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Implementation of Mandatory Basic Affairs Policy of Ciamis District

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Abstract

Regional positions in the era of regional autonomy as stated in Law Number 23 Year 2014 as amended by Perpu Number 2 of 2014 concerning Regional Governments, have the freedom to create, innovate to find breakthroughs in governance and development in their regions. Policy is the main instrument for realizing all affairs or programs that have become the rights and obligations of the region. The scope of the policy includes formulation, implementation, evaluation, and policy advocacy. Research on the implementation of basic service policies is important to be carried out to provide information to community members and policy makers about how the actual implementation of basic service policies is a mandatory regional affair. The six basic service programs are: education; health; public works and spatial planning, housing and residential areas; Field of peace, public order and community protection; and social fields. In order for a policy to be implemented effectively, the policy is very dependent on four factors (Edward III, 1980: 9), namely: 1) communication, that each Regional Head is able to communicate his programs to both the regional apparatus and the community; 2) resources, including sufficient staff (quantity and quality), information, sufficient authority / authority, and facilities; 3) disposition / attitude, as an implementor policies are required to have commitment and responsiveness to the contents of the policy, and in line with policy makers; and 4) bureaucratic structure, there are patterns of relationships between the implementors that have been established, there are SOPs that regulate the flow of work.

Keywords : Policy Implementation, Basic Services, Regional Mandatory Affairs

Introduction

The decentralization policy in government affairs and development has undergone fundamental and radical changes since 1998 which began with the reform era. After the New Order government, decentralization policies, known as regional autonomy, adhered to the residual power model, namely regional autonomy adheres to different patterns in each district or city where the authority of the central government is limited, and delegates some authority to autonomous regions through decentralized instruments. Regional autonomy is a partial delegation of authority from the central government to local governments to regulate and administer local government affairs on their own initiative based on community aspirations and local potential to solve various problems and provide local community services for the welfare of society (Khozin 2010).

This extraordinary change by government experts is called the big bang policy (Benjamin Hoessein, 2005). Based on the policy model, all government affairs, arrangements and arrangements are handed over to autonomous regions, except for the following five (5) matters not submitted to the regions, namely: foreign relations, finance and monetary, defense and security, justitions and religious affairs. Through this decentralization policy, it is expected that the effectiveness and efficiency of government can be realized.

The implementation of clean, dynamic, and robust regional government based on the principle of Good Governance is constantly being echoed by public officials in order to create positive trust and assessment from the community. Decentralization in the

administration of government is generally seen as the transfer of authority from the central government to bringing services closer to the community and developing regions in all fields. Quality of service in the public sector is now a key word to revive public trust in the government (Muallidin 2011). Service quality is defined as fitness for purpose or fitness use with the aim to bring together the reality and expectations of consumers (Muallidin 2011).

For Regional Heads, both Governors and Regents / Mayors, through a decentralization policy outlined in the latest regulation, namely Law Number 23 Year 2014 concerning Regional Government, as amended by the Act Amendment to Law (PERPU) Number 2 of 2014 concerning Government, provide flexibility for the region to develop creativity and innovation to find breakthroughs in governance. The Perpu further emphasizes the position of the region to establish regional policies in carrying out government affairs that are the regional authority. Regional government affairs in Law Number 23 Year 2014 in Article 11 are divided into 2 types of affairs, namely obligatory affairs and matters of choice. The obligatory affairs are divided into compulsory government affairs related to basic services and mandatory government affairs that are not related to basic services. An important substance of regional autonomy is the partial surrender of the authority of the central government to the regions in order to reduce the workload of the central government. and development can take place fairly and evenly in all regions or regions.

In order for the quality of basic services to become a government affair, it must meet the expectations of the community. In this public service, the government sets minimum service standards as a benchmark that can be used as a guideline for service quality assessment as an obligation to provide quality, fast, easy public services. , affordable and measurable. This minimum service standard in the implementation of public services is contained in Government Regulation Number 2 of 2018 concerning Minimum Service Standards. Through the PP, the obligation for public service providers to provide quality public services, provides the same understanding and perception for organizers, the public, and related parties to service standards that are entitled to be obtained by every citizen minimally.

Based on Government Regulation No. 2 of 2018, in Article 18 it is determined that the Regional Government prioritizes the implementation of Obligatory Government Affairs relating to Basic Services. It was also emphasized that Basic Services on Government Affairs must be guided by Minimum Service Standards (SPM) concerning the quality and quantity of services provided by the Central Government as an indicator of public welfare. Where this Minimum Service Standards/SPM for local governments can be used as a benchmark in determining costs, human resources, infrastructure, and procedures for its management in the context of providing services and for Minimum Service Standards/SPM communities can be used as a reference to receive services provided by local governments both in quality and quantity. The compulsory affairs of Basic Services referred to in Article 12 of Government Regulation No. 2 of 2018 include: education; health; public works and spatial planning; public housing and residential areas; peace, public order and community protection; and social.

Plans for implementing mandatory government affairs in Ciamis Regency are listed in Regional Regulation No. 13 of 2014 concerning Regional Medium-Term Development Plans (RPJMD). In the RJPMD there are development programs that become obligatory regional affairs as a form of basic service to the community. The six (6) obligatory functions of the area are: education, health sector; the field of public works and spatial planning, the field of public housing and residential areas, the fields of peace, public order, and community protection; and the social sector through unemployment prevention programs through work business training and skills improvement, rehabilitation of social tuna or homeless and beggars outside the orphanage.

Fulfillment of basic community services is an absolute thing carried out by the government in order to provide services to the community. However, in its implementation there are still many things that become obstacles or obstacles both physically and non-physically. This can be seen from several indicators that appear including:

1. Education: there is still a lack of professionalism in the teaching staff where certified educators have not fully carried out their duties in accordance with their duties, the implementation of equality / package education a and b cannot work properly.

2. Health: the less optimal use of poskesdes by the community in receiving health services, the lack of public awareness to utilize the posyandu (integrated service post on public health) as a result of the limited resources of posyandu cadres.

3. In the field of public works and spatial planning, there are still MSME actors who have not processed domestic waste in accordance with waste management standards, not yet maximally fulfilling the basic needs of clean water, especially in areas prone to clean water.

4. The area of public housing and residential areas: a lot of assistance for rehabilitation of uninhabitable homes is not on target, there is no TPU (Public Cemetery) managed by the local government.

5. The area of peace, public order and protection of the community with indicators of the problem of many cases of theft in residential areas caused by the malfunctioning of the community security system (Siskam), lack of coordination between related agencies in handling beggars and homeless people, limited fire service units that can reach a wide area Ciamis Regency, the community is still low in facing disasters due to lack of socialization and disaster response simulations.

6. Social Sector, there are still many government programs that are not on target such as the PKH program (family hope program) there is still a lack of coordination between agencies regarding the rehabilitation of homeless people, beggars and people with mental illness.

Based on the description of the identification of the problem above, the reviewer presented a statement of the problem as follows: "the implementation of basic services which are mandatory matters for the autonomous region of the Ciamis Regency has not been effective".

Theoretical Framework
Policy Implementation

The domain of public policy studies includes policy formulation, policy implementation, policy evaluation, and policy advocacy. Thus, policy implementation is the second step in the overall process of public policy studies. The birth of the policy departs from the existence of a problem faced by the community and the problem needs to be solved. The policy can be in the form of statements of parties who have authority, in the form of general ideas or action steps to overcome problems in the form of oral statements and written documents. But usually for the context of public policy a policy in the form of a general statement or systematic actions will be carried out and set forth in written documents in the form of legislation. After the policy is made and established, the next step is to execute the policy in policy implementation.

Policy implementation is an act of operationalizing the ideas contained in the parent policy into concrete actions in the form of programs and activities. With the implementation of the policy it is hoped that the problems faced will be solved. Some public policy experts place the implementation of public policies in different positions, but in principle every public policy must be followed up with policy implementation. Bromley saw that the basic concepts of public policy can be assessed based on the hierarchy of a policy process. Bromley (1989: 32) divides the policy hierarchy into three levels, namely: (1) policy level, (2)

organizational level, (3) operational level. Whereas Lindblom (1986: 3), divides the stages of policy analysis into several stages, namely:

1) How problems arise in the community and enter into the agenda of government decision makers;

2) Then how to formulate these problems for taking an action;

3) What attitude is taken by the legislature or other body;

4) How leaders apply that policy; and

5) How is the policy evaluated.

Implementation of policy in practice contains policy implications. Policies can be translated into concrete actions or programs with the rules of implementation can be formulated and interpreted based on the objectives of these policies that can lead to errors and errors. This can lead to programs and rules often carry big policy implications, sometimes even larger than the policies themselves. In many ways it has been explained that "Rules and procedures in policy issues that have been routinely made by the bureaucracy have a decisive impact on policy making" (Wahab, 1990: 117).

Paul Sabatier, referred to as a pioneer in the implementation of policies, especially analysis of implementation, stated that: "there are two models that are driven (competing) in policy implementation, namely implementation based on" Top down "and based on" Bottom up "" (Lane, 2000: 97) .

When viewed from the model of public policy making, these two aspects are found in each model of policy making. For example, for the Elite model, the Process model (as a political activity), the Incrementalism model and other models can be a picture of Top Down's policy actions. While the description of the Bottom up model can be seen in the group model, institutional model, and several other models which if described will be models from below.

Further explained by Lane (2000, 98) that basically implementation can be distinguished based on implementation as "outcomes and implementation as a process". Implementation as outcomes of the form of policy in general is suggested by Grindle (1980: 7) that: "Policy implementation is considered to depend on program outcomes, it is difficult to separate the policies from their constituent programs."

So public policy is a broad statement of goals, objectives and means of translation into the implementation of programs towards the ultimate goal of public policy. Variations of programs can be developed based on incoming responses to complement the objectives of the policy. the program itself can be different for some projects that are specific in carrying out it. The implementation of programs and projects that are individual in nature is caused by changes in the policy environment. These changes can be a consideration of the outcomes of the policies implemented in the form of programs.

Implementation as a concept by Lane (2000: 98), explained that formally the notion of implementation can be divided into two parts, namely:

"First Implementation = F (Intentin, Output, Outcome). From this definition it can be said that an implementation consists of a function consisting of intentions and objectives, results as a production, the result of an effect. While the functions that both implementations can function as Implementation = F (Policy, Formator, Implementor, Initiator, Time) "

From these two functions the main emphasis is on the policy itself, then the results achieved, implemented by the implementor as a policy that is always associated with a certain period of time.

The relationship between policies and programs in a policy implementation is a function of program implementation that has an ongoing influence in achieving outcomes as a consequence of the study of policy implementation. Policy implementation always involves

the results of research and analysis of the implementation of real programs that have form as a means that can make broader policy goals. Although implementation studies are a new approach or tendency in the study of public administration and the science of government in general, in essence it is not entirely new. At least in the sense of concept and scope which has long been the area of concern for public administration studies. However, it must be admitted that the conceptualization, model, application approach in research and assessment of the national development process, with case studies of certain national development programs, is indeed something relatively new in Indonesia.

The issue of policy implementation since the last two decades has attracted the attention of social scientists, especially political science and public administration, both in developed / industrial countries and in developing countries. The problem of policy implementation has attracted attention because of various experiences even in developed countries in developing countries it shows that various countries can influence it. Factors that can influence, ranging from simple to complex, can include human resources to organizational structures and work relationships between organizations; and issues of commitment of the implementers to the reporting system that is not smooth; from the attitude of politicians who disagree to other fator who is accidental. In reality it can affect development programs, both in terms of encouraging success and being the cause of various failures or lack of success in achieving what has been stated as a policy objective compared to what was actually realized and accepted by the community. Efforts to understand the existence of a gap or the difference between what is expected to be achieved with what is actually done or that is realized and accepted by the community as "outcomes" of the policy have raised awareness about the importance of policy implementation studies.

In general, implementation is connecting between policy objectives towards realization with the results of government activities as stated by Van Matter and Van Horn (Grindle, 1980: 6) that:

"In general, the task implementation is to establish outcomes of government activity it involves, therefore, the creation of a" policy delivery system ", in specific terms are designd and "in expectation of arriving at particular ends"

The unsuccessful implementation of a policy that is often found among others is caused by limited resources, inadequate and ineffective organizational structure, and or low commitment among the implementers. Political factors or times that are not right and various other reasons, also influence a policy or program that cannot be implemented properly. According to Eugene (in Grindle, 1980: 6) the author who first paid attention to the problem of implementation was Douglas R. Bunker in his presentation before The American Association for Enhancement of Science, 1970, where for the first time conceptually presented about the process implementation as a social and political phenomenon. While Grindle (1980: 7), suggests the notion of implementation itself that: "a general process of administrative action that can be investigated at a specific program level".

Matter and Horn (in Wibawa, 1994: 15) also suggested that: "the implementation of policies as actions taken by the government and the private sector both individually and in groups intended to achieve the objectives as formulated in the policy". Apart from this understanding, it was added that the implementation process had only begun when the objectives and targets had been set, the activity program had been arranged, the funds were ready, and had been channeled to achieve these goals. Edward III (1980: 1) also suggested implementation limits as follows:

"Policy implementation, which is the stage of policy making between the establishment of a policy, as the passage of legislative act, the issuing of execitive orders, the promulgation of a regulatory rule and the Consequences of Tea Policy for the people whom it affects ".

Abdullah (1986, 9-10) in his writing has made several key elements of the implementation process as follows:

(1) The process of implementing a policy program is a series of follow-up activities (after a program or policy is established), which consists of decision making, strategic and operational steps taken to realize a program or policy into reality, in order to achieve the objectives of the program (policy) originally set; (2) The actual implementation process can succeed, not succeed or fail at all, in terms of the form of results achieved or outcomes, because in the process, play and engage various elements whose influence can be supportive or inhibit the achievement of program objectives; (3) In the implementation process there are at least three important and absolute elements, namely: a) the existence of a program (policy) implemented, b) target groups, namely the community groups that are targeted, and are expected to receive benefits from the program, changes or improvement, and c) implementing elements (implementors), both organizations and individuals, who are responsible for the management, implementation and supervision of the implementation process; (4) The implementation of a program or policy is not possible in a vacuum, therefore environmental factors (physical, social, cultural, and political) will affect the process of implementing development programs in general.

One approach to the study of policy implementation is as stated by Edward III (1980: 9) with the "implementation problem approach" approach to try to approach by first posing two main questions, namely: "(1) What things become a prerequisite for a successful implementation? (2) What are the main obstacles to the successful implementation of the program? ". Based on this question four factors or variables are formulated which are the most important requirements for the success of the implementation process. The four factors are: communication factors, resources, disposition / attitude of the implementer, and bureaucratic structure / workflow system of the implementing bureaucracy.

Research Methodology

The method used in public policy research is a qualitative descriptive method. As part of the qualitative method, the qualitative descriptive approach includes the construction of social reality and cultural meanings, focusing on interactive processes, events, intensity, not value-free, integrated, situational or contextual theory and data, and the involvement of researchers (Creswell, 1994). This is done because the method provides an opportunity for researchers to be more flexible in explaining in depth about the implementation of Basic Services policies which are a mandatory matter for the Ciamis Regency Government. Through this approach, it is expected that the information obtained will be more accurate because the data collection is carried out on an ongoing basis. Descriptively to find out how the achievement of the targets produced from the six basic service programs in Ciamis Regency, and explanatively is to explore what are the factors that cause ineffectiveness in the implementation of basic service programs in Ciamis Regency. In this study, researchers also used survey research to obtain primary data on Basic Services policies that became a mandatory matter for the Ciamis Regency Government. Based on existing data, the author seeks to describe / describe systematically, factually and accurately about the facts, characteristics and relationships between existing phenomena.

Results and Discussion

Policy is the main instrument for realizing all affairs or programs that have become the rights and obligations of the region. The scope of the policy covers the formulation, implementation, evaluation, up to the level of policy advocacy. Research on the implementation of basic service policies is very important to implement, because it will provide information to community members and policy makers about how the actual

implementation of basic service policies that become obligatory regional affairs. Based on the Government Regulation of the Republic of Indonesia Number 2 Year 2018 concerning minimum service standards, the obligatory Government affairs relating to Basic Services consist of:

1. Education sector;
2. Health sector;
3. Field of public works and spatial planning;
4. The field of public housing and residential areas;
5. Field of peace, public order and community protection; and
6. Social field.

So that a policy in its implementation is effective, the policy is very dependent on four factors (Edward III, 1980: 9), namely: 1) communication, that each Regional Head is able to communicate his programs to both the regional apparatus and the community; 2) resources, including sufficient staff (quantity and quality), information, sufficient authority / authority, and facilities; 3) disposition / attitude, as an implementor policies are required to have commitment and responsiveness to the contents of the policy, and in line with policy makers; and 4) bureaucratic structure, that there are patterns of relations between the implementers that have been established, there are SOPs that regulate the flow of work.

Services provided by government apparatus are basically services and care that are reflected in the characteristics of providing services. Service in the public interest and protection of the people in need. In carrying out service basically there are three important elements, namely: first is the service provider organization namely the government. The second element is the recipient of the service, namely the person or community or an interested organization. And the third is the satisfaction given and / or received by the recipient of the service.

Implementation of mandatory basic service policy in Ciamis Regency from the six mandatory functions, namely education, health, public works and spatial planning, public housing and residential areas, peace, public order, and community protection, and social fields. , not yet fully successful, which is only reaching an average target of around 70%, still not in accordance with the ideal expectations of the community. This failure is grounded in the classic because of a lack of human resources (number and quality / competence) and funds to support programs / policies; Based on the results of observations and interviews on several activities from the mandatory service program there are still many that need to be improved and evaluated.

There are several determinants of success in implementing the mandatory business of basic services in Ciamis Regency, mainly determined by the management aspects of the program, namely Planing, Organizing, Actuating, Controlling, or Plan, Do, Check, Action. Factors of communication, resources, attitudes / dispositions and bureaucratic structures that have not been maximized are the causes of the failure to implement the mandatory basic services policy in Ciamis Regency:

1) The communication factor in the implementation of the mandatory basic service policy program in Ciamis Regency has not been continuous from upstream (policy makers) to downstream, namely the implementor at the lowest level and the users of the policy. Communication is interrupted, there are even indications of being deliberately not arrived;

2) Factors in resources (human, financial, information, authority) have not been utilized to the maximum extent possible, by strengthening the capacity of existing resources;

3) The attitude / disposition factor of the implementor of the policy / mandatory service affairs program in Ciamis Regency, especially the implementers at the sub-district and village levels still need to be empowered from the aspect of program loyalty, commitment, integrity so that deviating behaviors from the program can be minimized set;

4) The bureaucratic structure factor as a support for the implementation of the program, is still too adhering to the Weberian structure which is less relevant. The existing OPD structure is still too fat, so it does not nimble its performance in the implementation of its programs.

In the implementation of the obligatory affairs of basic services in Ciamis Regency, it is inseparable from the constraints faced by each field / affair. The most common constraints faced are human resources both in terms of quality and quantity, and limited financial resources This is the solution that must be immediately sought, so that the implementation of compulsory basic services can run effectively and efficiently. Based on the findings in the field, researchers provide recommendations as follows:

1. In order to achieve program performance in the implementation of compulsory basic service policy in Ciamis Regency, it has succeeded effectively and efficiently, so there is a need for structuring, institutional strengthening, both at the individual, organizational and system level.

2. In order for the implementation of the policy on compulsory basic services in Ciamis Regency to run effectively and efficiently, what needs to be done is:

1) The field of education, so that programs run well, there is a need for communication that flows from upstream to downstream, so that there is no miscommunication in the implementation of the program.

2) In the field of health, with limited human resources, the local government should strengthen capacity at the individual level and empower existing human resources so that they can be optimized in their performance, in addition to recruiting employees for strategic fields, such as health educators, specialist doctors, and others.

3) The field of public works and spatial planning, with the limitations of financial resources, which is also a classic reason, the local government needs to think and act creatively and innovatively in an effort to extend funds. Regional autonomy has given the region the freedom to explore the necessary resources.

4) The field of public housing and residential areas, in implementing programs such as rehabilitation of inadequate homes (Rutilahu) where the program intersects with other fields or agencies / agencies, it is necessary to have clarity about the main tasks and functions of each field / service / agencies so that the program is implemented one roof to facilitate supervision.

5) Peace, public order and community protection, so that in carrying out the implementation of the policy on obligatory matters of basic services in Ciamis Regency, it is necessary to have good communication with all parties involved, act decisively in carrying out all the regulations that have been set , to fulfill a sense of justice.

6) Social sector, it is necessary to have cooperation and partnerships with institutions / agencies of other agencies concerned, optimizing cooperation between border regions through "Joint Key" so that the program can run effectively and efficiently.

3. To overcome the obstacles faced in implementing the policy on compulsory basic service affairs in Ciamis District, the oversight institutions, both internal and external in the implementation of mandatory district affairs programs, should act and function properly.

4. The success in implementing basic service programs in Ciamis Regency is largely determined by the management aspects of the program. Political intervention when the program is running will result in an output / output that is not optimal. "When political policies end and are set, program administration and management starts". In other words, referees may not play.

Conclusion

The success of implementing the basic service program by the government is largely determined by several factors. So that a policy in its implementation is effective, the policy is very dependent on four factors (Edward III, 1980: 9), namely: 1) communication, that each Regional Head is able to communicate his programs to both the regional apparatus and the community; 2) resources, including sufficient staff (quantity and quality), information, sufficient authority / authority, and facilities; 3) disposition / attitude, as an implementor policies are required to have commitment and responsiveness to the contents of the policy, and in line with policy makers; and 4) bureaucratic structure, that there are patterns of relations between the implementers that have been established, there are SOPs that regulate the flow of work.

By looking at the program achievements of the six mandatory basic services in several regional device organization or Organisasi Perangkat Daerah (OPD) in Ciamis Regency, the overall program is generally reached more than 70 percent. However, based on field observations on several activities from compulsory service programs there are still many that need to be improved in the future. several factors contribute to the lack of success of the mandatory service program in Ciamis Regency with reference to the theory of Edward III. In the communication factor, the context and message do not reach downstream, namely implementers at the lower level and beneficiaries of the program, and the number of recipients of policies / programs and implementers at the lower level do not know about the program and the signs announced by the Regent. Resource factors which include human resources, funds, information and authority, have not been utilized as much as possible by strengthening the capacity of available resources. The attitude / disposition factor is that the attitude of the implementers of basic service programs, especially the implementers in the Subdistricts and Villages, still needs to be empowered from aspects of loyalty, integrity and commitment to the program in order to minimize the deviant behavior of the program. still rigid, not flexible about changes and not yet a customer perspective. The findings of this study are: 1) the socio-economic factors of policy users; and 2) the implementor's trust factor in the government.

To overcome the lack of resources for program implementation, the Regional Government can create, innovate in extensification especially in funding, the Regional Government can only apply the patterns of "Public Private Partnership". The task of the Regional Government is not only service but more important is increasing competitiveness its citizens so that to realize the effectiveness of regional mandatory programs, the Regional Government can try patterns of collaboration between institutions or even more broadly with the pattern of "intergovernmental networks". Local government needs to strengthen institutional capacity at the level of individuals, organizations and systems, and revitalize the functions of supervisory institutions (internal and external) that have been weak. Service program management needs to be carried out purely, because with pure management it will guarantee that all programs are realized effectively and efficiently (POAC / PDCA instruments). And there is a need to rearrange regional device organization (OPD) bureaucratic structures to be more "flat" so that they are easier to coordinate. .

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