

# Planning, Implementation, and Evaluation of Policies in Regional Government as A Student of Essential Material Civic Education

Prayoga Bestari<sup>a</sup>, Obsatar Sinaga<sup>b</sup>, Djoko Roespinoedji<sup>c</sup>, <sup>a</sup>Universitas Pendidikan Indonesia; <sup>b</sup>Padjadjaran University; Indonesia <sup>c</sup>Widyatama University, Indonesia  
Email: [yogabestari@upi.edu](mailto:yogabestari@upi.edu)

It is very important to know what is called policy, how policies are formulated and issued, for what policies are issued (is it really in the public interest), how to monitor the course of policies. If a public policy is issued, it must be in favour of the public interest, so it is very important to understand the true meaning of a policy that has been and will be issued. Civic education is one of the departments at FPIPS UPI Bandung which prepares prospective teachers of Pancasila and Civic Education at the school level. The material of public policy is essential material to be mastered by students as prospective Pancasila and Civic Education educators.

**Key words:** *Public policy, Evaluation of policy and regional government.*

## Introduction

Mustopadidjaja (1988: 30) explains that the term policy is commonly used in relation to government actions or activities, as well as state behaviour in general. The policy is stated in various forms of regulations. Whereas according to Anderson (1984: 3) policy is an action that has a goal carried out by an actor or a number of actors to solve a problem.

Mustopadidjaja (1992: 16) provides a definition of policy, namely the decision of an organization that is intended to overcome certain problems or to achieve certain goals containing provisions that can be used as behavioural guidelines in (1) further decision making, which must be done either by the target group or (unit) policy implementing

organization, and (2) implementation or implementation of a policy that has been established both in relation to the implementing unit (unit) and the intended target group.

Mustofadidjaja's view, as stated above, views policy as behaviour carried out by the government in the name of the state. Thus, the policy has no other words than to be in favour of the public interest. But is it that every policy is in the interests of the community?

Anderson (1984: 113) classifies policy, into two criteria: substantive and procedural. The substantive policy is what the government should do. While procedural policies dictate by who and how the policy is performed.

Furthermore, Anderson (1984: 118) explains that there are five things related to public policy. First, goals or activities that are goal-oriented must be the main concern of random behaviour or events that suddenly occur. Second, policies are patterns of action by government officials regarding their discretionary decisions separately. Third, policies must cover what the government actually does, not what they intend to do, or what they say will be done. Fourth, the form of the policy can be positive or negative. And fifth, public policy in its positive form is based on legal provisions and authority. While the purpose of public policy is to achieve public welfare through regulations made by the government.

Anderson emphasized that policies must cover what the government actually does, not what they intend to do, or what they say will be done. This is relevant in responding to conditions in our country because many policies are issued based on short-term interests, whereas many policies should be issued but their implementation is not monitored as they should. As an example of the policy of FMR (Forest Management Right) from the very issuance of the policy, the soundness of the policy but in practice, the dominant term has changed to the right to forest destruction. This means that the policy that the government must actually do is not enough to only be formulated and issued but must be enforced to the extent of supervision (effectiveness of the policy) (Jabarullah and Hussain, 2019).

Likewise, at the local government level, public policies are implemented in the form of Regional Regulations, Governor Regulations, Regent Regulations, Mayor Regulations. This must be mastered by the prospective Pancasila and Citizenship Education teacher students. This is because a PPKN teacher is a person who is relied upon to deliver teaching material in relation to the duties and responsibilities of the local government. Of course, educators are required to know and be aware of their role in public policy as good citizens who understand their rights and obligations as citizens.

Another expert, Thomas R. Dye (1978: 3) explains that public policy is anything that the government chooses to do or not do. Furthermore, Dye said that if the government chooses to

do something, there must be a purpose and the state policy must cover all government actions, not merely a statement of the wishes of the government or its officials. Besides that, something that was not implemented by the government also included state policy. This is because "something not done" by the government will have an effect that is as large as "something done" by the government.

This view is very important for students as prospective teachers and so 'do students know what is called policy?'. How was the policy formulated and issued? For what policy was issued (is it really for public, group or individual interests?). How to monitor the running of the policy? Etc. Of course, if a public policy is issued then it must be in favour of the public interest as well, so it is very important for policymakers to understand the true meaning of a policy that will be issued for the benefit of the nation and/or state.

## **Planning, Implementation, and Evaluation of Government Policies**

### ***a. Government Policy Planning***

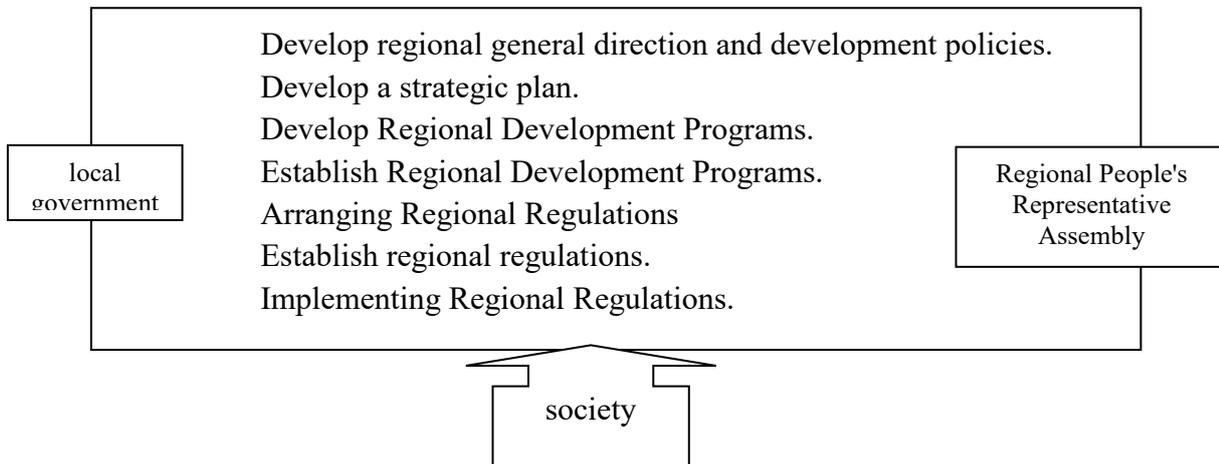
According to Bridgman-Davis and Ferma-Yuwono, in Badjuri and Yuwono (2002: 92) public policy planning is: 1) a process to determine and regulate public issues in order to achieve common prosperity; 2) the process of formulating decisions taken to take care of public problems; 3) a regulation of common problems that can only be done by legal institutions (public organizations) because they have enforcement rights to the entire community; 4) has a broad dimension, therefore, planning must be done well, mature, focused, directed, and organized.

The characteristics of good public policy planning (Badjuri and Yuwono; 2002: 101-102) are: 1) A positive and pro-active response to the public interest; 2) It is the result of public consultations, public debates, or in-depth, rational analysis and is intended for the public interest; 3) It is the result of participatory management that remains open to input and input as long as it has not been established as a policy; 4) Will produce a policy plan that is easy to understand, easy to do, easy to evaluate, clear indicators so that the accountability mechanism is easy too; 5) It is a product of long thought that has considered various things that influence it; 6) A plan that is visionary in the future and has a broad dimension that is not devoted solely to mere momentary interests.

In the Regional Government, legal institutions that make public policy are the Regional Governments (KDH) and DPRD. The steps taken by the Regional Government in making a policy plan are: first making a policy agenda; second, identifying needs; third, formulate concrete proposals based on the second step; fourth, discuss proposals that have been presented systematically and logically in the DPRD; fifth, the stipulation of policies in the

form of Regional Regulations; and sixth, implementing the policies stipulated in the Regional Regulation by the Regional Government.

**Picture 1.** Regional Government Policy Planning



***b. Implementation of Government Policy***

The Regional Government which consists of the Regional Head and his device develops a policy implementation strategy. The Regional Head is responsible for implementing the policy. The Regional Head then assigns tasks to his device in accordance with the tasks and authorities. The Regional Secretariat provides data and information relating to the principal policy to the Regional Head, provides administrative services to all Regional apparatus, and coordinates policy formulation carried out by agencies and technical institutions. The Office as the executor of a particular field of policy makes the technical formulation in accordance with the scope of its duties, provides licenses and public services, and implements and monitors the tasks that are the scope of its duties. Technical institutions as supporting elements make technical formulation in accordance with the scope of their duties and provide support services in the administration of government. Everything is under the coordination and responsibility of the Regional Head.

The Regional Head is the main coordinator. Operational coordination is carried out by the Regional Secretary on behalf of the Regional Head. Then technically the coordination is carried out by the Regional Secretariat staff. The assistant regional secretaries coordinate the service and technical institutions in accordance with their fields. For example, the Development Assistant coordinates the offices and technical institutions that organize the development sector. The Welfare Assistant coordinates the offices and technical institutions that operate the government service sector. And so on.

In order for coordination to work well it is necessary: 1) There is a match between basic policies and implementation decisions; 2) There is equal treatment of all actors involved; 3) The existence of consistent behaviour between officials in carrying out their duties in accordance with their respective job descriptions; 4) The actions of officials who obey the procedure and the time limit specified; 5) The existence of clarity of the policy itself and how to implement it (Ferlie; 1996; Bridgman and Davis; 2000 in Badjuri and Yuwono; 2002: 121-132).

In order for a policy to be implemented properly, the policy should be: 1) Designed according to a strong frame of reference and theory; 2) Clear correlation between policy and implementation; 3) Establishment of an organization that coordinates the implementation of policies so that the policy implementation process can run well; 4) Dissemination of policies that will be implemented until the lowest level implementing organization (street level bureaucracy); 5) Continued monitoring (monitoring); 6) Given the same important weight between policy and implementation. That is, policymakers must assess equally important policies and their implementation. Therefore, the creation of its framework and follow-up actions also received the same attention and focus so that there were no gaps between policies and their implementation which made it difficult to implement.

### *c. Evaluation of Government Policy*

Policy evaluation is an overall assessment of inputs, processes, outputs, and outcomes from the policies of the Regional Government. Through evaluation, it will be known whether the policy that has been determined has succeeded in achieving its objectives or not. If it works, how far is the success rate, if it fails, why does it fail. Evaluation is also used to know how much performance and accountability of policy implementers. In addition, evaluation is also used as feedback for formulators and policymakers for further improvement.

In the implementation of the Regional Government policy, the role of the DPRD is as a supervisory / control institution, namely overseeing and controlling so that the policies set out are carried out in accordance with its objectives. In the front, we have also discussed that the Regional Head is responsible for implementing the policy to the DPRD. Therefore, in the relationship of the accountability system, the implementation of regional government policies is the DPRD.

According to William N. Dunn (2000: 610) there are 6 (six) criteria in evaluating public policy: 1) Effectiveness; 2) Efficiency; 3) Adequacy; 4) Levelling; 5) Responsiveness; and 6) Accuracy.

Thus, there are four types of evaluating a policy issued by the government: evaluation of suitability, effectiveness, efficiency and meta-evaluation. Of the four, in the opinion of the author, the most fundamental for society is only three, namely: evaluation of compatibility, effectiveness, efficiency while the dominant meta-evaluation is needed for the government to evaluate itself on the way/mechanism of the policy issued.

### **Local government**

Local Government or an autonomous region is an area that can take care of its own household. The concept of local government comes from the West. For that this concept needs to be understood as Westerners understand it Local government can contain three meanings. First, local government means local government. Second, local government means local government carried out by the local government. Third, local government means autonomous regions, while administrative regions are areas that cannot stand alone.

Local government in the first sense refers to the institution/organ. This means that local government is an organ/body/ government organization at the regional level or in other words a container that organizes government activities in the region. In this sense, the term local government is often confused with the term local authority (UN: 1961). Both local government and local authority, both appoint the council and major (regional council and head) who recruit officials on the basis of elections.

Local government in the second sense refers to its function/activity. In this sense, local government is the same as Regional Government. Namely activities carried out by the regional government. With this understanding, we hope that you can correctly distinguish between the understanding of the Regional Government and Regional Government.

Local government both in terms of organs and functions is not the same as the central government which includes legislative, executive and judicative functions. In local government, there are almost no branches and judicial functions (Antoft and Novack: 1998). The terms legislative and executive are also not commonly used in local government. The term commonly used in local government is the function of policy making (policy-making function) and the function of policy implementation (policy executing function). The function of policy formation is carried out by officials elected through elections, while the function of implementing policies is carried out by officials appointed / local bureaucrats (in Bhenyamin Hoessein, 2001: 10).

Local government in the third sense, namely as an autonomous region, can be listened to in the definition given by The United Nations of Public Administration: national political subdivisions regulated by law and substantially have control over local affairs, including the

power to collect taxes or fire employees for certain purposes. This government body as a whole is chosen or appointed locally. In this sense, the local government has autonomy (local), in the sense of self-government. That is having the authority to regulate (rules making = retelling) and administer (rules application = bestuur) the interests of the local community according to the initiative itself. In terms of public administration, each authority is commonly called the authority to form policy (policy making) and the authority to implement policies (policy executing) (Bhenyamin Hoessein, 2002). Regulating is an act of creating generally accepted legal norms. In the context of regional autonomy, legal norms are contained in the Regional Regulations and KDH Decrees which are regulatory in nature. While taking care is an act of applying legal norms that generally apply to concrete and individual situations (beschikking) or material actions in the form of service and construction of certain objects (in Bhenyamin Hoessein, Artikel, 2002).

Harris explained that local government (local self-government) is held by freely chosen regional bodies while still recognizing the supremacy of national government. This government is given power, discretion (freedom of policy), and responsibility without being controlled by higher powers.

De Guzman and Taples mention elements of the regional government

1. The regional government is a political subdivision of the sovereignty of the nation or state.
2. The regional government is regulated by law.
3. The regional government has a government body chosen by the local population.
4. Regional government organizes activities based on laws and regulations.
5. The regional government provides services within its jurisdiction.

By referring to the description, it can be concluded that regional autonomy relates to the autonomous regional government (self-local government). The autonomous regional government is a regional government whose governing body is chosen by the local population and has the authority to regulate and manage its own affairs based on the laws and regulations while still recognizing national supremacy and sovereignty.

Therefore, the relationship between the regional government and other regional governments is not hierarchical but as a fellow public body. Likewise the relationship between local government and the Central Government: relations between public organizations. But it must be remembered that even though the relationship between the regional government and the Central Government is a relationship between organizations, its existence is a subordinate and dependent on the Central Government (in Bhenyamin Hoessein, 2001).

## Conclusion

First, Pancasila and Citizenship Education is a field of study of educational science that is oriented towards understanding citizenship in order to form a society that produces good citizenship. So good citizens are among those who are politically literate, socio-cultural economics, defence, etc. One of them is the literacy of public policy as part of political literacy.

Second, public policy is something that is always related to the interests of the community, so both policies issued by the central government and regional governments are very important to know and learn. It is very important for Pancasila and Citizenship Education teachers to understand how to view or evaluate a policy issued by the government.

Third, it is very beneficial for students and society in general so that the community is able to understand further the meaning of a policy for the benefit of the nation and the State. So, if the community is able to have sufficient insight to see the meaning behind a policy, they will be able to give autonomy to the government if the policy deviates from the interests of the people, nation, and state.

Forth, as a field of study of public policy studies and regional government in understanding the performance of the Indonesian Political System and as a field of research studies for students to study and further examine policies from both the central and regional governments.

## REFERENCES

- Albrow, Martin. 1960. Birokrasi. Yogyakarta: Tiara Wacana Yogya.
- Anderson, James E. (1984) Public Policy Making. New York: Holt, Rinehart, and Winston.
- Badjuri & Yuwono, 2005, Kebijakan Publik, Konsep dan Strategi, Universitas Diponegoro, Semarang.
- Bridgman, P., and G. Davis. 2000. Australian Policy Handbook. Sydney: Allen&Unwin.
- Edward III, George C. *Implementing Public Policy*. Washington: Congressional Quarterly Press.
- Dye, Thomas R. (1978) Understanding Public Policy. New Jersey, Prentice Hall.
- . 2002. *Social Capital and Economic Performance*, Tenth Edition. New Jersey: Prentice Hall.
- Dunn, N. William 2000 Pengantar Analisa Kebijakan Publik, Edisi Kedua, Gajah Mada Press.
- Hoessein Bhenyamin, Berbagai Faktor yang Memengaruhi Besarnya Otonomi Daerah Tingkat II, Suatu Kajian Desentralisasi dan Otonomi Daerah dari Segi Ilmu Administrasi Negara, Disertai Program Pascasarjana, 1993.
- , Perspektif Jangka Panjang Desentralisasi dan Otonomi Daerah, disampaikan pada Diskusi Kebijakan Desentralisasi dan Otonomi Daerah Dalam Jangka Panjang, Pappenas, 27 November 2002.
- , "Kebijakan Desentralisasi" Makalah pada`Seminar Nasional Setahun Implementasi Kebijakan Otonomi Daerah, diselenggarakan program S2 Politik Lokal dan Otonomi Daerah Universitas Gadjah Mada, Yogyakarta, 2002
- Islamy. M. Irfan. 2000. Prinsip – Prinsip Perumusan Kebijakan Negara.  
Jakarta : Bumi Aksara.
- Jabarullah, N.H. and Hussain, H.I. (2019) The Effectiveness of Problem-Based Learning in Technical and Vocational Education in Malaysia, *Education + Training*, 61 (5), 552-567.
- Mustopadidjaja. 1992. *Manajemen Proses Kebijakan Publik Formulasi, Implementasi, dan Evaluasi Kinerja*, Jakarta: LAN dan Duta Pertiwi.



Mustopadidjaja. 1988. *Manajemen Proses Kebijakan Publik Formulasi, Implementasi, dan Evaluasi Kinerja*, Jakarta: LAN dan Duta Pertiwi.

Lubis, M,Solli, (2007). *Kebijakan Publik*.Mandar Maju : Medan

Kusumanegara, Solahuddin. (2010). *Model dan Aktor Dalam Proses Kebijakan Publik*. Yogyakarta: Gava Media

Sinulingga. D. Budi. 1999. *Pembangunan Kota Tinjauan Regional*. Jakarta : Pustaka Sinar Harapan.