

The Effect of Apparatus Behavior and Community Participation on Pamsimas Policy Implementation in North Gorontalo Regency

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Abstract

The PAMSIMAS (Provision of Community-Based Drinking Water and Sanitation) program in North Gorontalo Regency has not been maximally successful, as evidenced by the difficulty in accessing drinking water and sanitation facilities due to the location and placement of facilities far from settlements. The formulation of the research problem is whether there is an influence on the behavior of the apparatus, either directly or indirectly through community participation on the implementation of the Pamsimas policy. This study uses a quantitative approach with the ex-post facto method. The data analysis technique used Structural Equation Model based on Partial Least Square (SEM-PLS). The results showed that the behavior of the apparatus had a positive effect of 81.80% and was very significant on community participation in the implementation of the Pamsimas policy. Based on the conclusion of the study, it is hoped that the Government of North Gorontalo Regency can develop capacity through innovative activities so as to create clean and accountable, effective and efficient apparatuses, and be able to provide quality services.

Keywords: Apparatus Behavior, Community Participation, Policy Implementation.

INTRODUCTION

The development paradigm in Indonesia was originally the responsibility of the government as a whole, where the government was the center of all development activities, both in terms of planning, implementation and financing of development. Including in the development of community needs such as water. Water is a very important source of life for survival on earth. The necessities of life for water cannot be replaced by anything, it can be seen from the use of water in all aspects of the life of living things, both plants, animals and humans. Almost no human activity is separated from the function of water for drinking, washing, bathing and others. In addition, the uses of water in life include uses in agriculture, industry, recreation and environmental activities. So the existence of water is vital for life.

According to Kodoatie (2003), clean water is water that is used daily for washing, bathing, cooking and can be drunk after cooking. Meanwhile, according to Suripin (2002), what is meant by clean water is water that is safe (healthy) and good for drinking, colorless, odorless, with a fresh taste. Considering how important clean water is for human needs, the quality of the water must meet the requirements (Minister of Health Regulation No. 416/PerMenKes/IX/1990), namely: (1) Physical requirements: water must be clean and not cloudy, colorless, non-toxic, odorless and tasteless, the temperature is between 10o – 25oC (cool).

(2) Chemical requirements: do not contain toxic chemicals, do not contain excessive chemicals, sufficient iodine, water pH between 6.5 – 9.2 3. Bacteriological requirements: do not contain germs such as dysentery, cholera and disease-causing bacteria. In Indonesia, the provisions regarding clean water quality standards refer to the Regulation of the Minister of Health Number: 416 of 1990 concerning the requirements and supervision of water quality. The provision of clean water in Indonesia for the community is carried out by the community itself (individual and communal systems) and by the government. The quality of the population's clean water, whether produced by sources in the community or by the government, has not yet met the specified requirements. It is very necessary to monitor and control the quality of clean water. Because clean water is used for daily needs such as drinking, cooking, washing and others.

The need/demand for water is the amount of water needed to support all human activities. The population's water needs include domestic and non-domestic clean water needs (Kodoatie, 2003). In guidelines on drinking water quality, WHO defines domestic water as water used for all domestic purposes including consumption, bathing and food preparation (WHO in Howard and Bartram, 2003). This means that the need for sufficient water is used for all needs and not solely for water consumption. Water is a basic nutrient of the human body and plays an important role for human life that supports the process of food digestion, adsorption, transportation, and others in the human body. Water also plays an important role in the preparation of food and food, all of which are included in consumption needs. Taking into account drinking and cooking needs, about 7.5 liters per day can be calculated as the minimum basic water requirement (Howard & Bartram, 2003). The need for additional volume to maintain food and personal hygiene such as washing hands and food, bathing, and washing clothes.

In the household environment the role of water is needed for physical survival, hygiene, and comfort (Ndlovu & Masuku, 2021). If the interests for physical and hygienic are met, then the function of water for comfort then develops in line with the way of life and it is difficult to state the size of the water requirement for comfort. In estimating the amount of water needed for daily households, it is calculated based on the minimum standard of population needs which includes water needs for eating, drinking, bathing, house cleaning and watering plants. Non-domestic water is water used for offices, tourism, places of worship, social places and other commercial and public places. Commercial water demand for an area tends to increase in line with the increase in population and changes in land use. This water demand can reach 20 percent to 25 percent of the total water supply. The current need for clean water can be identified, but for the future industrial needs it is quite difficult to estimate because of the difficulty of obtaining accurate data (Kodoatie, 2003).

Based on the provisions in the Government Regulation of the Republic of Indonesia Number 122 of 2015 concerning the Drinking Water Supply System that the provision of clean water is carried out in 2 types, namely clean water with piped and non-piped where these two types are provisions that describe proper conditions in water supply. clean population. Provision of clean water with a piping system consisting of household or office connections, hydrants/public faucets and fire hydrants. In the explanation book of the City Housing Environmental Improvement Program (PLPK) it is explained that the standards for public hydrant services are: Each village consists of 3-10 hydrant units to serve the community between 30-50 liters/person/day. The distance between faucets is 100 to 150 m depending on conditions, one public faucet/ha can serve 300-400 people. As for the piping system, the provision of clean water for residents is in the form of dug wells, drilled wells, rainwater reservoirs, water terminals, and spring protection buildings. As an indicator in planning for clean water development, WHO sets the category of clean water sources for the

population into 2 categories, namely improved water sources and non-improved water sources. The category of protected water sources is defined as a source of clean water which, due to its construction and distribution process, is protected from external contamination, physically, chemically, and bacteriologically.

Clean water facilities for residents of North Gorontalo is a very important infrastructure to support the sustainability of the region to develop. In line with the increasing population, the need for clean water also increases, both in quality and quantity. Water is no longer an item that is abundantly available and freely used, but has become an increasingly scarce economic commodity, so proper management is needed (Kodoatie & Robert, 2002). Therefore, the provision of clean water infrastructure is something that must be carefully planned and prepared. Clean water in settlements must always be available in the volume that is needed, the distance of collection and the time of collection that is easily accessible by all residents and at an affordable price.

Lack of clean water by the community will cause problems in several aspects whose consequences can be felt directly or indirectly by the community. For people who have good economic capacity, they can fulfill clean water by buying water from clean tanks that are sold or buying refilled bottled water. Meanwhile for the poor, where they already have limited money, the way to meet their clean water needs is by reducing the amount of clean water consumption or using any water whose quality is not clear. Like this happened to some people in the North Gorontalo Regency area, they used a lot of river water and well water which was not suitable for their daily needs.

The Community-Based Water Supply and Sanitation Program (PAMSIMAS) is a program and real government action (central and regional), to increase access to drinking water and sanitation services for the rural poor and create clean living behavior through promotion of environmental health and provision of water infrastructure/facilities. sustainable community-based drinking and sanitation.

The Pamimas Program in 2014 was a follow-up to the Pamsimas II Program in accordance with the letter from the Regent of North Gorontalo Number: 050/Bappeda/213/XII/2012 regarding the statement of interest in participating in the Pamsimas II program for FY 2013 - 2016. This year 10 villages were included in the verification list by the Ministry of PUPR and received the program. However, only 9 villages implementing this program functioned well and could be utilized by rural communities and 1 village could not function properly due to the location of access to water sources that were far from settlements and the ineffectiveness of the management group or KP-SPAMS (Group Management of the Provision System-Drinking Water and Sanitation) so that the success only reached 90%.

Furthermore, for PAMSIMAS in 2015 including the Pamsimas II program in 2013 - 2016. This year the Regional Government of North Gorontalo Regency received this program in 10 locations or 10 villages with the same management as the previous year with the success reaching 80% below the percentage compared to the previous year. The causes of the 2 program locations that are not functioning are caused by less than optimal water sources or low water discharge. On the other hand, the Management Group is not professional enough so that there is an installation which is the main access connecting water sources with the installation to people's homes, which can no longer be used.

On the basis of these considerations, community participation in development is always sought to be grown and developed starting from rural communities to urban communities. Various government policies and programs, including the confirmation of various theories and empirical that many factors can influence the success of the PAMSIMAS Program in development, among others are Apparatus Behavior and

Community Participation (Insani, 2020). However, is it true that Apparatus Behavior and Community Participation as variables that can increase the success of the Pamsimas program in development in North Gorontalo Regency, this is what attracts researchers to prove it through research activities. The purpose of this research is to find out and analyze: The influence of the behavior of the apparatus on public participation in the implementation of the Pamsimas policy in North Gorontalo Regency.

METHODS

This study uses a quantitative approach with the ex Post Facto method, because it will analyze the magnitude of the influence of Apparatus Behavior in the implementation of the PAMSIMAS policy and Community Participation in the implementation of the PAMSIMAS policy, either directly or indirectly on the implementation of the PAMSIMAS policy in North Gorontalo Regency. The population in this study is the PAMSIMAS Policy Implementor and the KP-SPAM community group, totaling 396 people consisting of; (1) Structural Officials at Bappeda, Public Works Service, and Health Office of North Gorontalo Regency totaling 24 people; (2) KP-SPAM Community Groups totaling 372 people. For data collection purposes, the data collection techniques used are as follows: Observation, Questionnaire, and Documentation Study

RESULTS AND DISCUSSION

Influence of Apparatus Behavior on Community Participation

After analyzing the variables of Apparatus Behavior through the measurement model, the results are obtained as shown in Table 1 below.

Table 1. Evaluation of Apparatus Behavior Inner Model

No.	Dimensions of Apparatus Behavior Variables	Coefficient Value	T Statistic	P Value	Conclusion
1.	Obedience	0,892	40,616	0,000	Significant
2.	Perseverance	0,940	52,696	0,000	Significant
3.	Responsibility	0,887	39,374	0,000	Significant
4.	Discipline	0,918	48,558	0,000	Significant

Source: Processed Data, 2021

The evaluation results of the inner model evaluation in Table 1 show that the loading factor in the first order of the dimensions forming the Apparatus Behavior variable which includes: Obedience, Perseverance, Responsibility, and Discipline, is concluded to be significant at 5 percent. This conclusion is seen from the T-Statistic value on the four dimensions, all of which have a value exceeding the T-table value of 1.96. Similarly, the P-Value value, all of which have a value of less than 0.05. The coefficients of influence per dimension are: Obedience 89.2 percent, Diligence 94.0 percent, Responsibility 88.7 percent, and Discipline 91.8 percent.

The significant value of each tested dimension confirms that the Apparatus Behavior variable is properly shaped by the four tested dimensions. Next, a second order analysis will be carried out on the variable of Apparatus Behavior and its influence on Community Participation. The results of the analysis show the loading factor value as shown in Table 2 below.

Table 2. Evaluation of the Pathway of the Influence of Apparatus Behavior Model on Community Participation

Path of Influence (→)	Coefficient Value	T Statistic	P Value	Conclusion
Apparatus Behavior → Society participation	0,818	16,079	0,000	Significant

Source: Processed Data, 2021

Based on the results of the path analysis of the influence of the Apparatus Behavior model on Community Participation, it can be seen that the loading factor on the second order variable of Apparatus Behavior is significant at 5 percent. This is indicated by the T-Statistic value of 16.079 which exceeds the T-table value of 1.96. Likewise with the P-Value <0.05, which is 0.000. The correlation coefficient value is 81.80 percent.

Based on the acquisition of P-Value <0.05, the results of the hypothesis test can be concluded that H1 is accepted and H0 is rejected. This means that there is a significant influence of Apparatus Behavior on Community Participation in the Pamsimas program in North Gorontalo Regency.

Based on the statistical conditions above, an interview was also conducted by the researcher with the ASN managing Pamsimas activities, Agus Farhan, who also serves as the Head of the Housing, Settlement and Transportation Sub-dept. at the OPD Bappeda North Gorontalo, who stated:

“During the implementation of the Pamsimas program, we have received clear guidelines/general instructions from the Ministry of PUPR, which require us to always work based on directives from the central government. The role of the leader who always controls the results of our work every day is also a driving force to always produce work progress every day. One of the prerequisites contained in the operational guidelines is the necessity to communicate with the community of prospective recipients of the Pamsimas program assistance to increase the effectiveness of the program. Thanks to this communication, it is hoped that it can encourage local initiatives independently”. (11 November, 2020)

In line with this, an interview was also conducted with the Head of Atinggola District of North Gorontalo Regency, Irwansyah Taha's brother, who stated:

“During the implementation of the Pamsimas program, I know that several visits have been made by both ASN Bappeda and assistant staff to the community of potential beneficiaries, especially at the planning stage. This is a positive signal that shows that the community has been directly involved in the implementation of the program, and I hope that the community can take advantage of this moment to play a more active role so that the health status of the residents can improve.” (November 18, 2020)

The role of ASN who holds responsibility and is committed to the success of the program has a positive influence on community involvement in the program. The positive direction between statistical calculations and interview results shown in the component of apparatus behavior that has a significant impact on the behavior (participation) of the community shows that the importance of these components to the success of the program as a whole.

The Effect of Community Participation on the Implementation of the Pamsimas Policy

The results of the hypothesis test of the effect of public participation on the implementation of the Pamsimas policy showed a significant effect. This means that public participation has a tendency to influence the implementation of policies in the form of the Pamsimas program. The magnitude of the influence of this participation on the success rate of policy implementation in this study is at a coefficient of 81.70 percent. This figure means that the implementation of the PAMSIMAS policy is positively influenced by the community participation variable.

This tendency is the antithesis of Sondang's writing (Adi, 2001) which suggests that community participation is very crucial in development, namely: "The participation of the wider community is absolutely necessary, in carrying out various development processes, the people hold many roles, both as objects and subjects of development".

In line with Sondang, Adi (2001) stated that community participation in the development process requires public awareness of the same interests and interests, which can be realized through awareness strategies. The success of the development program is supported by community involvement not only in the cognitive and practical aspects, but also must be able to touch the emotional side of the community in the development program.

Community participation is a manifestation of the intention to develop democracy through a decentralized process which is indicated by a planning process that starts from the bottom by involving the community in the development process.

In the concept of development, the participatory approach is interpreted; first, as a community contribution to improve the efficiency and effectiveness of development in promoting processes of democratization and empowerment (Cleaver 2002, in Kothari, 2005). Second, this approach is also known as participation in the dichotomy of instruments (means) and ends. The third concept, participation is elite capture which is interpreted as a situation where local officials, community leaders, NGOs, bureaucracy and other actors who are directly involved with participatory programs, carry out practices that are far from the principle of participation. In the efficiency argument, Cleaver says that participation is an instrument or tool to achieve better program/policy outcomes and impacts, while in the democratization and empowerment argument, participation is a process to increase the capacity of individuals, resulting in a positive change for the community. their lives (Kothari, 2005).

Wahyudi in (Hamisi, 2013) says that participation is various types of mass and individual actions that show a reciprocal relationship between the government and its citizens. In general, the pattern of citizen participation can be divided into four types: (1) electoral participation; (2) Group participation; (3) Contacts between citizens and the Government; (4) Direct citizen participation.

Participation means that the implementation of village government must be able to realize the active role of the community in owning and taking responsibility for the development of life together as villagers. Participation is the active participation of citizens or community groups in the decision-making process, formulation, implementation, and supervision of regional policies in government administration, development planning and implementation and community development (Wibowo, 2004)

Different perspectives on participation in the development context as above will have different implications in analyzing power relations in a participatory process and the ways in which target communities benefit from the development process.

From the results of the research hypothesis test above, it is clear that public participation has a very significant impact on the implementation of the Pamsimas policy. This shows that the program requires a contribution in the form of a level of community participation. This fairly large value indicates that the contribution of the level of community participation is quite large. If we look more closely at the processing results, from the four components of the variable dimensions of community participation, the dimensions of planning, implementation, monitoring, and utilization of the results have almost the same value, but the fourth dimension is more dominant than the other three.

The results of hypothesis testing from this study are not much different from various studies conducted by previous researchers, including Rizal et al. (2018) which examines community participation in the implementation of public policies on BPJS Health, it is found that public participation in BPJS participation has reached the range of 40 percent of the total population. In addition, in research conducted by Rohimat (2017) which examined community participation in the implementation of the KOTAKU/PNPM program in Ciawi District, it was found that community participation in the implementation of the KOTAKU program was very good (category 3.72). Although these studies do not discuss the coefficient value, in conclusion the research results show results that are not much different from the research that the researchers did.

The difference between the results of the hypothesis testing of this study and the results of other research hypotheses as stated above, is academically reasonable. The difference in the results was caused, among others, by the dimensions used in the research focus, the characteristics of the research locus and the research respondents. The difference in the results of this hypothesis test shows that the level of community participation is implemented well, so that in the end it has an effect on the success of policy implementation. This can be seen in the respondents' responses to the statement. Furthermore, it was also found that the dimension of utilization of outcomes as the dimension that has the highest score in the participation variable in this study illustrates that interaction, communication, and coordination at the level of community participation are absolutely necessary so that policies can be implemented effectively.

Referring to the results of the research hypothesis testing and the dimensions in the focus of the research, it can be understood that the significant influence of community participation on Pamsimas policy is the optimal application of the MSN-Approach model by policy implementers.

The descriptions above are further strengthened by the results of descriptive analysis of respondents' answers on the dimensions used in the study. Respondents' responses to the indicator statement items from the dimensions showed high scores. This means that for the success of the PAMSIMAS policy, it is also very much determined by the optimal level of community participation. Therefore, to optimize this, it is necessary to condition the implementors as a condition of the implementation environment, so that PAMSIMAS policies can be implemented effectively.

The results of descriptive analysis of respondents' answers which were elaborated with informant data found that managers and organizers as implementers still showed a few activities that lacked discipline and did not have full integrity in implementing policies. Communication and synergy from implementers in carrying out the planning and implementation stages have not been optimal so that the activities carried out are counter-productive to the program objectives. On the other hand, there is a tendency for the apparatus to be relatively apathetic towards programs initiated by the government. This situation results in the implementation of policies being ineffective. For this reason, additional efforts are needed from the implementer to increase the success of the policy.

Based on the logic built from the results of the analysis of respondent data and information as described above, in implementing the Pamsimas policy, implementers need to build a conducive policy implementation environment. Conditioning a conducive implementation environment is the implementor's effort to be able to implement policies effectively. Merilee S. Grindle in Ramdhani & Ramdhani, (2017) argues that the success of implementation is influenced by two major variables, namely the content of policy and the context of implementation. Grindle's opinion further emphasizes that in implementing policies, implementors do not only focus on the content of the policy but also need to give a balanced portion of attention to the policy implementation environment. Furthermore, Grindle in Wibawa, (1994) stated that after the policy was transformed, then the policy implementation was carried out. The contents of the policy include the following; (a) Interests affected by the policy; (b) Types of benefits to be generated; (c) The degree of change desired; (d) The position of policy makers; (e) Who is implementing the program; (f) The resulting resources. Meanwhile, the implementation context is; (a) The powers, interests and strategies of the actors involved; (b) Characteristics of institutions and authorities; (c) Compliance and responsiveness.

Grindle's opinion about the implementation concept when juxtaposed with the results of this study, it can be explained that in terms of policy content, implementors in the North Gorontalo Regency Government based on the MSN-Approach point of view have had sufficient attention and understanding. This means that in terms of policy content, the Pamsimas policy has been implemented by the implementor. Furthermore, the MSN-Approach theory is more critical of environmental conditions in implementing policies. This critical view is important to be able to find answers to the causes of the full suitability of the MSN-Approach model in the implementation of PAMSIMAS policies. In other words, the view of MSN-Approach in policy implementation is still limited to its content, not to the environmental conditions.

Based on the discussion of the research results and the theory used, it can be understood that the implementation of the PAMSIMAS policy with the MSN-Approach model is directly influenced by the level of community participation. The application of MSN-Approach in policy implementation has not conditioned the relationship between the activities of the implementers as an environment that directs and maintains their activities in implementing policies on an ongoing basis. Specifically, Grindle (in Wibawa, 1994) stated that related to the conduciveness of the implementation environment, the implementation environment (includes; (a) the powers, interests and strategies of the actors involved; (b) characteristics of institutions and authorities; (c) compliance and responsiveness.

Furthermore, Repley and Franklyn (1986) stated that there are three measures in assessing the success of policy implementation, namely; (a) level of compliance with applicable regulations; (b) smooth execution of routine functions; (c) realization of the desired performance and impact. This opinion explicitly shows that there are similarities with the ideas proposed by Grindle. The similarity of these ideas on the point of compliance. Both Grindle and Ripley and Franklyn agree that compliance can determine the success of policy implementation. However, in Grindle's perspective, compliance is meant as part of the implementation environment or context. This implies that Ripley and Franklyn acknowledge the implementation environment proposed by Grindle. Therefore, the MSN-Approach theory, in the implementation of Pamsimas policies, is not enough just to focus and be critical of mentality, system and network. The results of this study indicate the implementation environment variable as a conduciveness that needs to be created so that policies can be implemented effectively so that it affects the level of community participation. Weimer & Vining (1999) argues that there are three major groups that can influence the successful implementation of a program, namely; (a) policy logic; (b) the environment in which the policy operates; (c) the ability of

motivation and commitment of policy implementers. This opinion further confirms that the MSN-Approach Theory has a weakness in the sustainability of policy implementation where mentality, system and network as critical points need to be continued in the form of operation that is conditioned as the implementation environment. Mental variables, system and network are the demands of a logical consequence of the existence of a policy. Therefore, the success of implementation as a process does not just pass the prerequisites of MSN-Approach, but the implementation environment is indispensable as a variable in the implementation process.

Based on the discussion as described above, it can be understood that for the effective implementation of PAMSIMAS policies, it is necessary to pay attention to environmental factors of implementation. Pamsimas policies that are implemented effectively will have an impact on increasing community participation. Therefore, the role of the level of community participation is part of the policy implementation environment.

CONCLUSION

The behavior of the apparatus has a positive effect of 81.80% and is very significant at alpha 0.05 where the t-statistic value generated is 16.07 which is greater than the t-table value of 1.96 on community participation in the implementation of the Pamsimas policy in North Gorontalo Regency. The results of this test mean that the behavior of the apparatus as a policy implementer that maximally supports the implementation of the Pamsimas policy is able to increase public participation in the implementation of the Pamsimas policy in North Gorontalo Regency.

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