

# Implementation of the Padu Satu Public Service Policy at the Center for Plant Variety Protection and Agricultural Licensing Ministry of Agriculture, Jakarta

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This study examines the implementation of the Padu Satu public service policy at the Center for Plant Variety Protection and Agricultural Licensing within the Ministry of Agriculture in Jakarta. The research aims to analyze how the policy is implemented in practice, identify factors influencing service effectiveness, and explore efforts to improve public satisfaction. A qualitative approach is employed using in depth interviews, observation, and document analysis to capture perceptions and experiences of both service providers and service users. The findings indicate that the Padu Satu policy has contributed to improving service efficiency, transparency, and accessibility through integrated procedures and the use of information technology. However, several challenges remain, including limited socialization, uneven human resource capacity, and constraints in supporting facilities. Effective communication, adequate resources, and commitment of implementers are identified as key determinants of successful policy implementation. Strengthening institutional coordination, enhancing staff competence, and optimizing technological infrastructure are essential to ensure sustainable improvement in public service quality.

**Keywords:** Public Service Policy, Policy Implementation, Service Quality, Agricultural Licensing, Public Administration

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## 1. Introduction

Human resources constitute a crucial element, as it is the human factor that determines whether a task is successfully accomplished or continues to encounter obstacles. The role of human resources, particularly managers and controllers within public institutions, has driven organizations to seek appropriate concepts and methods for human resource development. This includes strengthening human capacity as well as formulating strategies aimed at delivering the best possible services to the public, both in the form of direct services and administrative functions. According to Akhmad Subekhi (2012), administrative processes are strongly influenced by human resource management, in line with the classification and quality of the human resources involved.

Based on the Regulation of the Minister of Agriculture Number 2 of 2025 concerning the duties of the Center for Plant Variety Protection and Agricultural Licensing, the institution is responsible for managing plant variety protection and registration, as well as providing agricultural licensing services. Its functions encompass the preparation of programs, activity plans, budgets, evaluation, and reporting; the provision of legal services and cooperation in the fields of plant variety protection, registration, and agricultural licensing; the management of service systems for plant variety protection, registration, and agricultural licensing; the delivery of plant variety protection services; the monitoring and evaluation of the rights and obligations of holders of Plant Variety Protection; the provision of registration services for local plant varieties and newly

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bred varieties, including circulation registration; coordination and supervision of agricultural licensing; dissemination of information related to plant variety protection, registration, and agricultural licensing; and the administration and household affairs of the Center.

Although these functions are intended to enhance service effectiveness and efficiency for the public as beneficiaries, practical implementation reveals several internal and external challenges that require improvement to optimize public service delivery in accordance with existing regulations. These challenges include insufficient socialization of the Padu Satu Public Service Policy to the wider community, low levels of public understanding and awareness of the policy, limited quality and quantity of human resources responsible for implementing the policy at the Ministry of Agriculture, weaknesses in policy implementation management, and inadequate supporting facilities and infrastructure.

## **2. Literature Review and Problem Statement**

### **Implementation Theory**

Joko Pramono (2020) states that implementation is a process of activities carried out by various actors which ultimately produces outcomes aligned with the objectives or targets of a given policy. In this context, Matland, as cited in Hamdi (2014), proposes four paradigms of policy implementation based on the levels of conflict and ambiguity. These include administrative implementation, which occurs under conditions of low conflict and low ambiguity; political implementation, characterized by high conflict but low ambiguity; symbolic implementation, marked by high conflict and high ambiguity; and experimental implementation, which takes place when conflict is low but ambiguity remains high.

### **Policy Implementation Models**

According to Edward III, cited in Mulyadi (2015), policy decisions will not be successfully realized without effective implementation. Policy implementation refers to observable activities following the issuance of a legitimate policy directive, encompassing efforts to manage inputs in order to generate outputs or outcomes for society. Furthermore, the implementation model proposed by Gerston (2014) emphasizes several factors that influence successful implementation, including the ability of implementers to translate policy decisions into action, the availability of resources such as human capital, financial support, and infrastructure, the efficiency reflected in a limited and well coordinated number of implementers, and accountability mechanisms that ensure responsibility throughout the implementation process.

### **Public Service**

Public service refers to the provision of services to the community through the use of public facilities, encompassing both service and non service activities, carried out by public organizations, particularly government institutions. Within governmental structures, public services are delivered by state apparatus along with their institutional mechanisms. Budiman Rusli (2013) explains that public policy serves as a tool to achieve public objectives rather than the interests of individuals or specific groups. Although public policy functions as an instrument, its role is crucial because it significantly determines the achievement of intended goals, even though additional prerequisites and stages must be fulfilled before those goals are realized.

### **Quality of Public Service**

Quality represents a dynamic condition related to products, services, people, processes, and the environment that meets or exceeds expectations. According to Fandy Tjiptono (1995), quality encompasses conformity to requirements, suitability for use, continuous improvement, freedom from defects, fulfillment of customer needs from the outset and over time, doing everything correctly, and the ability to satisfy

customers. To assess the quality of public services provided by government officials, clear criteria are required to distinguish between good and poor service. Zeithaml (1990) identifies ten dimensions for evaluating public service quality, including physical evidence, reliability, responsiveness, competence, courtesy, credibility, security, access, communication, and a deep understanding of customer needs.

### **Principles of Public Service**

Public services are delivered with the primary objective of ensuring user satisfaction, which necessitates adherence to fundamental service principles. Hardiansyah (2011) emphasizes that public service providers must observe these principles in their operations. In accordance with the Decree of the Minister for Administrative Reform Number 63 of 2003, public service principles include transparency through open and accessible services, accountability in line with legal regulations, conditionality based on the capacities of both providers and recipients while maintaining efficiency and effectiveness, participatory engagement that encourages community involvement, equality of rights without discrimination, and a balance between the rights and obligations of service providers and recipients.

### **Community Satisfaction**

Oliver, as cited in Supranto (2017), defines satisfaction in service delivery as the level of feeling experienced by an individual after comparing perceived performance with prior expectations. Satisfaction arises from the discrepancy between actual performance and expectations. When performance falls below expectations, users experience dissatisfaction; when it meets expectations, satisfaction is achieved; and when it exceeds expectations, users experience a high level of satisfaction. Expectations themselves are shaped by past experiences, which influence how individuals perceive and evaluate service outcomes.

## **3. Method**

This study adopts a qualitative research design in order to gain an in depth understanding of the implementation of the Padu Satu public service policy at the Center for Plant Variety Protection and Agricultural Licensing within the Ministry of Agriculture in Jakarta. A qualitative approach is considered appropriate because the study seeks to explore processes, perceptions, and contextual dynamics that cannot be adequately captured through numerical measurement. By focusing on meanings and experiences, this approach allows the researcher to interpret how the policy is understood, applied, and experienced by both implementers and service users.

The research is conducted using a phenomenological perspective, which emphasizes the lived experiences of individuals directly involved in the implementation of the policy. This perspective enables the researcher to examine how policy actors interpret their roles, responsibilities, and challenges in delivering integrated public services. Through this lens, the study seeks to capture the essence of everyday practices and interactions that shape the effectiveness of the Padu Satu policy.

Data are collected through in depth interviews with key informants who are selected using purposive sampling. Informants include policy implementers, managerial staff, and service users who have direct experience with the Padu Satu service system. The selection of informants is based on their relevance, knowledge, and involvement in the policy process, ensuring that the data reflect diverse yet credible viewpoints.

In addition to interviews, non participant observation is employed to obtain a direct picture of service delivery processes, organizational interactions, and the use of supporting facilities and information technology. This method allows the researcher to compare formal procedures with actual practices in the field, thereby enriching the depth and credibility of the findings.

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Document analysis is also used as a complementary data source. Relevant regulations, policy documents, service guidelines, and institutional reports are examined to understand the formal framework governing the Padu Satu policy. These documents help contextualize empirical findings and clarify the intended objectives and standards of policy implementation.

Data analysis is carried out through an iterative and thematic process. Interview transcripts, observation notes, and documents are carefully reviewed, coded, and grouped into meaningful themes related to policy implementation, service quality, and community satisfaction. This analytical process is conducted continuously throughout the research, allowing emerging insights to inform subsequent data collection and interpretation.

To ensure the trustworthiness of the study, several strategies are applied, including source triangulation, prolonged engagement in the research setting, and careful reflection on researcher bias. By comparing information from multiple sources and perspectives, the study aims to produce findings that are credible, consistent, and grounded in the actual context of public service implementation.

## 4. Results and Discussion

### Research Findings

Public organizations are required to act promptly and accurately in delivering high quality services, as this constitutes a fundamental obligation in public service provision. For public institutions, good service performance is reflected in the effectiveness and efficiency of activities carried out smoothly and consistently. The faster and more accurate the service delivery, the higher the perceived quality of public services.

Several strategies have been identified to enhance community satisfaction in public information services through the implementation of the Public Service Policy on Plant Variety Protection and Agricultural Licensing. One key strategy is the optimization of socialization and technical coordination related to plant variety protection, plant variety registration, and agricultural licensing for relevant stakeholders. Currently, the registration of plant varieties and agricultural licenses can be conducted online, which significantly facilitates stakeholders and eliminates the need to visit the Ministry of Agriculture in person for registration, licensing, and protection processes.

Another important strategy is the utilization of information technology to optimize services for plant variety protection, plant variety registration, and agricultural licensing. Service delivery in this context involves communicating and disseminating information to the public regarding available services. Effective use of digital platforms enhances accessibility, transparency, and service reach.

Improving the capacity and competence of human resources at the Center for Plant Variety Protection and Agricultural Licensing is also essential. Recruitment and selection serve as initial efforts to ensure that qualified and competent personnel are appointed to perform organizational tasks. Training plays a critical role in enhancing employee performance by addressing gaps in skills and knowledge. Training activities are intended to maintain and improve employee performance, ensuring that staff are capable of executing their responsibilities effectively.

In addition, the enhancement of facilities and infrastructure based on service needs is considered a crucial supporting factor. Facilities refer to movable tools such as computers and machinery, while infrastructure includes immovable assets such as buildings and air conditioning systems. Adequate facilities and infrastructure contribute to smoother service processes and improved user experiences.

Community satisfaction is a decisive factor in the success of public service delivery, as the public functions as the primary consumer of service outputs. Therefore, public service providers must be able to meet community needs and expectations in order to achieve satisfaction and, ultimately, foster public loyalty. Failure to meet these expectations may result in dissatisfaction and reduced trust, leading service users to seek alternative service providers.

From a public perspective, the Ministry of Agriculture adopts strategies to assess community satisfaction. According to Kotler, these strategies include complaint and suggestion systems that allow users to express feedback through various channels; ghost shopping, where individuals pose as service users to evaluate service quality; lost customer analysis to identify reasons for declining service usage; and community satisfaction surveys to obtain direct feedback and demonstrate institutional concern for service users.

Based on interviews regarding strategies to enhance community satisfaction through the implementation of public policy on plant variety protection and agricultural licensing in accordance with the Regulation of the Minister for Administrative and Bureaucratic Reform Number 14 of 2017, Deny Sofyan, S.Kom, as a computer systems officer, stated that improving user competence in utilizing online services and reducing service completion time during direct interactions with service teams are key priorities. This indicates that clarity of online information and the responsiveness of service officers are critical aspects requiring continuous improvement. Informing the public that applications can be submitted online through dedicated applications allows users to save time and encourages wider utilization of digital services.

Similar views were expressed by Ferry Plisiano, Amd, a document verification officer, who emphasized that service applications should be continuously updated to meet evolving needs and challenges in online public information services. Meanwhile, Saprul Susilo, S.P., as Head of the Licensing Team, highlighted the importance of strengthening call center services and feedback mechanisms through direct communication channels such as instant messaging or telephone services, enabling users to easily confirm requested information.

These findings suggest that strategies to enhance community satisfaction through the implementation of the Public Service Policy on Plant Variety Protection and Agricultural Licensing should continuously adapt to the evolving demands of online public information services. By enabling online submissions, the policy reduces time and cost burdens for the public and supports broader community utilization.

Interview results also indicate that the implementation of the public service policy from a transparency perspective is perceived as effective, efficient, transparent, and accountable through integrated electronic systems, with complete documentation and adequate public information provision. Furthermore, the transition from manual to online registration for local and newly bred plant varieties contributes to consumer and farmer protection by facilitating access to superior seeds through streamlined registration and release processes. From a human resource perspective, the implementation of the policy is supported by continuous improvements in the capacity and quality of staff at the Center for Plant Variety Protection and Agricultural Licensing. Enhanced understanding of assigned duties enables effective policy execution in accordance with the instructions and regulations established by policy makers.

## **Discussion**

Based on the above description, it can be concluded that the implementation of the public service policy on Plant Variety Protection and Agricultural Licensing at the Ministry of Agriculture has been supported by several key factors. These include improvements in human resources, enhancement of facilities and infrastructure, the provision of services free of charge, and a clear understanding of bureaucratic duties by frontline officers. Together, these elements contribute to the realization of effective management services

for plant variety protection and registration, as well as agricultural licensing services that are optimal, responsive, and anticipatory, and that are grounded in information and communication technology.

Gerston's theory (2014) states that there are four main factors influencing the implementation of public policy. This theoretical framework is considered highly relevant and appropriate for analyzing the implementation of the integrated public service policy at the Center for Plant Variety Protection and Agricultural Licensing. The theory provides a comprehensive perspective for understanding how policy translation, resource availability, the efficiency of implementing actors, and accountability mechanisms interact to shape policy outcomes within the context of public service delivery.

## 5. Conclusion

This study concludes that the implementation of the integrated public service policy at the Center for Plant Variety Protection and Agricultural Licensing within the Ministry of Agriculture has generally progressed in a positive direction. The policy has contributed to improving the effectiveness and efficiency of public service delivery, particularly through the integration of procedures and the utilization of information and communication technology. The transition from manual to digital services has enhanced accessibility, transparency, and responsiveness, enabling service users to obtain information and submit applications more conveniently.

The success of policy implementation is strongly influenced by the availability and competence of human resources, adequate supporting facilities and infrastructure, and a clear understanding of roles and responsibilities among implementing officers. Continuous capacity building through training and skill development has strengthened staff readiness in delivering services in a professional and accountable manner. In addition, the provision of services without financial burden for users has increased public trust and acceptance of the policy.

Despite these achievements, the study also identifies the need for ongoing improvement, particularly in strengthening policy socialization, optimizing communication channels, and ensuring that technological systems remain adaptive to user needs. Effective coordination, accountability, and responsiveness remain essential to sustaining service quality. Overall, the integrated public service policy demonstrates significant potential to enhance community satisfaction and public trust when supported by consistent commitment, institutional capacity, and continuous innovation in public service management.

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