village government has not publish the standard of service delivery. Though empirically one public complaints against the service is vagueness or uncertainty turnaround time and cost uncertainties. The uncertainty of the time and cost can effect to maladministration and it can be a corruption commodity, it's meaning that the fast and the slow pace of service will depend on the amount of fees provided by users of the service.

The same thing is also on the basis of legal fees, all of the village government has not publish the standard of service. Normatively, legal basis is the legality of the implementation of service standards, the basic meaning of the law as an instrument validity or justified by law for the actions of service delivery.

For the Standard of Operating Procedure and flowchart of service, 7 (seven) village government has not been included in the standard of service and 3 (three) village government, namely Mulyoagung, Tegalweru and Karangwidoro already publish the standard of service and it is on display in the service room. The existence of the Standard of Operating Procedure and flowchart of service is very important for service delivery and service users.

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<sup>2</sup> Satijipto Rahardjo, *Law Enforcement A Sociological Review*, Publisher Genta Publishing, Yogyakarta, 2009, Pg. Ix and Abdul Mukthie Fadjar, *Concern Waning Authority Law Enforcement and Law In Indonesia*, paper presented at the Forum serasehan Doctor, Faculty of Law, University of Brawijaya, June 30, 2011.

Meanwhile for the infrastructure, all the village government has provided, namely: waiting room, seating and Toilet / WC. Most of refrigeration / air conditioning, public service information (Booklet, leaflet, posters, screen PC, etc) is not yet available in all of the village office. The facilities and infrastructure that provided by the village government to users is still less.

#### b. Service edicts

All the village government has not yet formulated and set a edicts services in strategic places. Theoretically, edict service or a service appointment of service is ability to fulfill public service standards. Service edicts must displayed in strategic place so people can see it and know it. With the service edicts posted in strategic places, can be used as evidence that the implementation and results of the implementation in accordance with the standard of service as promised.

#### c. Information system of Public service

Information system of public service have been developed in all of the village administration. The problem is information system that developed is still limited in manual form, such as: pamphlets / banner / booklet. As for the system of information in electronic form (website) has not been developed at all of the village administration. In the perspective of Information Law, the service of information system must manageable and publish to users of the service. Management and publication of information service system will be evidence that the service information is easily accessible to users of the service and prevent any perception of service users

#### d. Human Resources

The attitude and behavior of village officials in providing services to service users had to be nice, friendly and caring. But the internal guidelines of the attitudes and behavior (ethics of employees), in all of the village administration has not been established. This means that there has been no official ruling on guidelines for behavior and attitude of service personnel. The implications of the lack of guidelines for attitudes and behavior, causing no evaluation of adherence to the guidelines attitudes and behavior and evidence of response / follow-up to user complaints about service.

Attitudes and behaviors that must be developed by village officials, are: (1) The high level of sensitivity / response executive personnel providing services to the users of the service; (2) Always pay attention to the service users; (3) Pro-active approach and greet service users; (4) Always provide an explanation and guidance on how service users can be served immediately; and (5) Trying to provide additional service if the service users will have to wait to give something, for example: reading material, brochures, find a seat, etc.

Next, the skill level of employees to be developed are: (1) The executive Power shall skilled, fast and meticulously carry out the task; (2) Power implementers should look good and services used to using tools and know immediately if the tools are misbehaving services; and (3) All service work must be completed quickly, accurately and avoid mistakes / errors that make the service process to be longer than necessary, or even detrimental to the users of the service.

#### e. Complaint unit

All village governments already provide facility for complaints, namely "Suggestion Box". But for a special unit of service complaints and specifically designated officials to manage public services unit, has not been developed in all of the village administration.

Normatively, every public service providers should provide : (1) System or procedures management of service user complaints; (2) system or procedures to manage complaint from service users; (3) The officer or unit to manage the complaints of service users; and (4) Evidence that the complaints from service users are in accordance with the system or procedure.

Concretely, village government must provide: (1) facility to complaints (Box complaints, counter complaint, toll telephone, email, and more); (2) aids (forms and stationery) services that enable users to submit complaints or suggestions; (3) Officers assist service users to utilize the facilities of complaints; and (4) Periodically, service unit organizes events.

#### f. Special infrastructure

In all village governments do not provide special infrastructure, like: (1) Support services for special needs such as toilets and counters for the disability users; (2) special room for breastfeed mothers and children.

The existence of special infrastructure in public service standards is the value of the trust at the same time that "everyone is equal before the law (equality before the law). Therefore, the village government provide special infrastructure is a "*conditio sine quanon in*" to implemented equality service.

#### g. Vision, mission dan Motto

In all village governments have not formulating and setting the vision, mission and motto of service. Supposedly the village government as public service providers must publish it in the form of documents. Theoretically, the existence of the vision and the mission will be able to motivate the implementers to provide the best services. The vision and mission that publish or display in village office is proof that the work units implementing the vision and mission as a guide and the underlying performance of the work plans (short, medium or long).

Furthermore, the motto of the service will be able to motivate employees to provide the best service

and make the motto as a reference guide the behavior of the executive service. The existence of motto is also evidence that the service unit is understand and make the motto as a reference guide the behavior of the implementers.

Service motto should be announced and widely understood to service users, so the motto can be understood by implementers and users, and the evidence for the use of the service has gained the services corresponding to the products and the behavior of service implementer.

#### h. Attributes agencies

The village head and village officials were all wearing uniforms and ID cards for specific days. Their attitudes and behavior in service has been carrying out a smiling, greetings, mastering of service products, spry, nimble and helpful.

### 5. Conclusion

The Knowledge all of villages government of Dau sub district in the laws and regulations of public services is still limited to Law No. 25 of 2009 on Public Service. Meanwhile, for related laws, such as the Village Government Law, Law on Village Government, Information Law, the Law on the Ombudsman Act and the regulations "derivatives", ie regulation government no 65 of 2005 on regarding Guidelines for the Preparation and Implementation of Minimum Service Standards, regulation of internal affair minister no 6 of 2007 on Technical Guidelines for Preparation and Determination of Minimum Service Standards, decision of apparatus minister no. KEP / 25 / M.PAN / 2/2004 on General Guidelines for Preparation to satisfaction Index of public service in Service Unit of Government Agencies, regulation of East Java Provincial no. 8 of 2011 on regulation of public services and Malang regency No. 5 of 2012 on the implementation of public services, the majority of village government do not know and understand.

The Knowledge all of village government was limited to regulations that organize the public service, but for the substance of regulations, they do not know about that. The village government has not understood the principles of public service, the code conduct of public service, and the concept of public service standards and the components of the public service standard. Their ignorance is caused by a lack of socialization and lack of preparation and adoption of technical guidance service standards.

Implementation of public service standards in Village Government of Dau sub district is still limited to information about terms of service, but on a legal basis, period of completion and service charges have not been applied. Infrastructure already being implemented but it is still not enough.

The notice of Services edicts, information systems of public service, human resources, complaints unit, special facilities and infrastructure, vision, mission and motto, and Attributes agencies have not been applied as a whole throughout the village government of Dau sub district as ordered by the Public Service Act. The implemented of public service standard is still less because village government of Dau sub district was ignorance and incomprehension to the Public Service Act.

### 6. Suggestions

1. The Government of Malang regency must increase to socialization of the importance of Public Service Standard and do the preparation and adoption of technical guidance Public Service Standards.
2. The village government is expected to soon compile and publish the village regulation standards of public service as a legal basis in the preparation and adoption of the Public Service Standard.
3. Malang State University and other universities, for the learning programs more geared to the empowerment of village government in the preparation and adoption of the Public Service Standard.

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### **Legislation**

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