



IMPLEMENTATION OF MANAGEMENT INFORMATION SYSTEM FOR INTEGRATED SUB-DISTRICT ADMINISTRATIVE SERVICE (SIMPATEN), THE NEED OR OPPORTUNITY?

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ABSTRACT

The purpose of this study is to describe and to analyze the optimalization of management information system application of integrated sub-district administrative service (SIMPATEN) in Sragen toward the licensing service to the public and business world. This study used qualitative research methods with descriptive approach. The sample consists of 3 sub-districts, they are Ngerampal, Gemolong and Plupuh. The results shows that the application of SIMPATEN is applied via a parallel approach where new system is operated by the old system simultaneously. This method has an effect on the increase of budget for facilities and personnel to maintain both duplicated systems. The main constraints of the implementation of SIMPATEN is incompetency of human resources who manage SIMPATEN. Recruitment of professional staff is the main solution, but budgetary fund owned by the local government is limited. Currently, the best way to solve this problem is giving them trainings related to SIMPATEN. However, this condition causes management staff formation runs slower. Another way is the local government also sought partnership with higher education/private companies.

Academic Discipline And Sub-Disciplines

Management Information System

SUBJECT CLASSIFICATION

e-government

TYPE (METHOD/APPROACH)

The research method used was a descriptive study with a qualitative approach in order to assess the implementation of management information systems integrated administrative services sub-district (SIMPATEN) in Sragen. The study population consisted of 20 sub-districts with a sample of 3 Sub-district (Sub-district Ngerampal, Gemolong and Plupuh). The sampling technique used is purposive sampling based on distance criteria for sub-districts to one stop services agency in the district. The scope of the study covers aspects of the organization, the implementing agency, and implementation phases of the response to the application of SIMPATEN.

Method of data collection in this study are interview, documentation and observation. Further descriptive and qualitative data will be analyzed through the content and the depth of translating a phenomenon in analyzing SIMPATEN application indicators which can illustrate its implementation.

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1. INTRODUCTION

Public service quality is one indicator of the success of regional autonomy assessments. In this case, sub-district is considered representing the face of local government. Some of the things portraying sub-district are:

- Services run by sub-district personnel are still poor, less favorable and less efficient staff working arrangements
- The bad or the good quality of sub-districts services reflect the quality of local government performance
- It is necessary to improve and to increase the quality of sub-district services.

One effort to improve the quality of sub-district services is Integrated Sub-district Administrative Service (PATEN). It is a service improvement through policy, procedures, personnel and organization. PATEN is expected that the services will be:

- Easy, fast, transparent, and convenient
- Timeless and low cost
- Guaranteed no bribes

A sub-district head, in performing his duty, obtains the transfer of governmental authority from *Bupati* (the Head of District) to carry on the regional autonomy affairs (discretionary authority) and to conduct a general governance (attributive Authority). The authorities delegated to him are: 1). Licensing authority, 2). Recommendations authority; 3). Coordination authority; 4). Development authority; 5). Supervisory authority; 6). Facilitation authority; 7). Determination authority; 8). Information Collection & Information Submission authorities; 9). Organizing authority, and 10). Other delegated authorities.

Sub-district roles in the reform of bureaucracy and public service are:

1. As the Engine of Reform: The pioneer and the driver of the reform
2. As the quick wins of the local government (District Level): The initiator for easy and quickly achieved steps which initiates the implementation of a program to reform the bureaucracy.
3. As the center and the controller of regional services. As the controller of various service units in sub-district and the services operator based on the transfer of governmental authority from *Bupati*.

According to Sadu Wasistiono et all (2009), based on the principle of "close to the customers", the government should deliver an easy, inexpensive, and affordable services, and they should close to the customers (the public). The main keys of those services are:

- 1) Political will of *Bupati* (the Head of Regency);
- 2) Political support of the legislature;
- 3) Public awareness as the owner of sovereignty to demand excellent services.
- 4) Sincerity of bureaucratic apparatus to change the way in performing their duties and functions from ruling paradigm to public servant paradigm.

The No. 4 of 2010 Regulation of The Minister of Home Affairs on integrated sub-districts administrative services (PATEN) is a management innovation in order to get closer, simplify, and speed up administrative licensing / non licensing services at sub-district level especially sub-districts which are located far away from the district office and difficult to be reached due to geographical factors and inadequate infrastructure. In this matter, PATEN is:

1. A "how to serve" spirit: (The Minister of Home Affairs Regulations on Paten contain values or spirits toward good governance).
2. Institutionally, the services which are close to the public
3. Service center in sub-district level
4. Systematic work of sub-district: Plan, Do, See.

Sadu Wasistiono et all (2009) states that the requirements of sub-district as the PATEN organizer are:

- a. Substantive requirements, they are the transfer of governmental authorities from the District / the Mayor to sub-district head such as 1) licensing service, and 2) non-licensing service adjusted by *Bupati* (The Head of Regency) Regulation.
- b. Administrative requirements such as: 1) standard of service, and 2) description job of sub-district personnel adjusted by *Bupati* The Head of Regency / Mayor Regulation.
- c. Technical requirements such as: 1) facilities and infrastructure, and 2) technical personnel.

The No. 4 of 2010 Regulation of The Minister of Home Affairs states that to make the implementation of Paten runs efficient and effective, sub-district should provide information system. The purpose of information system is to deliver an easy, fast, and transparent services to the public. Management Information System for Integrated Sub-District



Administrative Service (SIMPATEN) is an innovation to address the needs of public service which must be met by the government, particularly by local government as front line service at district level. In Indonesia there are two districts which have implemented SIMPATEN, Sragen and Malinau. The Implementation of SIMPATEN in Malinau is a replication of application adopted from Sragen.

Sragen is one district in Central Java Province with a population of approximately 900,000 inhabitants. Administratively, Sragen has 20 sub-districts, 192 rural and 16 urban Rural. To meet the public's demand of licensing service improvement, Sragen attempt to change the negative stigma of bureaucracy service paradigm by implementing simplified licensing services.

Having successfully organizing One Stop Licensing Services (PTSP), the local government of Sragen attempt to increase and to improve public service issues. Organizing clear standardization of licensing services, they are also seeking the place to implement their services in order to become closer to the public, so the process will go faster. One of the innovations is Integrated Sub-district Administrative Services (PATEN). The implementation of PATEN in Sragen can be done because *Bupati* (The Head of Regency) has a good will toward policies in favor of the people. Those policies are applicable because of much support from all of its components as well as Sragen has a success story in the implementation of PTSP.

The implementation of SIMPATEN in Sragen which has been launched since 2012 is expected to increase administrative services and the availability of personnel who:

1. Understand the framework and the agenda of sub-districts function optimization;
2. Understand the importance of paten as sub-district optimization.
3. Understand the difference between Paten and conventional services.
4. Understand the importance of the preparation of procedures (SOP) in the process of service improvement.

Prepare a Patent application plan for the entire sub-districts in Sragen.

The implementation of the system is a part of the management process. This leads to organizational change and it can affect people and change their work style. The process rising behavioral responses may bring favorable or unfavorable results depending on system implementation strategies undertaken by organization management. In the implementation process, system designers should ideally act as a change agent or catalyst. The successful implementation of MIS cannot be separated from their roles in addressing human factors carefully.

The implementation process is also referred to "the process of information systems development". A new information system implementation is a significant investment for an organization. Because information system is a sociotechnical system, the development should involve a combination design between activity system and ICT system (Davies, 2009). It is important to define the key steps of the process of information system implementation. As a result, Davies (2009) presented information system step implementation relating to a number of key activities in the process. Moreover, the concept of information system implementation process is similar to that described by O'Brien (2004). He argued that the implementation process consist of five steps, as the following: (1) investigation, (2) analysis, (3) design, (4) implementation, and (5) maintenance, as illustrated in the following figure (see Figure 1).

Beaumaster (1999) to identify problematic issues regarding the implementation of information technology (IT). Many problems in the implementation of MIS may come out from these issues. More specific categorization of the problems are management process, organizational environmental, leadership, technical problems, and personnel.

- Management process problems focus on the functional operations of an organization such as budget, personnel, and general management.
- Organizational environment problems are identified as intangible factors such as organizational culture, the change, and behavior.
- Leadership problems related to executive organization interaction issues.
- Technical problems of the system mainly refers to the hardware and software of information technology.
- Personnel problem is individual issues in the organization.

Those problems have an impact on the planning, procurement, and deployment of information systems in organizations. In this study, the categorization problem will be the framework of information system in the case study of the problems facing the organization when a new information system is implemented.

Another perspective on the challenges of MIS is presented by Lucey (2005). He argued that problems related to MIS implementation include: lack of management involvement in the MIS design step, improper emphasis of the computer system, excessive focus on low-level (data processing application), especially in accounting, lack of computer knowledge, poor appreciation to information specialist, while the actual requirement of MIS implementation and organizational problem is the lack of top management support.



The purposes of this study are: (1) to describe and to analyze the framework and the agenda of optimum sub-districts function through the implementation of Simpaten and (2) to identify and to analyze the enabling and inhibiting factors in the utilization of SIMPATEN in Sragen.

2. RESULT AND DISCUSSION

The result of this study on organization aspect, in this case sub-district in Sragen with the following indicators: a. Clarity of authority delegated by the Districts to the sub-district head and sub-district management organizational structure which mainly related to the implementation of PATEN in Sragen, b. Availability of human resources. c. Ability of implementing components. d. Resources and facilities e. Budget

2.1 The Explication of the Transfer of Governmental Authorities of *Bupati* (the Head of Regency) to the Sub-district Head and the PATEN Personnel

Sub-district administration of Sragen is dealing with problems in order to optimize SIMPATEN. By issuing the No. 85 of 2011 Regulation of The Head of District on the transfer of authority of *Bupati* Sragen to all sub-district heads in Sragen, the entire sub-district administrations in Sragen must implement PATEN, although there are still obstacles that make the implementation of PATEN run slow.

The following table is 12 types of licensing services delegated to the head of sub-districts in Sragen as the scope of SIMPATEN:

Table 1. Some *Bupati* 's Authorities Delegated to Sub-district Head

No	Licensing Services	
1.	Event Permit Recommendation	7. Issuing Small Scale Salon License
2.	Issuing Blockade Permit	8. Issuing Small Scale Restaurant
3.	Show Permit Recommendation	9. Issuing Small Scale Workshop
4.	Issuing Small Scale Business Building License	10. Issuing Small Scale Advertisement
5.	Issuing Small Scale Trading License	11. Issuing Small Scale Company List Certificate
6.	Issuing Establishing Building Permit	12. Issuing Small Scale C Class Mining Tax License

Source: the Number 85 of 2011 Regulation of the Head of Regency of Sragen

In an effort to create an excellent services to the public, the application of SIMPATEN is conducted by BPT, Registration Service Agency, Electronic Data Management Office, and The Secretariat Government of Sragen altogether. SIMPATEN application is an implementation of the No. 4 of 2010 Regulation of the Minister of Home Affairs Regulation on PATEN guidelines.

Following The District Regulation on the transfer on Governmental authorities to the sub-district head, the sub-district head regulation issued to adjust Executive Team Appointment of Sub-district Integrated Administrative Services (PATEN). The team with along with their job description in each sub-district is established by sub-district head regulation. The application of PATEN in 20 sub-districts in Sragen is implemented by employing personnel effectively as the technical team, they are:

1. The Head of sub-district, the person who are in charge, has a duty to lead, to coordinate and to control the application of PATEN, to estimate the cost and budget, to establish technical implementation, to make the performance of PATEN accountable to the Mayor/the District through the Regional Secretary.
2. Sub-district Secretary is responsible to administrative affairs
3. Administrative Services staff along with technical services staff will be in charge of directing the people who will apply services to registration table, receiving files, verifying the completeness of the file to continue processing the file, performing data entry, printing a letter or recommendation, collecting fare payment services, recording and making financial report.

Previously, the Technical Team get technical briefing on the procedure for the implementation of excellent service organized by the local government. The team is guided by Standard Operational Procedure (SOP) on the attachment of the No. 85 of 2011 Regulation of Sragen District on The Transfer of Governmental Authority from District of Sragen to all sub-district heads in Sragen.

2.2 The Availability and the Competency of Human Resource

Regarding technical personnel optimization, each sub-district has 2 service personnel to serve licensing services who join in SIMPATEN and the Population Management Information System (SIAM) trainings organized by Electronic Data Management Office (KPDE) and Registration Service Agency (Disdukcapil) of Sragen in order to make the implementation of PATEN runs well.



The main problem is that the personnel who drive SIMPATEN in Sragen are not ready yet. Training of technical licensing services for staff has not been organized yet. Those licensing services such as small scale SIUP, small scale TDP, small scale salon license, building permit, small scale C class mineral permit, cutting and hauling timber public forests permit, small-scale restaurant license, small-scale billboard permit. Moreover, the ability to maintain application system of the personnel is low. Dependence on KPDE is another problem in service delivery.

The solution expected to solve the problems as professional recruitment is constrained in the ability and the limited funds of local governments. They are provided by training / courses / capacity building in order to have the competencies expected to be one solution, but this condition make the management of human resources run slower. The Local Government also tries to establish cooperation with some higher education / private companies.

Discipline and motivation of some employees are another problem. Their performance is not as high as stated on the regulation yet. In fact, there are still employees who do not comply with these provisions and procrastinate the job.

Some other bother problem in the implementation of this task is the resistance (refusal) to change. Resistance can occur for three reasons, they are:

- a. Internal factors to information user,
- b. Factors inherent in system design
- c. Factors arising from the interaction between the system and its users.

However, those problems can be addressed through education, persuasion, and participation. It can be achieved by increasing the role of human resources, providing incentives to users, and eliminating organizational problem before implementing the system.

2.3 Resources and Facilities

The unavailability of facilities and infrastructure for the provision of adequate SIMPATEN such places and devices for file processing, data processing and information site, finalization of the process in each district is also hamper the process of service delivery. Generally, the various condition is not bother to meet the minimum standards for the provision of SIMPATEN.

2.4 Allocated Budget

Another problem is program sustainability. Commitment and support from various stakeholders in the sub-district is the key of it. The local government through the relevant agencies, the Integrated Service Agency (BPT) and the Office of Electronic Data Management (KPDE) attempt to sustain the program by providing a system that encourages the use of Information Technology as a requirement of all stakeholders, the local government, private parties, and the community, and of course it requires hard work and ongoing mentoring.

Supporting IT sustainability, adequate budgeting is necessary for the maintenance of software, hardware and networks. Limited budget in the sustainability program, facilities and human resource development are still the major problems. Allocated budget for application development and training does not enough, it is only one billion Rupiah per year. It is expected that financing ICT for sub-district programs can be a priority in budgeting policy to ensure that service delivery will run faster.

On aspects related to interpretation, the level of understanding of officers to the process of executing SIMPATEN operationalization, based on observation and interview to the executing officers, it shows that the implementation of policy compliance with the applicable legislation is good. On the other hand the implementation of policy compliance with policy guidelines and regulations is not a constraint. SIMPATEN is accountable administratively.

However, there is a little problem in service delivery. Lack of public understanding of the procedures. People often asks for some help to rural staffs to get license by giving additional cost for transport. It creates bad opinion on the fee to get license.

Dealing it, the sub-district administration attempt to get support from rural and community leaders both by formal letter and by visiting to the village. Facilitating PATEN dissemination through community meetings.

On implementation aspect, this study uses Information Systems implementation process steps (O'Brien 2004), they are: (1) System requirements investigation, (2) System analysis, (3) System design; (4) System implementation, and (5) System maintenance, as the following (Figure 1):

Successful implementation of ICT-integrated services in district level is a shortcut for the application of SIMPATEN primarily on system requirements and system analysis because SIMPATEN application is a simplification of integrated services application in district level.

The design of SIMPATEN in Sragen are fully designed by competent programmers of Electronic Data Management Office (KPDE). Regarding database design, when bases built, basically designed data system is already identified well in advance in accordance with the needs of the institution. The changes do not alter the structure of the data, as long as the products and the services of an institution are not changed. The goal is for the system to work efficiently. Efficient here is how to design the system to:

- 1) Make it easy for users to accommodate every detail process that can be done quickly by a machine in the form of the creation of more specific data structure for each process.
- 2) Make space in a database useful, it means that space is not filled with useless data
- 3) Provide a good response time, especially with the creation of data structures that effectively support each process

Therefore, a variety of potential impact is very important to be considered and anticipated when SIMPATEN will be implemented. Information systems designed based on information technology (IT) can affect business processes of an organization (Lucey, 2005). As a result, it must be understood in order to design and to implement system that provide benefits to the organization, and to avoid the risks that will occur from the use of information systems (Davies, 2009)

SIMPATEN process flow cannot be separated from the flow of information in the SIMPATEN process. Information flow is a general overview of the data process as a result of previous data processing that will be reused as data to produce the next information (Figure 1).

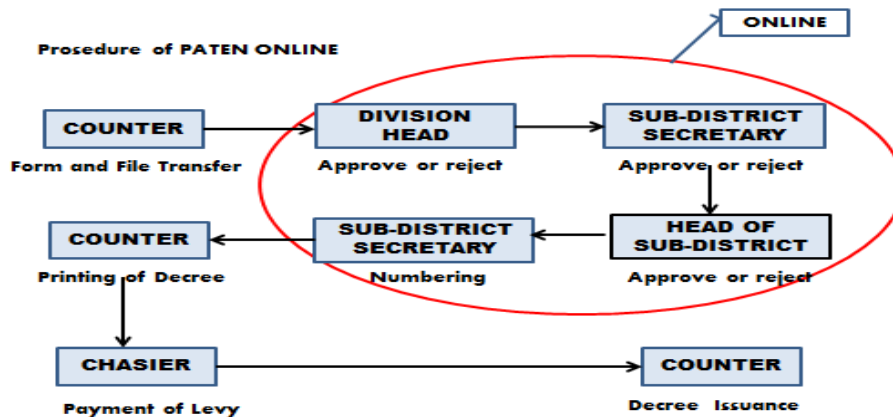


Figure 1: SIMPATEN Process Flow

The implementation of PATEN in Sragen has been developed by using Information Tecnology (IT). Each sub-districts has counters with a computer equipped with SIMPATEN applications designed by the staffs of Electronic Data Management Office in Sragen. While the website at www.sragenkab.go.id containing Virtual Letters (Surya) and Virtual Data Office (Kantaya) is built as a media for all sub-districts and local government divisions in Sragen to coordinate well.

By those features, correspondence and data exchange among divisions can be done via the intranet. By exploiting IT, coordination and communication will run faster, efficient and effective, as well website designed specifically for the needs of licensing and non-licensing services related to PATEN at <http://simpaten.sragenkab.go.id> public. The site may the people possible to access information on the types of licensing, service mechanism, standard turnaround time, requirements and financing, and to monitor licensing document procedures. Moreover, the use of IT is benefit as an effort to ensure that all licensing services (PATEN) runs well at all sub-districts level in Sragen by designing Remote Electronic Signatures applications. By this application, sub-district head is able to monitor and to put his signature on licensing documents from other places without having to be present in the office. Thus his absence at the office will not bother any process of service.

SIMPATEN current application is still in the process of launching because it was relatively new in 2012. ICT-based information system does not fully replaces manual system because of some constraints such as network disorder that will cause sending data to the server disturbed. SIMPATEN applied through parallel approach in which the new system (online system) is operated simultaneously by the old system (semi-manual). As the result the budget will increase. However, KPDE still has an important role and function in the maintenance of systems and network applications, especially when the shooting trouble occurred. The problems in the system can be resolved quickly. This condition will not bother but if the kind of services expanded, sub-district administration should take competent personnel to deal with maintenance and network systems issues. Here are the results of interview to the public related to PATEN:

Table 2. Percentage recapitulation PATEN User Community Assessment (n = 60) Based on Service Indicator of Sragen in 2013

No	Service Indicators	Service Satisfaction Indicator Assessment (%)		
		Very Good	Good	Fair
1.	Rate of speed and ease of service	63.33	25.00	11.67
2.	Affordability	66.67	33.33	0
3.	Complaint Responses	58.33	40.00	1.67



Based on the above table, it shows that the people who receive PATEN information systems ICT-based service, generally admit the benefits of it. More than 50% of users are satisfied. The direct impact of SIMPATEN are that the process of licensing services is simpler and faster. The cost is relatively affordable because of the savings in document preparation and service of process. It is expected that SIMPATEN will encourage the development of business, especially for small and medium business sectors. For entrepreneur, the change may encourage the creation of a good business climate. Certainly mechanisms, requirements and turnaround time that can be online monitored will encourages them to apply for licensing. Thus the implementation of SIMPATEN in Sragen have a positive impact for business development in rural level which directly it will affect to employment.

The effort to optimize the implementation SIMPATEN is PATEN performance evaluation by submitting monthly and quarterly periodic reports to the District of Sragen. Moreover, because the implementation of SIMPATEN is a something new, the District Head and the PATEN Technical Team periodically visit to 20 sub-districts to directly evaluate the implementation of PATEN including SIMPATEN implementation in the sub-district. As response to public complaint, the officials provide Box, SMS, phone, email and online complaints through the website.

3. CONCLUSION AND RECOMENDATION

3.1 Conclusion

1. Some licensing and non-licensing services of PATEN do not run optimally.
2. Supporting factors in the implementation SIMPATEN are good leadership commitment, trained operators and good coordination between the officials and the staff. While the obstacles of implementing Simpaten are some agencies or work units (SKPD) in the district have not fully transferred the authority to sub-district as stated in the regulation, training of technical licensing services for staff has not been organized yet, and lack of representative service infrastructure.

3.2 Recommendation

1. SIMPATEN implementation is computerized by using ICT and online publication or website. However, it need to be informed more intensively to the people especially living in rural area by using various media such as leaflets, banners, announcements posted on the notice board, as well meetings scheduled regularly.
2. To bring services close to the public, the central government (The Ministry of Home Affairs) to encourage a replication of implementation of IT-based licensing to other areas as what Sragen did. The main requirement is that there must be a commitment of the region head and other agencies to transfer their authorities to the sub-district head and encouragement of the stakeholders. While for other technical matters, replication can be started to adopt what has been developed by Electronic Data Management Office (KPED) of Sragen.

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