

# “THE GOVERNMENT POLICY CAPACITY: IMPLEMENTATION OF POPULATION ADMINISTRATIVE SERVICES IN VILLAGE GOVERNMENT”

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## ABSTRACT:

The policy capacity is one of the fundamental concepts in public policy even though this statement considerable disagreement. Disharmonious and not optimal of institutional management governance becomes a challenge as well as an opportunity for increasing the capacity and make innovation for village government administrators. Therefore, this paper aims to analyze the policy capacity of village government policies in the implementation of population administration service in Indonesia village government. Method of analysis using a qualitative descriptive approach and the data collection techniques were carried out through primary and also secondary data, interviews and observations studies by the process of reduction, verification and then conclusions. The finding reveals that policy capacity has a very strong correlation with public services or population administration. So that understanding the implementation of policy capacity requires the level of resources and capabilities which include individuals, organizations and systems and is supported by skills and competencies. In addition, these results also could be contributed to encouraging the ideal village government policy capacity, by increasing the level of resources and capabilities, skills and competencies in the village government in Indonesia.

## Keywords:

*Government Policy Capacity, Public Services, Population Administration*

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## INTRODUCTION

The government activity is the capacity of the 'steering' level, through which all other aspects of policy capacity may be shaped. The government activity is the capacity of the 'steering' level, through which all other aspects of policy capacity may be shaped. One of implementation the concept of decentralization in the administration of a country's government is the integration of village government, public services and local self-government into three important dimensions that are in line with good governance. In fact, the village government as the vanguard of public services that directly touches the community requires a response to developments, changes and dynamics of society. This is one of the important factors in realizing the village as a base area for

public services in the context of an autonomous region that regulates its own government or as it has been known as local self government. In principle and ideal concept, village government has a position and context of local self government as a logical consequence of the concept of decentralization in the administration of a country's government. Thus the integration between village government, public services and local self-government becomes three important dimensions that are in line with good governance.

Nevertheless, the three dimensions described above will not be able to run as desired if the capacity of village government is still not optimal. In this case, the capacity of village government does not only look at the aspects of success in terms of the apparatus, system or available resources, but the government capacity

which is an important part of what is done is policy capacity. Encouraging the emergence of policy capacity is a necessity as well as being the main agenda due to the increasingly complex issues that must be addressed (Wu et al., 2015). This is because through policy capacity the ability of government to make smart choices can be made (Lemos & Agrawal, 2006) and to consider and assess the implications of available policy alternatives (Bakvis, 2000) in an effort to utilize knowledge for policy action (Parsons, 2004). Thus, we are of the opinion that the ideal public service will be created through the capacity of government policies that are able to have an impact and benefit for all society.

Population administration services in Indonesia provided by several village offices include administrative services for making identity card and family card. Certificate of incapacity, cover letter for the birth certificate, cover letter for a death certificate, cover letter for a divorce certificate, cover letter for a marriage certificate, and marriage cover letter, Cover Letter for Moving or Domicile. In the previous observation, one of the districts in Indonesia where is in village government policies in the implementation of population administration services in South Lampung Regency as the locus of this research still encounters various problems such as not optimal traditional institutional governance and an imbalance between the roles of apparatus in the implementation of village governance. These various problems in their implementation will result in less than ideal public services. Research on policy capacity in the context of public services has been carried out by several researchers such as Bakır & Çoban (2019) who discussed the capacity of organizational policies in dealing with financial conditions in Turkey. This argument line with Lindquist (2018) about the government's ability to accommodate resources in an environmental context. governance, furthermore Laforest (2018) analyses the challenges and opportunities for governance in

policy patterns and transformation. From a different perspective Burka et al (2017) see how support is in building professional public policies and services, Carson & Wellstead (2015) regarding the risk of policy capacity and policy actions or actions taken by the government.

Most of the studies that look at policy capacity in some issue, where policy capacity as a strategy, limitations and assessments are carried out by Bishop (2013) who analyze how policy strategies are able to see expansion through a substantial policy capacity based on current conditions. Williams (2012) also seeing the limitations of policy capacity has a significant influence on regulatory reform. Baskoy et al. (2011) which discusses the assessment of policy capacity from the perspective of ministerial institutions at the central government level. In the discussion of previous studies, it has been described a very close relationship, although most of the scholar related policy capacity in the context of the implementation of population administration services has not been carried out in-depth. Therefore, this study aims to observation and analysis policy capacity as the dominant keyword and see to what extent the village government regency. This is able to have a positive impact and on the other hand the context of implementing public services is an integrated part and becomes a fundamental domain of village government.

## LITERATURE REVIEW

Policy capacity currently is a growing discussion as a critical issue, due to the government is required to be able to deal with increasingly complex problems. The complexity of the problem is increasing along with many contemporary policy problems. This was compounded by rising public expectations which in turn presented an unprecedented challenge to government capacity. This goal is expected by the community is that the government makes and

implements effective policies. According to the perspective of Public Management, Moore (1995) proposes concept the "strategic triangle" as an important element in the effective management of public sector institutions, there are: 1) public value, 2) legitimacy and support, and 3) organizational capacity. However, there is also consensus on the concept of policy capacity being limited to the capacity of the government or public services, or it is expanded to include the non-governmental and private sectors. The concept of policy capacity should cover the nature and quality of derived resources from a public management perspective (Wu, et al, 2017). Thus, Fellegi (1996) explains in more detail that the concept of policy capacity must cover the nature and quality of available resources to review, formulate and implement policies, as well as practices and procedures with the mobilization of resources used by the community. Government services to the non-government sector and society as a whole are an assessment of the extent to which 'governance capacity' differs from 'policy capacity' (Howlett& Ramesh, 2015).

The policy capacity perspective is defined by (Parsons, 2004) as a function of 'weaving' modern government, in this case the ability to

integrate various organizational interests with the aim of forming a coherent policy structure. In a different context, (Holmberg & Rothstein, 2012) emphasizes the importance of several systemic and structural prerequisites as part of good governance, including honesty, rule of law, trust and social legitimacy, as the main components of policy capacity as well as how to communicate and management strategies. conducted by stakeholders (Howlett, 2009). Therefore, policy capacity as the ability to accumulate the resources needed to make intelligent collective choices, in particular for setting strategic directions, for the allocation of scarce resources for public purposes (Painter, M., & Pierre, 2005) and in a broader perspective suggest that policy capacity must include the ability of the government to implement the preferred choice of action and decide it efficiently (Davis, 2000)

This study adapts the context of the policy capacity proposed by Moore (1995) and Wu et al (2015) as an instrument of discussion analysis that sees two perspectives or dimensions, namely skill levels and resources. The policy capacity framework is shown in Table 1.

<b>Resource and Capability Level</b>	<b>Skills and Competencies</b>		
	<b>Analysis</b>	<b>Operational</b>	<b>Political</b>
<b>Individual</b>	Individual Analysis Capacity	Individual's Operational Capacity	Individual Political Capacity
<b>Organization</b>	Organizational Analysis Capacity	Organizational Operational Capacity	Organizational Political Capacity
<b>System</b>	System Analysis Capacity	Operational System Capacity	Political System Capacity

**Table 1. Policy Capacity: Skills and Resources**

Policy capacity includes two main dimensions, namely the level of resources and capabilities as well as skills and competencies in table 1 above, respectively, namely individuals, organizations and systems, while skills and competencies include analysis, operations and politics. So that it creates nine output characters and basic types of capacities related to policies. If it is related to the context of population administration services, the policy capacity which includes skills and resources has an important position and role so that conducting analysis in this two-dimensional perspective is a necessity as the main instrument of this research.

## METHODOLOGY

This work uses the research method of the case study, which is considered the most appropriate in providing answers to the question 'How?' and 'Why?' and to explaining contemporary events over which the researcher has little control (Rowley, 2002; Loureiro, 2020). In more specific terms, it develops a multiple-case study, aiming to understand and compare different cases in a historical perspective.

More specifically, this study develops cases that aim to understand and analyze real conditions and provide analysis of these cases. A qualitative descriptive approach is used to analyze the reality and facts in the field to get understanding and interpretation. The research was carried out in the period January 2019 to September 2019 with research locations in several villages in South Lampung Province. Data collection techniques through observation and interviews conducted directly with key informants. The key informants as main participants selected based on purposive sampling technique, which fulfills the criteria are required. Based on several criteria and the determination of respondents as informant participants have selected on certain considerations. In addition, data

collection is obtained through various documentary searches related to research such as journals, print and electronic media. Qualitative data analysis was carried out through the stages of reduction, verification and conclusion (Miles et al., 2014). Meanwhile, the secondary data in this study were obtained through searching data relevant to this study from various kinds of literature such as journals, books, print and electronic media. The data is analysed and described in the form of narrative data. Furthermore, qualitative data analysis begins with data collection by interviewing participants by studying various documents related to the object of research. In the next stage, the researcher interpreted and reported the results of the study simultaneously. All information obtained from informants is processed, both orally and in writing. At the end of the stage is a comprehensive data analysis.

## RESULT AND DISCUSSION

### 1. *Resource And Capability Level: Individuals, Organizations and Systems*

Based on the observation and as explained in the previous section, policy capacity is an entry point in the implementation of village governance especially in the context of population administration services. And related to the level of resources and capabilities in an individual context, the results of the study show that there are still obstacles to human resource competence, especially in mastery of technology as stated by informant A as follows:

*The competence of human resources in the villages of South Lampung Regency still needs to be improved, therefore we often hold training for apparatus, especially those in charge of population administration services, it is hoped that the capacity of the apparatus will increase,*

and services can be realized properly (Interview, 05 March 2019 )

The results show the capability of the apparatus are able to innovate can be seen from the simple application of population administration services. As conveyed by one of the informants that for population administration services such as making cover letters for making Identity card and Family card, Certificate of incapacity, cover letter for birth certificate, cover letter for death certificate and so on, Margorejo Village and several villages in South Lampung Regency have used the application. electronic-based public administration services, although still very simple. The following is the Flow of Village Population Administration Services (Figure 1):

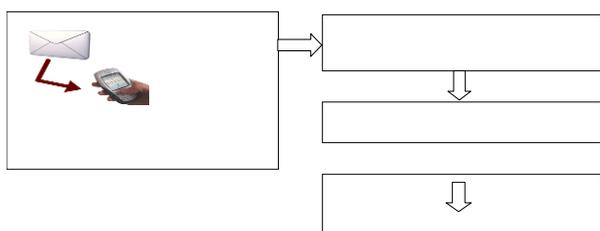


Figure 1. The Flow of Population Administration Service on Village

The initiative of the village apparatus to create a population administration service application aims to provide convenience to the community and in an effort to build effective and efficient village governance (Wu et al. 2015)

*In practice, people who need a certificate and so on, just send an sms and or send an email to the village email by writing the Indonesian citizen identification number and what kind of need is then followed up by the village operator to make it*

*up, so the community only has to come to the village office to collect the letter directly. (Interview, 10 March 2019).*

Based on the results of the interview with main participant, it can be explained that several villages in South Lampung Regency even though in the midst of limited competence have been able to innovate services by implementing an electronic-based population administration service system even though it is still simple and needs development. Therefore, the benefits of this simple application can directly be felt by the community, showing that the capacity of village government policies in South Lampung Regency is quite good even without using the internet and can be directly accessed by village operators for follow up. The implementation of the application of population administration applications in several Village, Jati Agung District, South Lampung Regency has a positive impact on the community, as the results of an interview with main informant one of a Village resident, are as follows:

*Services via SMS and e-mail for making population documents are useful for us as villagers, because in terms of time it is fast and there is no need to wait long at the Village Office, we send an SMS today, tomorrow morning we just have to come and immediately be given the letter by the village apparatus . (Interview, March 2019)*

In line discussion about policy capacity, according to interview result from participant above, it can be interpreted that the SMS and email applications can be used by the community because their use is very simple and easy to do because they only use cellphones as a medium of communication between residents and village officials. Furthermore, the results of study from an institutional or organizational perspective show that the implementation is still not implementing modern management, this can be seen from the results of research which show that Village Social

Institutions and activists in several villages in South Lampung Regency in general still work mechanically, namely only ensuring activities. routine is carried out. There is not much evidence to show that they have made efforts to increase awareness and empowerment of village communities. If anything, empowerment is often narrowly understood as short training with conventional material. The topics given often intersect with economic enterprises and do not really lead to the goal of village independence. In Indonesia, particularly in Lampung Province, policy capacity also includes Village Community Institutions or namely as LKD in Regulation of the Minister of Home Affairs No.18 year of 2018 stated that concerning Village Community Institutions and Village Traditional Institutions which means a forum for community participation, as a partner of the Village Government, to participate in planning, implementation and supervision of development, as well as improving village community services.

Referring to the duties of the Village social institutions described in article 94 paragraph 3 of the Village Law and article 150 paragraph Government Rules of 43, which uses the pattern of relationships between social institutions and village government is partnership, consultative and coordinative, the tasks that can be carried out by village community organizations include:1) Empowering the Village community, namely efforts to increase the dignity and dignity of the layers of society who are in a condition unable to escape from poverty and become independent of the community 2). Participate in development planning and implementation. This can be done starting from development plans since before the village deliberation (pre-village deliberation) is held, which is when data is collected from all elements of society, which are then submitted in the village deliberations.3) actively carry out village development carried out during the development stages until completion, and also plays a role in reporting village development and

its accountability. 4) Improve village community services. As an institution that accommodates the aspirations of the community, village community organizations can also play a role in improving village community services by the village government as the implementation of activities and programs in the village. This certainly uses a coordinative pathway between village community organizations and village government.

## **2. Policy Capacity: Skills and Competencies (Analysis, Operations, Politics)**

The results of this study find findings that show that in Indonesia, the apparatus as the spearhead of population administration services at the village level has an important role, therefore the capacity of government policies used to encourage the skills and competence of apparatus who have the ability to balance institutional relationships in the administration of village governance. However, the research results show that there is still a problem of disharmony between the village head and the village consultative body as two village-level institutions.

This study also found that the implementation of actor interaction supported by checks and balances is an important factor in the success of public service innovation governance. In this case, the government function is carried out by the village government and the supervisory function, representation of aspirations and legislation is carried out by the Village Consultative Body or known as BPD. Related with BPD in Indonesia, that is the embodiment of democracy in the implementation of village governance. The BPD can be considered the "parliament" of the village. The BPD has the function of establishing Village Regulations together with the Village Head, accommodating and channeling community aspirations.

Based on the results, the existing conditions in several villages in South Lampung district shows that there is an imbalance of

interaction between actors, namely the village government and the Village Consultative Body. The Village Head at the end of his term of office is not required to provide a report on the end of the term of office to the BPD so that the BPD evaluation function in assessing the performance achievements made by the village head does not work. While based on the result with one of main informants also stated that the BPD's rights in carrying out the function of representation and supervision of the village government have not been optimal because there are no binding rules (Regulation of the Minister of Home Affairs No. 110/2016) that the village government must accommodate the opinions and recommendations of the BPD. The weak function of the BPD is further emphasized by the absence of authority to sanction the village government so that the supervisory function does not run optimally.

## DISCUSSION

### *1. Resource and Capability Level: Individual, Organization and System*

Increasing the capacity of the village apparatus can be interpreted as an effort to improve the quality of human resources of the village apparatus in a planned and sustainable manner to carry out a certain agenda or plan, therefore the "capacity building" of the village apparatus is inseparable from "individual capability development, organizational capacity building, institutional capacity building" In this case, the innovation ability of village government officials in creating simple applications shows good policy capacity and at the same time it can be understood that in the context of understanding public policies. For this innovation, it would have impact and benefits, it is necessary to innovate public policies as a broader form of encouragement, expansion and modification. policies that are novel and useful in terms of formulation, process and policy evaluation (Sururi, 2016) and according to (Myhren et al., 2018) that innovation

is needed in any organization, both in the form of ideas and concepts. a gradual or direct.

A description of the results of the research that shows the implementation of government management is still not implementing modern management and in general it is still working mechanically so that it can hamper policy capacity. Therefore it is necessary to fulfill the capacity at the operational level that allows the alignment of resources with policy actions that can be applied in practice. At the same time, in this case, increasing the capacity at the political level that can help, get and maintain political support for policy action (Fukuyama, 2013; Gleeson et al., 2009; Rotberg, 2014)

In the context of implementing village governance, we think that the most important and a priority is how the village government is able to improve the welfare of its people, be able to provide services to village communities, and be able to increase the competitiveness of their villages. This can be realized if the affairs that become the institutional authority of the village can be carried out properly. It cannot be denied, that often in its implementation there are various problems that directly or indirectly hinder the implementation of these governmental affairs.

### *2. Skills and Competencies: Analysis, Operations, Politics*

Based on the research results, there are still problems that show disharmony between village institutions. Previous study confirmed by Howlett(2015) which found that the problem of disharmony between government agencies can be overcome by communicating as an instrument base that can bridge the gap in relations between these institutions. Beside it the relationship between LKD and BPD is explained in two regulations, Permendagri No. 110/2016 Article 33 (2) regarding BPD states that LKD is one of the sources for BPD in exploring the aspirations of the community. However, Permendagri No.

18/2018 concerning LKD only states that the working relationship between LKD and BPD is consultative. Lack of a complete explanation, this consultative relationship does not appear to give any ties to the two parties. The limited role of the BPD and LKD in countering the power of the village government can actually be compensated by optimizing the function of the musdes. All technical regulations regarding the implementation of village authority have regulated the need for musdes in making strategic decisions in the village. Technical details for organizing village deliberation have also been provided in the Regulation of the Minister of Villages, Development of Disadvantaged Areas and Transmigration No. 2/2015. However, so far the village deliberation has not been used much according to its position, especially by the BPD which according to the law has the authority to act as organizer. In general, the BPD does not yet understand the importance of the musdes as the highest decision-making forum in the village. In terms of the supervisory function, the BPD has not yet fully performed this function. BPD is more involved in supervising the implementation of development. Even though they understand their role in planning supervision, the BPD does not have enough time to read the Village Revenue and Expenditure Budget, so they usually only sign the document.

This phenomena, reveal that implementation of BPD's functions and duties is influenced by several things. *First*, in the majority of villages, there has been no training that specifically targets all BPD members. *Second*, the allowances for BPD members are still limited, especially in several Village. Meanwhile, another villages have equalized BPD income with the village government income and allowances. There are several challenges faced by BPD in carrying out its supervisory function. The culture of reluctance which is quite thick is the reason why it is difficult for BPD to be critical of the village government. The institutional relationship

between the BPD and the village government is interpreted as a supportive partnership relationship. Values and symbols in bureaucratic life that identify bureaucracy with power must be replaced with service values and symbols. It is necessary to redefine the mission and vision of the bureaucracy to place service users at the center of bureaucratic life. The accountability indicator, which has been based solely on compliance, must be turned into an outcome indicator, namely community satisfaction. If this is done, the responsiveness of the public service system can be realized. Citizens' charter, which defines the types, requirements, timing, and mechanisms for protesting dissatisfaction with service, needs to be developed in any service bureaucracy. In this way, community empowerment in the delivery of public services can be improved. The community will have a high bargaining position when dealing with the bureaucracy (Dwiyanto, 2002).

Another challenge is the dependence of the BPD institution on the figure of the village head. The one usually invited to the activities is usually the head of the BPD. As a result, the accumulated knowledge was concentrated on the chairman. It is not surprising that residents only know the chairman and consider other BPD members to be inactive. The dependence on the figure of the chairman and the passivity of the BPD members is more pronounced on the BPD which has a large number of members and has low benefits. Applying a participatory local-based public administration paradigm. If we highlight these problems, then according to our view (Adams & Hess, 2010) a strong authority and operational framework is needed to achieve the effectiveness of public sector innovation. This is in line with the concept of governance requiring several aspects, namely the material consisting of several requirements, namely 1) rights and authority as outlined in regulations, 2) resources, namely assets provided to individuals and institutions such as money, time, information and facilities, 3) competence and knowledge, namely education,

training, experience and expertise (Maselena et al., 2019), and 4) organizational capital, namely the capacity to mobilize and use the first three types of resources effectively (Paquet, 2001)

## CONCLUSION

The conclusion of this study is that policy capacity has a very strong correlation with public services or population administration, therefore understanding and implementing policy capacity requires a level of resources and capabilities that include individuals, organizations and systems and is supported by skills and competencies. The real condition shows that several villages in South Lampung Regency have various obstacles such as not yet harmonious interactions (checks and balances) between village head actors and BPD and unsophisticated institutional governance. However, efforts have been made to make various innovative efforts by the apparatus in providing population administration services to the community. Therefore encouraging policy capacity through increasing the level of resources and capabilities, skills and competencies is very important in achieving the ideal implementation of population administration services. The limitation in this study is that it has not been carried out thoroughly in the territory of Indonesia. Therefore, this suggestion for further research which expand the area of observation and research to get generalizable results.

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