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Implementation of the Regional Regulation of Palembang City Number 03 of 2017 Concerning the Establishment of RT / RW (Study of Plaju Village, Plaju District)

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ABSTRACT

This research is motivated by the problem of the number of family heads (KK) each RT not according to the capacity regulated in Palembang City Regulation No. 03 Year 2007 chapter III article 4 paragraph 1, and also the number of RTs and RWs is not in accordance with the minimum and maximum limits set in Palembang City Regional Regulation No. 03 Year 2007 chapter III article 4 paragraph 2. While the type of this research is quantitative descriptive research type. This research was conducted with a population of 61 respondents, namely RT and RW in Plaju Ulu Sub-District, Plaju City, Palembang, and was conducted between May and October 2018. And the method of data collection was completed by distributing questionnaires, observations and structured interviews. From the results of the study it was found that the level of compliance and smoothness of Palembang City Government Regulation No. 03 year 2007 regarding the formation of RT / RW was considered quite successful. However, the performance and impact of Palembang City Government Regulation No. 03 Year 2007 regarding the formation of RT / RW was still in the category of unsuccessful. Nevertheless, it can be concluded that the Implementation of Palembang City Government Regulation No. 03 year 2007 regarding the formation of RT / RW has been carried out quite successfully.

1. Introduction

Based on Presidential Decree of the Republic of Indonesia Number 49 Year 2001 regarding the Structuring of Village Community Resilience Institutions or other designations, it is regulated regarding the Neighbourhood and Community Associations or other designations. Regional Government as mandated by Presidential Decree No. 49 of 2001 stipulated a Regional Regulation governing the formation guidelines, procedures for the election of management, rights and obligations, duties and functions, length of service, conditions for being a member, deliberation of members, financial and wealth RT and RW or other designations, henceforth set forth in the Village Setting.

District society (RT) is a social organization

formed through community deliberations in order to assist the chief in carrying out government, development and community services in the Rukun Warga (RW) is a social organization formed through the deliberations of RT managers in order to assist the chief in mobilizing mutual assistance and community participation as well as assisting the smooth running of the main tasks of the Community Empowerment Institution (LPMK) district in the field of development in the District.

The purpose of establishing an RT / RW is to increase the role, services, welfare, and community participation. RT / RW is the lowest and closest organization to the community and understands the conditions and problems faced by the community in their environment. The existence of



RT / RW is expected to be able to ease the role of the Government in providing maximum services to the community in its environment such as a cover letter.

To fulfil the efforts to provide services to the community, the government has issued a policy regarding the formation of RT / RW through the Palembang City Regulation No. 3 of 2017. Based on Palembang City Regulation No. 3 of 2017 concerning the Formation of the RT / RW has been explained the conditions of formation and position of the RT / RW contained in Chapter III Article 4.

It is clear that without an introduction to RT / RW, residents cannot obtain services and take care of the necessary documents such as the Identity

Card (KTP), poor certificate and Family Card (KK) both of district and other institutions. The task of the government at the district level will be further helped by the existence of RT / RW, one of the Regencies / Cities that makes Local Regulations on RT and RW is the government of Palembang City.

Plaju Ulu district is one of the districts of Palembang City. Currently Plaju Ulu Village has the highest population in Plaju District. This village consists of 16 Rukun Warga and 45 Rukun Tetangga with a population of 20,416 people (Based on population data in Plaju Ulu Village), the following table is the Population Number in Plaju Ulu district in 2017:

Table 1. Population Based on Gender in Plaju ulu Village in 2017

No	Indicator	Total Population
1	Total Population	20.416 people
2	Total Male	10.789 people
3	Total Female	9.627 people
4	Total of head family	5.368 KK

Based on the description of the problem that has been explained clearly shows that the implementation has not been going well due to several problems that occur, so it needs to be further investigated regarding "Implementation of Palembang City Government Regulation Number 03 Year 2017 Regarding the Establishment of RT / RW (Study in Plaju Village) Plaju Ulu Subdistrict".

2. Literature Review

This research is about public policy especially in terms of implementation aspects. Therefore, the theories that will be referred to and used as a basis are theories about the implementation of public policy, especially the theories of Ripley & Franklin.

According to Thomas R. Dye, (Alfatih, 2010: 2) "*Public Policy is whatever government choose to do or not to do*". (*Public policy is whatever the Government chooses to do or not todo*). According to H. Hugh Helco, (Alfatih, 2010: 2) "*Public Policy is a course of actions intended to accomplish the same ends*". (Public policy is a series of actions taken that are

intended to achieve the goals set previously).

Daniel A. Mazmanian and Paul Sabatier in his book Implementation and Public Policy (1983: 61) in the book Leo Agustino, S. Sos., M. Si (2008: 139), defines policy implementation as: Implementing basic policy decisions, usually in the form of the law, but can also take the form of important orders or decisions of execution or decisions of the judiciary. Typically, the decision identifies the problem to be addressed, states explicitly the goals or objectives to be achieved, and various ways to structure or regulate the implementation process.

Wibawa (1994, 22) stated that the grindle model is determined by the contents of the policy and the context of its implementation. The basic idea is that after the policy is transformed, then the policy implementation is carried out.

According to Ripley and Franklin three dominant ways to find out the success of an implementation as revealed in the book Andy Alfatih (2010: 51), namely:

The level of compliance with applicable



regulations. Some discussions that discuss the success of an implementation, which should be measured by the level of compliance (compliance) in the bureaucracy to the superior bureaucracy or in other words, with the level of bureaucracy in general in a special mandate stipulated in the law. This obedience perspective solely addresses the problems of bureaucratic behaviour.

That the success of the implementation is marked by the smooth functioning of the routine and the absence of problems encountered.

That the success of an implementation refers to and leads to the implementation and impact that is certain from all existing regulations.

This study uses a policy implementation model proposed by Ripley and Franklin, in their book entitled *Policy Implementation and Bureaucracy*, Randall. B. Ripley and Grace A. Franklin (1986: 232-33), wrote about three conceptions relating to successful implementation while stating: *"the notion of success in implementation has no single widely accepted definition. Different analysts and different actors have very different meanings in mind when they talk about or think about successful implementation. There are three dominant ways of thinking about successful implementation."*

In relation to the three main frameworks for thinking about the successful implementation of the policy, they further state there is an analysis and actors who argue that the implementation of the policy will be successfully assessed namely first, using a measure of compliance. However, the second, there is also a measure with the smooth functioning of the routine. Because Ripley and Franklin consider the two parameters too narrow and have limited political interests, they propose a third perspective, namely the desired impact. They express this by saying: *"We advance a third perspective, which is that successful implementation leads to desired. Performance and impact from whatever the program being analysed"* (realization of

the desired performance and impact).

So according to them, there are 3 perspectives to measure the success of policy implementation (Alfatih: 2010: 7). These three perspectives are used as a guide to assess the success of implementation. This is because the three perspectives are not contradictory to one another, even complementary so that the three perspectives become a unified whole.

3. Methods

The research design is quantitative descriptive to assess the implementation of regional regulation number III of 2017 concerning the formation of RT / RW, where the implementation is assessed using a questionnaire. Implementation is assessed through three factors, namely compliance, smooth functioning of routines as well as performance and impact. Observations, interviews and documentation are data supporting the questionnaire. The number of respondents who filled out the questionnaire was 61 people in the RT / RW village unit, Plaju Village, Plaju District, Palembang City.

Data analysis was performed using IBM SPSS 24. First, reliability testing (Alpha Cronbach's method) and validity (product moment correlation or Bivariate Pearson method) questionnaire were used. The questionnaire is said to be valid if the validity value of each question is greater than the table, where the questionnaire used is valid and reliable.

The total statement in the questionnaire is 15 statements. The cumulative score for each statement item is the sum of the values of each statement item which is the answer of 61 respondents. With the number of respondents 61 people, the largest measurement scale value = 5 while the smallest measurement scale value = 1, so that the largest cumulative number = $61 \times 5 = 305$ and the smallest cumulative value = $61 \times 1 = 61$.



Table 2. Rating Criteria Based on Average Scores

No	Range of Scores	Average value	Categories
1	297>	4,3 – 5,0	Very successful
2	235 – 296	3,5 – 4,2	Successful
3	173 – 234	2,7 – 3,4	Quite successful
4	111 – 172	1,9 – 2,6	Not good
5	61 – 110	1,0 - 1,8	Very not good

4. Results and Discussion

The average score and value of respondents' opinions on the level of compliance of the district (RT / RW) to the Palembang City Regulation is 234 and 3.1, or overall it can be said that the Implementation of the Regional Regulation of the Palembang City Government Number 03 Year 2017 Concerning the Establishment of the RT / RW (Study in Plaju Ulu Village, Plaju District) was quite successful.

The first benchmark or parameter to measure the success of implementation in this study is seen based on the level of compliance which consists of two indicators, namely (1) Compliance of district Devices to the Palembang City Regulation in Chapter III Article IV; (2) The existence of granting legal sanctions.

The level of compliance is the implementor's obedience in implementing Palembang City Regulation No. 3 of 2017 concerning the Establishment of RT / RW in the Plaju ulu district, Palembang City. The first perspective (compliance perspective) understands the success of implementation in the narrow sense, namely as the compliance of the implementors in implementing policies as stated in policy documents (in the form of laws, government regulations, or programs (in Purwanto and Sulistyastuti, 2012: 69).

If the village office has complied with and implemented Palembang City Regulation Number 3 of 2017 Article 4 Paragraph 1 which states that "Each RT consists of at least 100 (one hundred) Family Heads and a maximum of 200 (two hundred)

Family Heads". Subsequently followed by Article 4 of the second section which states that "Each of the Five Pillars of Citizens consists of at least 10 Pillars of the Neighbours and a maximum of 20 Pillars of a Neighbour". If the two paragraphs in Article IV are fulfilled, then the implementation can be said to be successful. This means that the implementor's compliance with the implementation of the regional regulation becomes the main standard to determine the extent of successful implementation. Indicators related to compliance of district with regulations are described based on 3 things: (1) Procedure (2) Clarity of capacity or number of RT / RW in the district; (3) Clarity of main tasks and functions.

Discipline is really needed in a performance, what is meant by discipline here is compliance with Palembang City Regulation Number 3 of 2017 concerning the Establishment of RT / RW Plaju Ulu Village in the Palembang City which contains a must or prohibitions that must not be done and for those who not complying with these regulations will be subject to sanctions. The description related to the imposition of sanctions against Palembang City Regulation Number 3 of 2017 concerning the Formation of RT / RW Plaju Ulu Village in the Palembang City is described based on 2 things, namely (1) The existence of a legal basis; (2) The existence of sanctions. The majority of respondents or 85.5% of respondents (an average of 52 RT / RW district) stated that there were sanctions against district (RT / RW) related to Palembang City Regulation in Chapter III Article 4 paragraphs 1 and



2, this can be seen of the average answers strongly agree and agree the very dominant respectively 20 and 32 of 61 respondents. With the acquisition of the respondents' high average answers, the sanction of Palembang City Regulation No. 03 of 2017 can be said to be quite successful. The existence of sanctions in nature to create a deterrent effect or not to repeat violations committed intentionally or unintentionally, because without a penalty / sanction in one place will cause the situation to be not conducive to that place. So far it clearly shows that the imposition of sanctions against Palembang City Regulation Number 03 Year 2017 has not been carried out as it should, this is due to the absence of sanctions imposed to further apply to implementers who commit violations. This is contrary to the rules in Plaju Ulu district contained in the AD / ART of the district which states clearly that RT / RW who do not comply with the law will be given guidance and administrative sanctions in the form of a direct warning letter given by the district.

Benchmarks or other parameters to measure the success of implementation in this study are seen based on the smooth routine of the function consisting of two indicators, namely (1) Socialization of Palembang City Regulation (regional regulation) No.3 of 2017 concerning the Establishment of RT / RW, specifically in Chapter III article 4; (2) SOP on the procedure for Forming, Merging and Destroying RT / RW. Socialization has an important role in determining the success of an implementation. The ongoing process of socialization gives effect to how a policy implementation can work well or not. The socialization given is generally direct socialization in the form of face-to-face or can also be indirect, such as through print media, in the form of governance books, technical guidelines related to the policy and so on. Socialization will run well if the target or the party being socialized can understand well related to what should be implemented so that the previous objectives can be achieved. The implementation of the socialization

must also be supported by the presence of media or supporting equipment. The implementation of indicators related to the Socialization of Local Regulations is described based on 4 things, namely (1) There is media for socialization, (2) Timeliness of the socialization; (3) Frequency of socialization and (4) Schedule of socialization. The majority of respondents or 78.6% of respondents (an average of 48 RT / RW district) stated that the socialization related to the Palembang City Regional Regulation to outbound equipment consisted of RT / RW in Chapter III Article 4 paragraphs 1 and 2 had been carried out. It can be seen from the average answers that strongly agree and agree that are very dominant respectively 38 and 10 of 61 respondents. With the acquisition of a high average of respondents' answers, the level of compliance with Palembang City Regulation No. 03 of 2017 can already be said to be quite good. Even so, the respondents' answers turned out to be doubtful regarding the timeliness of the implementation, the media and the socialization schedule. This means that the implementation of socialization is still constrained by the implementation mechanism, especially regarding the schedule and timeliness of implementation. The purpose of the socialization is in addition to increasing understanding of the importance of population administration related to the formation of RT / RW, it also provides an understanding of the number of residents in each of their respective RT / RW, in accordance with Palembang City Regulation No. 03 of 2016 related to the formation of RT / RW in Plaju Ulu, Plaju District. The main hope is to increase understanding, so that the impact on population administration is related to the capacity or the number of Family Cards (KK) and the capacity of the district society (RT). This is in accordance with the opinion of Ritcher JR (1987: 139) argues that socialization is the process of a person obtaining the knowledge, skills and attitudes he treats in order to function as adults and at the same time as an active actor in a particular position or role in society. This means that socialization is intended



so that a group of people or bureaucrats can act in accordance with their roles and functions. This is supported by existing values and norms, both written and unwritten. The norms and values referred to are the Palembang City Regional Regulation No. 03 of 2016 related to the formation of RT / RW. Thus, through media socialization, the knowledge of bureaucrats (village officials) consisting of RT / RW can increase. Standard Operating Procedure (SOP) is a guideline or reference for carrying out work tasks in accordance with the functions and tools of performance appraisal of government and non-government agencies, business and non-business, based on technical, administrative and procedural indicators according to work procedures, procedures work and work systems in the work unit concerned. Each organization primarily engaged in the public sector generally has a Standard Operating Procedure (SOP) in carrying out their duties. In general, the purpose of the SOP is for officers (employees) to maintain consistency and performance levels of officers / employees or teams in the organization or work unit, know clearly the roles and functions of each position in the organization, clarify the work flow, authority and responsibilities of officers / related employees, protect work organizations (units) and officers / employees from malpractice or other administrative errors and avoid failures or mistakes, doubts, duplication and inefficiency. SOP is one of the standardizations of the ways in which the completion of special work is done, reducing the mistakes and main omissions of bureaucrats or implementing policies. If the district apparatus complies with and implements the Regulations in accordance with SOP the district, then the implementation of the Palembang City Regulation No. 03 of 2017 related to the formation of the RT / RW can be successful as expected. This is because Standard Operating Procedures are needed and become the main key or training material that is able to help new employees to quickly perform their duties, so errors in carrying out tasks and functions can be minimized. in the implementation

of the related indicators described the Standard Operating Procedure based on 2 things, namely (1) The existence of Mechanisms and Procedures (2) Clarity of Formation, Merger and Removal.

Benchmarks or other parameters to measure the success of implementation in this study are seen based on performance and impact consisting of two indicators, namely (1) Efforts to increase understanding of RT / RW related to the implementation of Palembang City Regulation Number 03 of 2017 in Chapter III Article IV; (2) The existence of the formation of the formation of RT / RW in accordance with the amount or capacity contained in applicable regulations. Understanding related to local regulations for bureaucrats, in this case the RT / RW apparatus in Plaju Village, is the main factor in determining the extent of the successful implementation of local regulations. An effort to increase understanding is basically a process of thinking about activities. If a bureaucrat wants to carry out a policy or regulation, then that person needs to have knowledge and skills in understanding the contents of the regulation. This can be done by studying the contents of the regulation comprehensively. Likewise, the RT and RW in the plaju ulu village, as part of the bureaucrats who act in providing services to the community, then it should be well understood the contents of the Palembang City Regulation No. 03 of 2017 related to the formation of RT and RW. Because so far, some bureaucrats have not understood the substance and context of the Palembang City Regulation or the entire contents of the policy the understanding of RT / RW related to the policy is a thought process, it is said so because in order to go towards understanding there needs to be an effort to learn and think. Indicators related to the compliance of district instruments regulation are described based on 2 things, namely (1) There is guidance related to the implementation of local regulations (2) there is monitoring and evaluation of the performance of RT and RW. The score and the average score of respondents' opinions on efforts to increase understanding of the RT / RW



apparatus related to the implementation of the Palembang City regulation No. 03 of 2017 in Chapter III Article 4 paragraphs 1 and 2 in Plaju Ulu Village, Plaju District is 211 and 2.6, or as a whole it can be said that the Implementation of Palembang City Government Regulation Number 03 Year 2017 Regarding the Establishment of RT / RW (Study in Plaju Ulu Village, Plaju District) was unsuccessful.

The score and the average score of respondents' opinions about the implementation of the formation of RT / RW in accordance with the number / capacity contained in the Palembang City Regulation No. 03 of 2017 in Chapter III Article 4 paragraphs 1 and 2 in Plaju Ulu Sub- District, Plaju District is 216 and 2, 6 or as a whole it can be said that the Implementation of the Regional Regulation of Palembang City Government Number 03 Year 2017 Regarding the Establishment of RT / RW (Study in Plaju Ulu district, Plaju District) was unsuccessful. The implementation of the formation is essentially an action of a plan that has been prepared in a thorough and detailed manner, implementation is usually carried out after the planning is considered ready. In simple terms implementation can be interpreted as application. So far, if it is associated with the implementation of the formation of RT / RW in Plaju Ulu district can be said to be unsuccessful. This can be seen from the absence of rewards given to RT / RWs that have implemented the Palembang City Regulation Number 03 of 2017 in Chapter III Article 4 paragraphs 1 and 2 in accordance with the provisions The provisions referred to are contained in Palembang City Regulation Number 3 of 2017 Article 4 Paragraph 1 which states that "Each RT consists of at least 100 (one hundred) Family Heads and a maximum of 200 (two hundred) Family Heads". Subsequently followed by Article 4 Paragraph 2 explains that "Each of the Five Pillars of Citizens consists of the lowest 10 Pillars of the Neighbour and the highest of 20 Pillars of the Neighbours". In connection with these provisions it can be concluded that when the provisions

contained in the rules are not obeyed, then automatically the RT / RW in the Plaju Ulu Village, Plaju District cannot be said to be able to apply these rules properly. Reward means reward, prize, award or reward. reward is one of the tools for increasing motivation. According to Suharsimi Arikunto (1993: 160) explains that reward is something given to someone because they have achieved the desired achievement. However, in connection with the provision of rewards for RT / RW devices in Plaju Ulu Village, Plaju District, in this case there is no reward given to RT / RWs who have implemented Palembang City Regulation Number 03 Year 2017 in Chapter III Article 4 paragraphs 1 and 2 accordingly with its provisions. In connection with this it can be concluded that in the implementation of the formation of RT / RW in the Plaju Ulu Village, Plaju District has not implemented the rules properly.

5. Conclusion

Level of Compliance of Palembang City Government Regulation Number 03 Year 2017 Regarding the Establishment of RT / RW (Study in Plaju Ulu Village, Plaju District) can be said to be quite successful. This can be seen from two indicators, namely (1) Compliance of Offices to the Palembang City Regulation in Chapter III Article IV; (2) The existence of granting legal sanctions. In relation to the two indicators, each of the categorical indicators is quite successful.

Smooth Routine Function in implementing the Regional Regulation of Palembang City Government Number 03 Year 2017 Regarding the Establishment of RT / RW (Study in Plaju Ulu Village, Plaju District) can be quite successful. This can be seen from two indicators, namely (1) Socialization of Palembang City Regulation Number 03 Year 2017 Concerning Establishment of RT / RW; (2) SOP for procedures for the formation, incorporation and deletion of RT / RW. In relation to the two indicators, each of the



categorical indicators is quite successful.

Performance and Impact in implementing the Regional Regulation of Palembang City Government Number 03 Year 2017 Regarding the Establishment of RT / RW (Study in Plaju Ulu Village, Plaju District) can be said to be unsuccessful. This is seen from two indicators, namely (1) Efforts to increase understanding of RT / RW related to the implementation of Palembang City Regulation Number 03 of 2017 in Chapter III Article IV; (2) The existence of the formation of the formation of RT / RW in accordance with the amount or capacity contained in applicable regulations. In relation to the two indicators, each of the categorical indicators did not work.

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