Implementation of One Door Integrated Service Policy in Bekasi Regency and Bekasi City of West Java Province

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Abstract

The government has set a specific target regarding the improvement of the ease of doing business index. Facts on the ground show that the condition of licensing services is still faced with the performance of the apparatus, overlapping regulations, convoluted procedures, unclear completion times and high licensing costs, many requirements that must be met, unresponsive attitude of officers, inadequate facilities and services. Less supportive. Concretely, licensing issues that have given rise to legal problems Corruption faced by the Bekasi Regent is related to the Meikarta Mega Licensing project even though the service assessment status has reached Prima. The purpose of this study was to analyze the implementation of the one-stop integrated service policy and formulate a model for the implementation of the one-stop integrated service policy. This study uses the theory of policy implementation proposed by Grindle which consists of policy content and policy context. The research approach used in this research is a qualitative approach with a descriptive type of research. The data analysis technique used is data reduction and drawing conclusions. The results showed that the implementation of the One Stop Integrated Service Policy in Bekasi Regency and Bekasi City chose the same policy direction, namely the Public Service Mall as a brand of integrated service policy, but in reality even though it was centered on the Public Service Mall there were still many licenses that were not well communicated with the community so that there are still many process constraints, from the aspect of policy content there are also too many derivative technical policies that regulate, resulting in the ineffectiveness of the integrated service policy. The model generated from this research is a modification of the grindle policy model that can streamline policy implementation.

I. Introduction

Quality public services are one of the goals of local government administration. Public services are services provided by the state or government to the community (Hodgkinson et al. 2017). Public services tend to reflect political factors and institutional behavior of government organizations (Lane 2000). This concept needs to be completed so that it can describe the dynamic and interconnected side of the modern public service system. The concept of contemporary public services requires the involvement of many stakeholders whose interactions with each other, either directly or indirectly, cannot be isolated but are part of a wider ecosystem (Jaakkola et al. 2015).

To be able to provide quality public services, good public sector management is needed. Osborne et al. (2014) stated that the provision of public services requires a

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complex governance system and is not only determined by a particular organization individually. BKPM RI (2017) states that every year the investment realization figure is not proportional to the incoming investment commitments, there are as many as 69% of the commitments of Domestic Investors (PMDN) and 73% of Foreign Investors (PMA) are not realized throughout 2017. The low realization compared to the commitment of the PMDN and PMA plans is to be expected due to the unfavorable licensing climate. Facts on the ground show that the condition of licensing services is still faced with the performance of the apparatus, overlapping regulations, convoluted procedures, unclear completion times and high licensing costs, many requirements that must be met, unresponsive attitude of officers, inadequate facilities and services. Less supportive, licensing is still partial and not integrated, and not entirely using information technology.

The latest regulation intended to further improve the quality of licensing services is Government Regulation Number 24 of 2018 concerning Electronically Integrated Business Licensing Services (OSS), which regulates the simplification of types of licensing and non-licensing services, internet setup, and application systems and other supporting facilities. (Government of Indonesia, 2018). The issuance of this regulation opens a new direction for accelerating the improvement of licensing services through a new platform (platform) that integrates all business licensing services. Problems related to the extent of change can be seen from the occurrence of incidents of abuse of authority even though regulations related to the implementation of one-stop integrated services have been implemented.

The implementation of the One-Stop Integrated Service policy in Bekasi Regency and Bekasi City, West Java Province has gaps and contradictions, although the two districts and cities in the assessment of one-stop integrated services get the prime category, they have not provided optimal benefits for the community or have not been effective, efficient and effective. Accountable, which is marked by the problem of corruption involving the inactive Bekasi Regent, Neneng Hasanah Yasin. On the other hand, the one-stop integrated service in Bekasi City, although it has been running effectively, efficiently and accountably, still needs to improve the quality of service delivery to the community. Based on the background as described above, the authors are interested in conducting research with the title: Implementation of One Stop Integrated Service Policy in Bekasi Regency and Bekasi City, West Java Province.

Policy implementation in practice contains an implication policy can be translated into concrete actions or programs with rules that can be formulated and interpreted based on the goals and objectives of the policy policy. If this is not accompanied by supervision, it will cause errors and mistakes. Public policy implementation is a further process from the policy formulation stage. Thus, a public policy that has been formulated and ratified by the competent authorities needs to be informed or disseminated to the public. A policy in practice can be judged to be effective or not, judging by how the policy is implemented. Is it in accordance with the direction of policy action until the policy objectives are achieved? At the policy implementation stage, at the practical level the implementation has a correlation with the forms of the policy itself, Nugroho (2006:31) groups policies into three forms or types, it is explained that:

In simple terms, public policies can be grouped into three forms or types, namely: 1) Public policies that are macro or general, or basic, namely: the 1945 Constitution, Government Laws or Regulations, Presidential Regulations and Regional Regulations 2) Meso Public Policies or intermediate or explanatory implementation. This policy can be in the form of a Regent's Regulation and a Mayor's Regulation. The policy can also be in the form of a joint decree or SKB of the Minister, Governor, Regent or Mayor. 3) Micro public policies are policies that regulate the implementation or implementation of the above

policies. The form of policy is a regulation issued by public officials under the minister, governor, regent or mayor.

According to Dunn (2003: 24) policy implementation is "policies that have been taken implemented by administrative units that mobilize financial and human resources". Matland in Hamdi (2014: 104-105) chooses to conduct a study on different types of policies. He argues that "top-downers tend to choose relatively clear policies, whereas Button-Uppers study policies with greater uncertainty inherent in policy". The measure of the success or failure of a policy is mostly determined from policy implementation, as stated by Nugroho (2008: 501): The plan is 20% success, implementation is 60%, and the remaining 20% is how we control the implementation. Policy implementation is the hardest thing. Because here the problems that are sometimes not found in the concept, appear in the field. In addition, the main threat, is the consistency of implementation.

In policy implementation, according to Presman in Sulaiman (1998: 82) it is stated that, "there is an interaction between the preparation of goals and the means of action in achieving these goals. Or, the ability to link in a causal relationship between the desired and the means to achieve it". Mazmanian and Sabatier in Wahab (2010: 65), define policy implementation, namely: Understanding what actually happens after a program is declared valid or formulated. The focus of attention on policy implementation is the events and activities that arise after the enactment of state policy guidelines which include both efforts to administer and create them.

The implementation process model is clearer, according to Van Meter and Van Horn (1975: 4) which says that policy implementation will be successful if the desired changes are relatively small, while agreement on objectives, especially from those who operate the program in the field, is relatively high. This means that the road that connects policies and work performance is separated by a number of variables (independent variables), namely: (1) Standard and objectives, (2) Resources, (3) Interorganizational communication and enforcement activities, (4) Characteristics of implementing agencies, (5) Economic, political and social conditions, and (6) The disposition of implementors. Furthermore, Van Meter and Horn in Nugroho (2008:683), define "Policy implementation is actions carried out by individuals, and government and private groups, which are directed at achieving goals and objectives, which become priorities in decisions policy".

Meanwhile, Edwards III in Winarno (2008: 88), states that "policy implementation is the stage of policy making between policy formation and the consequences or consequences of policies on the affected target group". George C. Edward III's model of policy implementation, which begins with the question: 'what are the preconditions for successful policy implementation'? Regarding this question, Edward answered that there were four crucial variables that could influence policy implementation: communication, resources, disposition or attitude of the implementers and bureaucratic structure (Winarno, 1989: 88). The view above shows that a public policy after the strategy and objectives have been set at the formulation stage, the next more important stage is action to achieve the goals that have been set. In this regard, it can be said that one of the benchmarks for the success of a policy lies in its implementation process.

Grindle in Nugroho (2008: 445), argues that in the context of implementation it is determined by the power, interests, strategies of the actors involved, characteristics of institutions and authorities, as well as compliance and responsiveness. Koswara (2001: 97), asserts that: Policy implementation is not only a mechanism for translating policy objectives into routine procedures and techniques, but goes further than that, involving various factors ranging from resources, relationships between organizational units, levels-the bureaucracy level to certain political groups who may not agree with the policies that

have been set. According to Grindle (1980), that the success of public policy implementation is influenced by two fundamental variables, namely the content of the policy and the implementation environment (context of implementation). 1. Variable content of the policy. The policy content variables include the following, namely; (1) the extent to which the interests of the target group or target groups are contained in the content of the public policy; (2) types of benefits received by the target group; (3) the extent of the changes desired by the policy. In a program that aims to change the attitudes and behavior of the target group, it is relatively more difficult to implement than simply providing direct cash assistance (BLT) to a group of poor people; (4) whether the location of a program is correct; (5) whether a policy has mentioned the implementor in detail; and (6) resources stated whether a program is supported by adequate resources. 2. Policy environment variables. The policy environment variables include the following; (1) how much power, interest, and strategy the actors involved in implementing the policy have; (2) characteristics of institutions and regimes in power; (3) the level of compliance and responsiveness of the target group. The explanation that needs to be answered from the description above is from which point of view the policy implementation process should be viewed. Wahab (2010: 63), explains that: "In the implementation of programs, especially those involving many organizations or government agencies, it can actually be seen from (3) three points of view, namely: (1) policy initiators or policy makers or the center; (2) implementing officials in the field; (3) individual actors outside the government agencies to whom the program is aimed, namely the target group".

There are two social movements that are often used as the topic of study and the reference to the success of social media movements in creating citizen digital activism in Indonesia, namely "Coins for Prita" and "Cases of Lizards vs. Crocodiles" (Lim, 2014). However, in recent years, there is a wave of new types of activism that is different from the social movements and campaigns that we are familiar with, namely 'quiet digital activism' (silent activism).2This silent digital activism also utilizes newer technologies and finds new strategies for organizing social and economic life. This new type of digital activism also seeks to change society more directly by giving individuals the ability to work and collaborate without depending on government or company infrastructure (Karatzogianni in Bo'do, S. et al 2019).

According to the description above, the focus of the analysis of the implementation of the policy will include efforts made by officials or central agencies to gain compliance from lower level officials or institutions in their efforts to provide services or change the behavior of the target group. From the point of view of officials in the field, implementation focuses on the actions or behavior of officials and agencies in the field in their efforts to overcome disturbances that occur in their work areas caused by the efforts of other officials outside their agencies for the success of a policy. Meanwhile, from the point of view of the target group, the focus is on the issue of whether the services or services that have been provided by the government have actually changed their lifestyle, giving them a positive impact.

Hoogerwerf (1983: 157-161), argues that in the implementation of policies there are three elements that support success, namely: (1) The existence of policies or programs to be implemented; (2) Target groups or community groups who are targeted and are expected to receive benefits and changes and improvements, and (3) Organizational and individual implementing elements who are responsible for managing, implementing and supervising implementation. The implementation of public policies is generally left to government institutions at various levels, from the central government to the village government. In addition, every policy implementation still requires the formation of

policies in the form of other laws and regulations. In the implementation of public policy, it will usually be related to implementing actors in various positions and roles accompanied by the use of various facilities. Implementing organizations include all implementing actors and their respective divisions of tasks. Public policy implementation is very important to pay special attention to the role of interest groups who act as representatives of implementing or policy objects. In order to achieve the goals that have been previously set in a public policy, the policy implementers are actually faced with two problems, namely those related to the program interaction environment and program administration.

Another point of view related to the policy implementation process model, presented by Sabatier and Mazmanian identifies the variables that affect the achievement of formal goals in the overall implementation process into three broad categories, namely: (1) Characteristics of the problem, such as: diversity of target group behavior, nature of population, degree of expected behavior change, (2) Program management structure which is reflected in various regulations that operationalize policies, such as: clarity of objectives, adequate financial resources, implementing organizational integrity, executive discretion, (3) factors outside of regulations, such as: socio-economic conditions, press attention to policy issues, public support, attitudes and resources of the main target groups, support for authority, commitment and ability of implementing officials. (Wibawa, 1994: 25-26) Starting from the theoretical framework above, the writer tries to connect the object of research on the implementation of the National Insight policy with the concept proposed by Grindle. Assuming that a policy has been issued by the government has gone through a political process and a thorough study, so that it can be a solution for solving the conflict problem that occurs, but in its implementation there are several obstacles and challenges faced, the same as Grindle's explanation related to content policy and policy context.

II. Research Methods

This study uses a qualitative approach because the research intends to obtain an in-depth picture of the implementation of Presidential Regulation Number 97 of 2014 concerning the Implementation of One Stop Services. It is stated in Article 11 paragraph 3 that the implementation of PTSP by the provincial/district/city government is carried out by the Investment Agency/Services and One Stop Integrated Services. Activities of administering a permit and non-licensing that receive delegation or delegation of authority from institutions or agencies that have licensing and non-licensing authority whose management process starts from the application stage to the stage of document issuance which is carried out in one place.

This research was carried out using a qualitative descriptive analysis research method, according to Sugiyono (2003: 11) "descriptive research is a research problem related to the question of the existence of independent variables, either only on one or more variables (stand-alone variables)." This descriptive study seeks to answer the question, how is the implementation of the One Stop Integrated Service (PTSP) policy in the implementation of public services in Bekasi Regency and Bekasi City.

This research is a case study at the Office of Investment and One Stop Service (DPMPTSP) Bekasi Regency and Bekasi City. In implementing policies related to integrated services, this is to enrich understanding and support decision-making to draw decisions, apart from that, a comparison of policy implementation is carried out at the One Stop Investment and Integrated Services Agency (DPMPTSP) in Bekasi Regency and Bekasi City, which are the study of literature. From the focus of this research is the

implementation of policies in the field of one-stop integrated services, so in addition to using public policy theory, it also uses organizational theories as a reference so that the theories that support this research are multi-disciplinary in nature to enrich the writing in the research in question.

The author must use the instrument following cultural assumptions as well as following the data in an effort to achieve imaginative insights into the informant's social world. This research does not only reveal real events, but it is hoped that the results can reveal the values of professional and accountable service. With this research, a complete picture can be obtained of: 1) The implementation of the One Stop Integrated Service policy in Bekasi Regency and Bekasi City that satisfies the community; 2) Existing condition of one-stop service office in Bekasi Regency and Bekasi City; 3) What are the services provided to the real community like, the performance of the One Stop Integrated Service office, by conducting interviews in order to obtain the most appropriate model for implementing the One Stop Integrated Service policy in Bekasi Regency and Bekasi City for public service delivery.

III. Results And Discussion

Implementation of the One Stop Integrated Service Policy in West Java Province Government public service policies should be embedded in what is being or will be developed in government in the future, Decentralization is a model of governance in Indonesia as a solution in ensuring the quality of services received by the community. The transformation of the way of thinking that turned into the Industrial Revolution 4.0, made the service system in Indonesia experience many pressures as well as new challenges in line with the increasingly strong global competition in improving the quality of government services. This global influence has prompted the reform of the service system that applies globally, this especially occurs in the economic sector which has a close relationship with the influence of economic globalization. The influence of globalization has encouraged the need for public service policies through the implementation of Law Number 25 of 2009 concerning Public Services, a lot of technical policies are made to become technical guidelines for local governments in implementing public services in terms of minimum service standards and public service standards policies. One of the policies related to public service institutions is through the Minister of Home Affairs Regulation Number 138 of 2017 concerning the Implementation of Regional One Stop Services which becomes a centralized service facilitator to face the challenges of globalization.

Globalization has expanded the arena of competition between public service providers related to the economic sector, so that the service standards that are used as references are standards that apply globally in the world. One of the references used is the ease of doing business, which in 2020 Indonesia still occupies position 73 based on the Doing Business 2020 report released by the World Bank with a value of 69.6. In order to improve the quality of these services, many countries including Indonesia are trying to carry out a series of policy transformations to reform public services, this is also done by West Java, in line with the information presented by Research Informants that: West, we invite a number of experts in the field of digital transformation and services digital technology-based government from New Zealand to get input on the implementation of digital technology in improving public services in West Java Province".

Digitalization of services is one of the strategic steps to improve the quality of government public services, besides that it is necessary to simplify processes and

bureaucratic structures in the licensing process. The service process that is carried out in a simple way will anticipate the waiting time for services that are carried out between the community and the government. West Java is one of the areas with the highest interest in investing because it is considered more prepared from various aspects, this is in line with information from research informants that: "We chose West Java as an investment point because it has better infrastructure and has good human resources more productive. These two things are what we make as a brand on various occasions.

This strategic step underlies the West Java Vision not only to excel in the country, but also to excel as the best investment destination in ASEAN. In line with that, various policies and strategies have been prepared to realize the quality of licensing services in the province of West Java, this is in line with information from Research Informants that: "We have compiled 4 Strategies and 4 concrete policies to improve the quality of licensing services, such as: Developing potential, providing easy and conducive investment, creating effective strategies and promotional efforts, while the policies to be implemented are: centralizing potential and investment databases, synchronizing regional policies with national policies, expanding the dissemination of potential information and conducting evaluation and monitoring.

These strategies and policies become a reference for all Regional Apparatuses in the Regency City in West Java Province to formulate concrete policies within the scope of authority of each Regency/City Apparatus with the main performance indicators developing investment promotion policies and controlling investment implementation from the program indicators expects the outcome to be achieved in the form of an increase in the number of interest in investment plans and an increase in the number of investment projects that realize their investments in Answer Barat. The Performance Achievement Target described above is a common goal that must lead to good service quality again so that it can restore public confidence in the services provided by the government, public service policies are evidence of changes in government towards good governance which is certainly in accordance with community standards and expectations through a digital-based public service model. Through the application of a Digital-based service model in West Java Province.

Overall, the assessment of service elements obtained by the transportation sector shows an average of 3.260. This value gives the value of service quality in the good category because it is in the range between 3,064-3,532. In detail, the calculations carried out on all elements of the transportation sector service show that the comparison of the performance of the service elements gives the result that the highest average value is shown in the reasonableness of the service fees/rates, while the elements with the lowest values that need attention are speed of service time, competence of officers and ease of use of the application. In relation to the quality of service received by the community, the researcher also conducted interviews with the public who conveyed the following information: "To be honest, we do not fully understand the licensing process given by the Service, we are also in the process of obtaining permits during this pandemic period, it is still not comfortable, because the conditions are still unstable and there are fears that there will be transmission because there are still several licensing procedures that must be completed at the office."

The explanation given above illustrates the conditions that: understanding of the community regarding the types and procedures of services is not yet fully known by the community, in addition to the very massive development of technology, fully digital-based services are still experiencing obstacles to transformation as a medium for facilitating service needs. A massive and extensive socialization process is urgently needed, especially

related to procedures and service costs, this is very important according to the statement of research informants that: For us the community as recipients of this service, what is very important is the clarity of procedures, mechanisms and costs, because with this information we being able to plan everything, it is also in our opinion that PMPTSP Agency still lacks socialization and is less informative for the community, they only focus on big investors, while the service process for the middle to lower class is less informative.

Based on the information above, a service policy that is directly related to the community should be able to convey information as easily as possible to increase public participation in the licensing process and in supporting regional revenues that are utilized in regional development. To increase public participation and awareness in the community licensing process, research informants said that: The challenge of informing the public is one of the challenges that requires time and strategy in instilling public awareness and public knowledge, we are working on this through a strategy of strengthening the information system which we call SIMPATIK which, based on the results of the last evaluation, users of the application have started to pay attention and are accustomed to using it.

In line with this view in utilizing information systems, one of the informants also said that: "In addition to improving the quality of application facilities in services, we also improve supporting facilities and infrastructure to support services within the West Java BPMPTSP". Assessment of community satisfaction with the use of the SIMPATIK application from the analysis results obtained an average score of 3.49 in the interval 3.064-3.532 with a good category. Support for facilities and infrastructure will greatly support the comfort of service recipients, but cannot be separated from this, the quality of service for complaints is also important. Complaints are a form of feedback for the agency in making improvements to the procedures, mechanisms and methods of providing quality services for the community, this is in line with information from research informants that: "In providing services, we realize that it will be impossible for us to provide a very perfect service, this is because all members of the community must have their own expectations, in connection with this we continue to make improvements through public complaints services which we analyze in depth to find the best solution to provide quality services".

Complaints quality has improved because there are clear procedures and fast responses to complaints. Service officers who have competence are considered in improving the quality of services provided to the community, as mentioned above, we received different information from other informants, that: We are in the process of obtaining permits, we are still experiencing many obstacles, which are faced, for example, I am temporarily take care of the Construction Services Business license through the OSS application, but there is an effective process that must take a long time from the OSS and must carry out the settlement of permits at the Office of the Service. This shows that the service is still not effective. In addition, there is also similarity in the information conveyed by other community informants, as follows: "We are currently taking care of the licensing of the Pharmaceutical Technical Personnel SIP, we have applied for it 3 days ago, but until now it is still in the fervification stage gradually in the service, so it takes time for the bureaucratic process".

The clarity of a service process which is a government policy is required to meet the element of clarity, because a public policy will be judged on the results to be achieved from the final results of the policy. Through government policies, the public knows in detail and thoroughly so that the community gets complete information, with the hope of increasing public trust in the government in carrying out service functions.

IV. Conclusion

Based on the description of the discussion on the implementation of the One Stop Integrated Service Policy in Bekasi Regency and Bekasi City, West Java Province which became the specific object of research that has been stated previously, the authors conclude that the Implementation of One Stop Integrated Service Policy in Bekasi Regency and Bekasi City, West Java Province, has not optimally with indications: Simplification of policy content that occurs will make policies less effective in regulating interests, especially public services expected by the community, this is because policy content that is sounded in general will lead to various interpretations that make different interests collide with each other. Where the main thing must be synergism between general policies and national and regional development programs, with regard to the interests affected by the policies that occur between Bekasi Regency and Bekasi City in general, they have similarities, but from the substance of services, Bekasi City has more services that are influenced by policies because it regulates related to 82 types of licensing while Bekasi Regency regulates only 72 types of services carried out by the PMPTSP Service.

Public service is the provision of services (serving) the needs of other people or the community who have an interest in the organization in accordance with the basic rules and procedures that have been set. The reality faced in one-stop integrated services, there are still many officials who view service as basically the most important procedural. So that a lot of procedures that are made even cause problems that reduce the value of the benefits of the presence of a one-stop integrated service. In relation to the types of benefits that will be generated, that in the implementation of one-stop integrated services in Bekasi Regency and Bekasi City have the same type of benefit scenario, where to improve the quality of service types, the types of benefits that will result from integrated services implemented by Bekasi Regency provide benefits The 72 types of services provided still do not cover all the same types of services provided by the City of Bekasi.

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