THE MODEL OF IMPLEMENTATION POLICY FOR REGIONAL SPATIAL PLANNING IN ENREKANG REGENCY

Sulviah, Rakhmat, Hamsinah, & Gita Susanti
Public Administration, Faculty of Social and Political Sciences
Hasanuddin University
INDONESIA

ABSTRACT

This study examines the problems encountered in the scope of regional spatial planning by discussing from the perspective of policy implementation theory so that this study finds a model of implementation of regional spatial planning policies in Enrekang. This research approach is descriptive by using a type of qualitative research that aims to analyze the findings in the field based on concepts or theories. Research refers to an interactive model of data collection or data collection with data analysis which includes data reduction, data presentation, and conclusion drawing. The results of the study show that the implementation of programs and activities has not run optimally leading to the Regional Spatial Plan (RTRW) in Enrekang Regency due to a standard operating procedure not being established so as to cause changes in the work environment for employees in this matter which is an obstacle for the implementer this research formulates a conformity model of policy implementation, namely a model that emphasizes the effectiveness of the program's spatial planning program policies and program suitability benefits with the regional apparatus implementing organization.

Keywords: Model, Policy Implementation, Spatial Plan.

INTRODUCTION

The importance of an optimal and appropriate spatial layout in accordance with the direction and can utilize the existing space is very important for the community, Enrekang Regency geographically has regional characteristics consisting of two, namely: first; Mountainous region, and second; the land is undulating, so that it needs proper consideration to make a policy so that no impacts that result in economic, social and environmental problems, spatial planning of the right target areas aims to prosper the people, use existing land wisely without sacrificing the needs of future generations . (Namdeo et al, 2014). The spatial plan in Enrekang Regency in 2011-2031 states that the purpose of spatial planning is to realize a safe, comfortable, productive and sustainable space, through: the realization of harmony between natural and artificial environmental goals and objectives, the realization of integration in the use of natural resources with regard to resources human power, the realization of the protection of space functions and the prevention of negative impacts on the environment due to the use of space. More specifically, the objectives of the spatial planning of Enrekang Regency are to realize the regency space that meets development needs by always being environmentally sound, efficient in investment allocation, synergizing and can be used as a reference in the preparation of development programs to achieve public welfare. Spatial planning cannot be done partially but must be done in a planned and sustainable manner (Campbell, 1996; Tahir et al, 2016). For this reason, three planning documents for the development of regional spatial planning have been compiled so that spatial planning can be carried out systematically. The three documents are the Regency Capital City Spatial Detail

Plan, the zoning plan for agricultural and plantation areas, as well as zoning plans for industrial zones.

Settlement is one of the basic human needs. The government is obliged to provide access to the community to be able to obtain habitable, prosperous, cultured and socially equitable settlements (Roseland, 2012). The development of these settlements includes the development of urban basic infrastructure and facilities, affordable settlement development, especially for low-income communities, land management processes, urban economic development, and the creation of socio-cultural in urban areas (Pugh, 2000).

In the implementation of the regional spatial plan policy the settlement area - the problem that arises is the communication between policy makers towards the implementor does not know what to do (Scott, 2006). What has become the policy objectives and targets must be transmitted to the target group so as to reduce implementation distortions. If the goals and objectives of an environmental policy are not clear or even unknown at all by the target group, then there is a possibility of resistance from the target group. (Lafferty & Hovden, 2003). In terms of resources, Enrekang Regency is still so limited that although the contents of the policy have been clearly and consistently communicated, but if the implementor lacks the resources to implement the policy, then the implementation will not be effective. These resources can be in the form of human resources, namely the competence of the implementor, and financial resources, or even equipment. Without the support of resources, a policy is only a document exposed on paper.

Disposition in policy implementation greatly influences the character and characteristics possessed by the implementor, but in terms of commitment, honesty, the existence of a democratic nature is still minimal in the Enrekang Regency government. If the implementor has a good disposition, then he will be able to carry out the policy properly according to the wishes of policy makers. But on the contrary the policy implementation process will become less effective if the implementor has a different attitude or perspective from the policy makers, the low commitment and honesty of the apparatus raises various corruption cases that have an impact on the achievement of policy objectives (McLaughlin, 1987).

Implementation research focuses on the consequences of public policies that have been promulgated as laws or other authoritative laws. Therefore policies can also be accepted at the operational level as a form of providing public services and strengthening regulations to citizens. Bureaucratic structure, policy implementation has a very significant influence on policy implementation. One of the important structural aspects of any organization is the existence of a Standard Operating Procedure. SOPs become guidelines for every implementor in acting. Organizational structures that are too long will tend to weaken supervision and lead to red-tape, namely complex and complex bureaucratic procedures. This in turn causes organizational activities to become inflexible. This is one of the problems in the scope of regional government.

The importance of doing this research, related to the implementation of the regional spatial planning policy in development planning in Enrekang Regency is to describe and analyze clearly the problems that exist within the scope of regional spatial planning. policy is the direction of action that has the purpose set by an actor or a number of actors in overcoming a problem or a problem. We consider this policy concept appropriate because it focuses on what is actually done or intended. Besides this concept also distinguishes policies from decisions that are choices in various alternatives. Based on the description of the phenomenon

above, the purpose of this study is to find a model for implementing the spatial plan policy in Enrekang.

RESEARCH METHODS

This research approach is descriptive by using a type of qualitative research that aims to analyze the findings in the field based on concepts or theories. This research was carried out in Enrekang Regency specifically in the Department of Housing, Settlements, and Spatial Planning. The choice of this method is based on the consideration that the data to be produced is a description and depicts a more complex social reality in such a way to become a concrete social phenomenon. Data collection techniques include steps of observation, interviews, and documentation. The informants in this study, namely: Head of Enrekang Regency Regional Development Planning Agency, Head of Public Works Office / Head of Spatial Planning Office of Housing, Settlements, and Spatial Planning of Enrekang Regency, Head of Program Sub Department of Housing, Settlement and Spatial Planning of Enrekang Regency and Commission III of the Regional Representative Council of the Enrekang Regency. Qualitative data analysis in this study was carried out by referring to interactive models of data collection or data collection with data analysis.

RESULTS AND DISCUSSION

The implementation model The regional spatial planning policy, especially in Enrekang Regency, is inseparable from the concept put forward by experts that the success of a policy that is implemented depends largely on several factors. These factors are the parts that determine the success of the implementation process of a policy. Factors that determine the implementation of a policy in question are (1) formulation and policy design, (2) inter-organizational relations, (3) bureaucrat street level, (4) these factors then lead to the results of policy implementation in the form of outputs and outcomes based on the goals and objectives of the policy.

Policy Formulation and Design

Various views state that policy design affects the implementation process and results in various forms. In addition, the root causes of implementation can basically be found since the beginning of a policy in the formulation. Therefore the main issue in relation to policy formulation and design is how to eliminate distortions from a policy. The trick is to make anticipatory efforts. The Enrekang Regency Government in the framework of reducing distortion in the policy formulation process at the regional level did not take place well because the formulation process involved different parties with those formulating the Law at the central and regional levels. Budget limitations and the priorities of different work programs are one reason for frequent distortions in policy formulations that have been formulated from the center.

An important aspect to be considered in the context of policy formulation and design is how the assigned implementor is able to share responsibilities that will give birth to the implementation structure. Is the structure used is simple enough so that supervision of the road The regional spatial planning policy at the organizer level can be more effective. The impact arising from policy making is inappropriate as stated by (Elmore, 1987; Goggin et al, 1990; May, 1993; Stoker, 1991) cause difficulties in implementation, especially in terms of unclear objectives and complexity of the implementation structure. Policy making at the Enrekang Regency government level which only focuses on a number of key indicators

The regional spatial planning policy and other indicators are only implemented in an anticipatory manner can cause difficulties for institutions that should supervise and coordinate policy implementation. The Office of Housing, Settlements, and Spatial Planning of Enrekang Regency, Enrekang Regency should be able to develop plans and strategies that can accommodate two policy sources, namely policies from the center and from within the Enrekang Regency government.

Regional spatial planning policies at the regional level can be stated that political actors have very little influence because the form of policy issued by Enrekang Regency Head is only Regional Regulations that focus more on the Main Office of Housing, Settlements, and Spatial Planning in dealing with regional spatial planning policies throughout Enrekang Regency area. The influence of actors, especially from the politicians (legislative), is more during the preparation of the budget and supervision of programs related to the spatial planning policy. Thus the influence of political actors is not significant unless it controls the implementation of the Regional Spatial Planning Policy issued by the Regent.

On the other hand, efforts to grow the commitment of the implementors towards policy objectives are needed in policy implementation. Growing commitment of the organizers The policy of regional spatial planning in Enrekang regency is difficult because there are still many organizing units and related institutions that do not fully understand the importance of organizing regional spatial planning policies. The organizers who are related are still more in efforts to improve in the internal organization in order to meet the performance targets of each agency.

Actions are expected from the Regency government to design policy mechanisms and procedures so that it is easier for the implementers to implement policies. In addition to the provision of incentives, it is expected that it will generate motivation for the implementers in carrying out the intended policy. Unfortunately, until now the mechanisms and procedures related to how to implement the Regional Spatial Planning Policy have not been compiled. Usually made in the form of standard operating procedures (SOP), technical instructions, and implementation instructions. At the Regency government level, the condition of lack of SOPs, technical guidelines and operational guidelines is still the same as the policy at the top level government level.

Associated with perceptions between policy makers and groups that are important target groups / targets in terms of success in policy implementation. Local governments should build the same perception so as to form a shared commitment especially understanding each other's roles so that harmonization can be created.

Inter-organizational Relations
Policy implementation requires institutions that are able to transform targets and targets into something that is able to be a solution for the target of the policy. But it should be noted that the success of policy implementation is also inseparable from the establishment of good relations between organizations, especially those who are partners in implementing policies. Enrekang Regency Government as the institution responsible for the implementation of the Regional Spatial Planning Policy in the region is obliged to accommodate the cooperation process. Implementation The regional spatial planning policy in Enrekang Regency in its implementation in the field faces many obstacles mainly due to two factors. First, between the central government, the provincial level and the Enrekang Regency government itself. Although it has a hierarchical authority relationship in the context of the policy of organizing

policies for regional spatial plans, the level of coordination among them is still very lacking. The central government has only received inputs from the local government regarding the obstacles that were obtained during the implementation of the field reported in plenary meetings which were only conducted at least once a year, so that for the follow-up it still needed a process that was not short and resulted in the handling process also not can be implemented properly.

In addition, in terms of organizing the affairs of the regional spatial planning policy at the Regency level, each relevant agency has its own authority limits. So what happens is that the relationship between levels of government is more not a command line but a coordinative line. This condition has weaknesses which can result in ineffective Provincial Government policies in its implementation.

The relationship between government agencies in Enrekang Regency has not been well established. Each agency still feels its work program in the Spatial Planning Sector sector is more important than having to deal with other sector policies / programs. Especially with regard to the use of the budget, it is often a factor inhibiting the establishment of a coordination mechanism to succeed in the spatial planning policy. This has resulted in a regional spatial planning policy that does state that the implementation of the policy of regional spatial planning policies is inseparable from collaboration between agencies that are related to achieving the goals and objectives of the regional spatial plan.

In addition, other reasons for the reluctance of other agencies to collaborate with the Department of Housing, Settlements, and Spatial Planning of Enrekang Regency in implementing the Regional Spatial Plan Policy because the financing forms used by the Enrekang Regency Government were not in the form of joint financing allocations or joint programs funding should not be used if not together with other SKPD. If it continues like this, then each agency will continue to design its own program with its own objectives (Winter, 2003). A rather interesting suggestion is offered by Winter (2003), where he suggested that to encourage collaboration between organizations, the following methods were carried out: (1) how to make different targets from other organizations involved in policy implementation equated with goals and in perspective, (2) overlapping in broad interests and priorities must be minimized, (3) all aspects of implementation, differences in organizational perspectives must be shared through policy objectives. Organizations that are related to policy must be given attention and involved to participate and share interests in the results that may be achieved.

To understand why collaboration between organizations in implementing the Regional Spatial Planning Policy in Enrekang Regency has not been well established, it can be analyzed from the point of view that, this occurs because: (1) organizational differences also have different objectives and perspectives in interests and priorities, (2) reluctance to get involved because of the reasons for many obstacles or challenges in implementation so that there are many considerations to be involved (Ostrom, 1990).

Street-Level Bureaucracy
Referring to the opinion of Lipsky (1980), that Street-Level Bureaucracy is a public service worker who interacts directly with citizens in a task, and they have a discretionary substance in carrying out their work. Based on the opinion of Lipsky (1980), it can be concluded that Street-Level Bureaucracy has a strategic role in the success or failure of a policy implemented. The ability of the implementor to divide the task if the existing structure still

creates a burden because it has not been well coordinated the functions and programs of each institution becomes a separate issue. It is undeniable that the success or failure of the policy implementation process is highly dependent on the implementers directly from the policies implemented which experts call them Street-Level Bureaucracy known as implementors. Direct implementers such as employees who go directly to the community who are directly related to the target of the intended policy (target group) in this case the community.

A good understanding is needed regarding the contents of the policy, high motivation, good competence, appropriate control mechanisms, fair incentives, freedom and autonomy and discretion given to them in carrying out policies / programs, how to foster a sense of belonging from policy this involves their involvement in developing agendas and targets or targets to be achieved from the policy, the role of leaders in shaping reliable implementers in implementing policies and delivering messages from policy (delivery), as well as how to evaluate the performance of the implementers (outputs and outcomes) are factors that deserve attention if you want a policy to be effectively implemented.

In implementing good regional spatial planning policies in Enrekang Regency, it was revealed that the level of motivation of the Street-Level Bureaucracy in implementing implementation policies The regional spatial planning policy was quite high, especially in the framework of the interests of the organization and in interacting with the Community. Control from the leadership is quite strong, especially in motivating the implementers in the field to remain able to carry out their main duties and functions. The leadership builds a tiered control mechanism and lines of coordination to subordinates. Likewise there are standards or targets that always evaluate the level of achievement.

The high motivation of the implementers is not enough if it is not accompanied by the required competency qualifications. According to Lipsky (1980), the Street-Level Bureaucracy or front line workers are the parties who have the most significant opportunities to influence policy implementation. It is they who are responsible for the implementation of various activities charged by government organizations. In fact, according to Lipsky (1980) these implementers are actively producing outcomes from the policies implemented. In implementing the Regional Spatial Planning Policy, each executive staff should be given freedom (discretion) but the discretion is adjusted to the authority they have or their main duties. In the preparation of the output and outcome measures of the policy the implementers are also involved such as local community leaders. According to Winter (2003), the discretion given by policy implementers also influences policy, in this case how the principals of the executors were able to supervise the discretion practiced by the implementers in the field, where the discretion they expected and practiced were not influenced primarily by politicians.

In achieving predetermined targets, the leaders in each implementing agency of the Regional Spatial Planning Policy are expected to play a role in addition to providing direction as well as providing education and training. It's just that based on the information that has been collected by the training needs of employees in the field regarding the policy of regional spatial planning, not many people have done it. This is due to the lack of budget from the Enrekang Regency Government to provide training to these employees. Through the education and training provided, it is expected that the employees will gain knowledge and knowledge with sufficient competence because they have understood the details of the task as the implementor in the area of the Regional Spatial Planning Policy. Thus it can be concluded that policy implementers in the field generally do not meet the required qualifications or

competency standards. Why is education and training important because according to Meyers and Vorsanger (2003), the decision on the actions taken by street level bureaucrats is influenced by many things including trust, training, procedures and even norms.

Based on the results of this study, it is clear that the policy implementation model used by the Office of Housing, Settlements, and Spatial Planning of Enrekang Regency in implementing the Regional Spatial Planning Policy initially led to a centralized policy model or better known as the Top Down model. This implementation model is a first generation approach model that focuses more on the rational model that contains the idea that implementation is to make people do what they are told and control the sequence of stages in a system. This is illustrated by the initial process of formulating policies made by the central government in achieving national goals in the Regional Arrangement and the dream of realizing a good regional arrangement reflected in the birth of the Law No. 26 of 2007 concerning Regional Arrangement.

Implementation Model This top-down policy focuses on the tasks and functions of the bureaucracy that implement policies that have been decided politically. This is very illustrated by the inclusion of the Regional Structuring program into one of the goals of the president's "Nawacita" and a discussion in the Indonesian House of Representatives. This Top-Down approach also prioritizes rationality and emphasizes the definition of policy objectives determined by the central government. So it is believed that implementation really requires a top-down control and communication system and resources that can carry out the implementation tasks.

The amount of confidence in strict control in the organization continues, until the idea emerges that the successful implementation of policies must be controlled in a military style that has strict authority lines, norms that will be enforced, policy implementers will carry out what is requested and ordered, there must be communication internal and external intensive in a long time without any time pressure.

However, the top-down structuralist theory always fails to explain the fact that policy implementation at the operational level is difficult to implement exactly the same as the policy when it was made. The full implementation process with unexpected things requires sufficient resources for implementation, while the existence of the situation on the ground is full of limitations. This condition is evident from the difficulty of achieving the goal of the Indonesian government in safeguarding Regional Arrangements as long as the Law on Law No. 26 of 2007 concerning Regional Arrangement. Most cases, policies with incremental changes will usually get a lot of support; or vice versa, if the policy requires radical change, the opposition between actors will also be high so that it will hamper implementation. Therefore if you want a policy to be implemented properly, then it is better with marginal changes that occur incrementally. Policy cases with high rates of change and high support; or vice versa, policies with a low rate of change but lack of support are generally rare. Like the Law Implementation Act No. 26 of 2007 concerning Regional Arrangement, for example, the policy governing the Regional Arrangement demands major changes, both in terms of achievement objectives, but this large demand lacks support from implementers in the field due to the many factors that remain obstacles.

Acceptance or consensus on policy objectives is considered important because the implementers who will determine the success or failure of the policy to achieve its objectives, for that they emphasize the importance of implementing the implementor in the policy

making process. Although the models proposed by Van Meter and Van Horn emphasize the importance of implementing the implementor in the preparation of policy objectives, their approach is categorized as a Top-down model approach, this is because they say that the standards and objectives of the policy are communicated to the implementor through an inter-organizational network, or in other words , the most important thing is that the implementers understand and agree to the goals and standards that have been set, not to determine the goals and standards.

The development of existing implementation theories such as the Top Down model has many weaknesses in the process of implementing policies made by the central government. Where according to Grindle (1980), the success in the implementation of the Top-down model policy depends on the clarity of the command and how to supervise the boss to subordinates. Central government efforts to achieve the objectives of Law No. 26 of 2007 concerning Regional Arrangement has been assisted by the making of Regional Regulation No. 04 of 2011 concerning regional spatial plans that determine the main tasks of the Office of Housing, Settlements, and Spatial Planning of Enrekang Regency is to support the government in realizing the ideals of Regional Arrangement.

Stakeholders This Regional Arrangement has a hierarchy composed of the central government, the provincial government and the Regency / city governments. Where the policy formulation to achieve the objectives and strategies to be carried out is carried out at the central government level while the provincial and Regency levels only provide input and report on conditions in the field. The rational model of the Top-down point of view this perspective is too focused on the point of view of policy makers. That by providing the prerequisites for the successful implementation of an implementation that has been carefully calculated and analyzed by high level bureaucracy policy makers and implementers, the policy by itself will be more successful in its implementation.

This approach forgets the role of lower-level implementers who in fact play more roles. In addition, this perspective approach to implementation issues will only be limited to space and time and similar problems. Whereas, as is known about variations in the problem, the spatial plan policy has a wide scope, as well as different government spaces and times, this will also make a difference in the way of solving the problem.

Factors that influence policy implementation
This study shows the factors that influence the implementation of the Enrekang Regency spatial plan policy include the interests of the group where the participation of the community as the target group is still lacking so that it has obstacles in its implementation in the field, namely the lack of active community to implement spatial planning policies carried out by the government, and the benefits resulting from the policy have not provided a positive impact on spatial planning.

The types of benefits from the results of the achievement of the targets specified in general have not met the targets in accordance with the plans set, including the lack of shared views of all stakeholders on the importance of the Regional Spatial Plan. The degree of change appears to be a change in the attitude of society towards a better direction, but for programs that expect fundamental changes in the community in the long run will be difficult to implement. The degree of this change is seen when a program is being implemented. The program is said to be going well if there is a change in people's behavior, where they respond positively in addressing the program itself.

The position of decision making is a decision-making process carried out by deliberation involving all interested parties, namely the community and the government, but in practice, there tends to be an organizational interest that is a priority so as to cause differences in views and thoughts in decision makers that ultimately encourage imperfections in the implementation of the policy.

The implementation of programs or activities that have not run optimally leads to the Regional Spatial Plan in Enrekang Regency due to the fact that a standard operating procedure is not established so as to cause changes in the work environment for employees in this matter which is an obstacle for the implementers.

Human resources, in terms of effectiveness and efficiency in implementing regional regulations on Regional Spatial Plans (RTRW) will be constrained to achieve maximum results in accordance with the objectives and time set due to the ability of the staff to greatly influence the final outcome of the policy, what is expected of public policy performance will be difficult to achieve, other than that Lack of well-trained personnel or human resources becomes an obstacle to the implementation of policies for the benefit of the general public. For the factors of Implementation Context according to Grindle's Theory (1980), which consists of the power, interests and strategies of the actors involved, the characteristics of institutions and authorities, and compliance and responsiveness do not significantly influence the implementation of Spatial and Regional Planning Policy in the Regency Enrekang.

CONCLUSION

The results of the study show that the implementation of programs and activities has not run optimally leading to the Regional Spatial Plan in Enrekang Regency due to a standard operating procedure not being established so as to cause changes in the work environment for employees in it which is a barrier for the implementers. For the factors of the Implementation Context consisting of Power, interests and strategies of the actors involved, Characteristics of institutions and authorities, and Compliance and responsiveness do not significantly influence the Implementation of Spatial and Regional Planning Plans in Enrekang Regency. The implementation model of Enrekang Regency's Spatial Planning Policy from the results of the study found a model of policy implementation conformity, a model that emphasizes the effectiveness of the spatial plan program policies and program suitability benefits with the regional apparatus implementing organizations.

REFERENCES

Campbell, S. (1996). Green cities, growing cities, just cities?: Urban planning and the contradictions of sustainable development. Journal of the American Planning Association, 62(3), 296-312.

Elmore, R. F. (1987). Instruments and strategy in public policy. Review of Policy Research, 7(1), 174-186.

Goggin, M. L., Bowman, A. O. M., Lester, J. P., & O'Toole, L. J. (1990). Studying the dynamics of public policy implementation: A third-generation approach. Implementation and the policy process: Opening up the black box, 19-38.

Grindle, M.S. (1980). Politics And Policy Implementation In Third World. Princeton: Princeton University Press.

Lafferty, W., & Hovden, E. (2003). Environmental policy integration: towards an analytical framework. Environmental politics, 12(3), 1-22.

Lipsky, M. (1980) Street-Level Bureaucracy: The Dilemmas of Individuals in Public Service, New York, Russell Sage Foundation.

May, P. J. (1993). Mandate design and implementation: Enhancing implementation efforts and shaping regulatory styles. Journal of policy analysis and management, 12(4), 634-663.

McLaughlin, M. W. (1987). Learning from experience: Lessons from policy implementation. Educational evaluation and policy analysis, 9(2), 171-178.

Meyers, M. K., & Vorsange, S. (2003). Street-level bureaucrats and the implementation of public policy. In Handbook of public administration, ed. B. Guy Peters and Jon Pierre. London: SAGE.

Namdeo, A., Tiwary, A., & Dziurla, R. (2014). Spatial planning of public charging points using multi-dimensional analysis of early adopters of electric vehicles for a city region. Technological Forecasting and Social Change, 89, 188-200.

Ostrom, E. (1999). Institutional Rational Choice: An Assessment of the Institutional Analysis and Development Framework. In Paul A. Sabatier, ed. Theories of the Policy Process, 35-71. Boulder, Colo: Westview.

Pugh, C. (2000). Squatter settlements: their sustainability, architectural contributions, and socio-economic roles. Cities, 17(5), 325-337.

Roseland, M. (2012). Toward sustainable communities: Solutions for citizens and their governments (Vol. 6). New Society Publishers.

Scott, M. (2006). Strategic spatial planning and contested ruralities: Insights from the Republic of Ireland. European Planning Studies, 14(6), 811-829.

Stoker, R. P. (1991). Reluctant partners: Implementing federal policy. University of Pittsburgh Pre.

Tahir, M. M., Nahruddin, Z., & Ekawaty, D. (2016). Adaptive Governance: Implementation of Green Open Space Program. Official Publisher, 2.

Winter, S. C. (2003). Implementation Perspective: Status and Reconsideration. (Chapter 16) In Handbook of Public Administration, ed. BG Peter and J Pierre. London, Thousand Oaks, CA and New Delhi: Sage.