



## THE POLICY IMPLEMENTATION OF MINIMUM SERVICE STANDARD IN INDONESIA: PROBLEMS AND CHALLENGES

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### Abstract

Decentralization policy in Indonesia has brought major changes in the relationship between the central and local government in Indonesia. Local governments are very wide which covers the whole government function except six absolute function while the central government has the authority to conduct guidance and supervision to local government. Given that the local government's authorities are so broad and in order to prevent the local governments from neglecting the absolute basic services for citizens, the central government set minimum service standards (SPM) for mandatory government function.

From 2004 to 2014, the ministries /non ministerial office have established 15 MSS to be implemented by local governments. Each MSS is equipped with three (3) guidelines covering the minimum service standard itself, the technical guidelines and budgeting guidelines for financing those services.

Once implemented by the local government until 2014, it was known that the achievement of predefined MSS indicators very low where the implementation of 5 SPM sampled in 119 districts / cities known that MSS health met only two indicators of the 22 indicators, MSS education has not met all the 27 indicators, Public Works and Spatial MSS only fulfilled 6 of the 21 indicators, MSS Social fulfilled only 4 of 7 indicators, Settlements and Housing MSS has no single indicator is met from 3 indicators and Order and public order MSS are fulfilled only 1 of 7 indicators .

The low success MSS policy performance is due to several obstacles, namely: 1) the contents of the policy on the rules of follow-up was not Formulated in accordance with the philosophy of MSS policy that cause a variety of shapes and characters minimum service types defined by ministries / non ministerial office; 2) Poor understanding by local government officials; 3) technical planning and budgeting is difficult to be implemented; and 4) the local government budget constraints.

To improve Indonesia's MSS performance in the future, the substance of the policy must be changed including the kinds and quality of service, planning and budgeting systems, budget provision systems and socialization of the policy to implementers in the region.

### A. Background

Minimum Service Standards (MSS) is a government policy that similarly rolled with regional government reforms by Law No. 22 of 1999 on Regional Government. This policy is then clarified through Government Regulation No. 25 Year 2000 regarding Central and Provincial government's Authority. In addition, the Government Regulation is then followed by Minister of Home Affairs circular No. 100/757 / OTDA / 2002 dated July 8, 2002 on the Implementation of Mandatory Authority and MSS. The MSS policy re-adopted and followed up on local government law No. 32 of 2004. In law No. 32 of 2004 MSS basic principles maintained namely that the mandatory implementation matters on the minimum service standards set by central government and implemented in stages. As a follow-up to the

MSS implementation under the Act that had been issued Government Regulation No. 65 Year 2005 on Guidelines for Preparation of Minimum Service Standards and Minister of Home Affairs Regulation No. 61 Year 2007 on Technical Guidelines for Preparation and Determination of Minimum Service Standards.

Following up on the Law No. 32 of 2004 on Local Government and Government Regulation No. 65 Year 2005 on Guidelines for the Preparation and Implementation of the Minimum Service Standards, the 15 ministries publishes minimum service standards for each sector that includes rules regarding the determination of the minimum service standards, regulations on technical guidelines for the implementation of MSS and technical regulations on planning and financing. As for the rules for each sector as follows:



Table 1  
 Minister/LPNK MSS implementation regulation

No	MSS By Sectors	MSS Regulatory Determination	MSS Technical Guidance Regulations	MSS Financial planning Technical Guidance Regulations
1	2	3	4	5
1	Public housing	Indonesian state Minister of Public Housing Regulation No.22/PERMEN/M/2008 on Minimum Service Standards for Public Housing, Provincial and District / City	Appendix I dan II Indonesian state Minister of Public Housing Regulation No.22/PERMEN/M/2008	Indonesian state Minister of Public Housing Regulation No.16/2010 About the Technical Guidelines for Financial achievement Planning of Provincial and District / City Public Housing Sector MSS
2	Home Affairs Government	Indonesian Minister of Home Affairs Regulation No. 62 of 2008 on Minimum Service Standards for Public Administration in the District / City  Indonesian Minister of Home Affairs Regulation Number 69 of 2012 on the Amendment to the Minister of internal Affairs Regulation No. 62 of 2008 on Minimum Service Standards  District/City Home Affairs Government sector	Appendix of Indonesian Minister of Home Affairs Regulation No. 62 of 2008 on Minimum Service Standards for Public Administration in the District / City  appendix II Indonesian Minister of Home Affairs Regulation Number 69 of 2012 on MSS Operational Technical Guidelines on District/City Home Affairs Government sector	Planning  Appendix III Indonesian Minister of Home Affairs Regulation No. 62 of 2008 on Financial technical guidelines
3	Social	Indonesian Minister of Social Regulation No.129/huk /2008 on social sector Minimum Service Standards (MSS)	Appendix II Indonesian Minister of Social Regulation No.129/huk /2008 on Minimum Service Standards (MSS) technical guidelines	Indonesian Minister of Social Decree No.80 / huk / 2010 on Provincial and District / City MSS social sector financial planning achievement guide.

1	2	3	4	5
4	Health	Indonesian Minister of Health Regulation No. 741 of 2008 on health Minimum service Standards in District / City	Indonesian Minister of Health Decree No. 828 / Menkes / SK / IX / 2008 on Technical Guidelines for health sector Minimum Service Standards in District / City	Indonesian Minister of Health Decree No.317/MENKES/SK /V/2009 on Technical Guide for Health financial planning MSS in District / City

5	Women's Empowerment and Child Protection	Indonesian Minister of Women's Empowerment and Child Protection Regulation No.01 tahun 2010 On Minimum Service Standards for Integrated Services for Women and Children Victims	Appendix III Indonesian Minister of Women's Empowerment and Child Protection Regulation No.01/2010 on MSS Integrated Services sector for Women and Children Victims of Violence technical guidance	Integrated Services for Women and Children Victims of Violence sectors standard financial MSS implementation in 2010
6	Environment	Indonesian Minister of Environment Regulation No.19 of 2008 on Provincial and District / City Environment sector Minimum Service Standards	Indonesian Minister of Environment Regulation No.20 of 2008 on Provincial and District / City Environment sectors Minimum Service Standards Technical Guidelines	Indonesian Minister of Environment Regulation No. 06 Year 2012 on Provincial and District / City environment sector minimum Service Standards financial planning application Guidelines
7	Family Planning and Welfare	The Regulation of the National Family Planning Coordinating Board No.55 / hk-010 / b5 / 2010 on Minimum Service Standards for Family Planning and Family Welfare in the District / City	Appendix II The Regulation of the BKKBN Board No.55 / hk-010 / b5 / 2010 on KB and KS sectors MSS Technical Guidelines	The Regulation of the National Family Planning Coordinating Board No.231/Hk-010/B5/2010 on District / City Family Planning and Family Welfare sector Minimum Service Standards (MSS) financial planning Achievement technical guidelines.
8	employment	Indonesian Minister of Manpower Regulation No. PER.15 / MEN / X / 2010 on Employment sector Minimum Service Standards (MSS)  Indonesian Minister of Manpower and Transmigration regulation No.PER.04 / MEN / IV / 2011 On the Amendment of Minister of Manpower and Transmigration regulation appendix No.Per.15 / MEN / X / 2010	Appendix II Indonesian Minister of Manpower Regulation No. PER. 15/MEN/X/2010 on Employment sector MSS Operations guidelines	Appendix III Indonesian Minister of Manpower Regulation No. PER. 15/MEN/X/2010 on the component cost

1	2	3	4	5
9	Basic Education	<p>The Regulation of Indonesian Minister of National Education No.15 / 2010 on basic education Minimum Services standard in District / City.</p> <p>The Regulation of Indonesian Minister of Education and Culture Number 23 Year 2013 on Amendment to the Regulation of the Minister of National Education No. 15 of 2010 on the Minimum Service Standards Basic Education in the District / City.</p>	<p>Appendix I The Regulation of Indonesian Minister of Education and Culture No. 23/2013 The integration of SPM in Planning And Budgeting Regency / City</p> <p>Appendix II The Regulation of Indonesian Minister of Education and Culture No. 23/2013 Achievement Indicators (AI) Calculation</p>	Appendix III The Regulation of Indonesian Minister of Education and Culture No. 23/2013 Expenditure Standards analysis (ESA)
10	Public Works	Indonesian Minister of Public Works Regulation No. 14 / PRT / M / 2010 on Public Works and Spatial Sector MSS	Appendix Indonesian Minister of Public Works and spatial Regulation No.14/PRT/M/2010 on SPM Work sector Technical Guidelines	Program
11	Food security	Indonesian Minister of Agriculture regulation 65 / Permentan / OT.140 / 12/2010 on Provincial and District / City Food Security sector Minimum Service Standards	Appendix I Indonesian Minister of Agriculture regulation No.65/Permentan/OT.140/12/2010 District / City Food Security sector Minimum Service Standards Technical Guidelines	Appendix II Indonesian Minister of Agriculture regulation No.65/Permentan/OT.140/12/2010 Provincial and Regency / City Food Security sector Minimum Service Standards financial planning Technical
12	Art	Indonesian Minister of Culture and Tourism regulation No.PM.106 / HK.501 / MKP / 2010 on arts sectors Minimum Service Standards	Appendix II Indonesian Minister of Culture and Tourism regulation No.PM.106/HK.501/MKP/2010 on arts sectors Minimum Service Standards	Program
13	Communication and Information	Indonesian Minister of Communication and technological Information Regulation No. 22 / PER / M.KOMINFO / 12/2010 on District / City Communication and technological Information Regulation sector Minimum Service Standards	Appendix Indonesian Minister of Communication and technological Information Regulation No.22/PER/M.KOMINFO/12/2010 on Minimum Service Standards for Communications and Information Technology in the District / City	Program
14	transportation	Indonesian Minister of transportation Regulation Number PM 81 Year 2011 on Provincial and District / City Transportation sectors Minimum Service Standards	Appendix Indonesian Minister of transportation Regulation Number PM 81 Year 2011 on Provincial and District / City Transportation sectors Minimum Service Standards	Program

1	2	3	4	5
15	Capital Investment	Head of Investment Regulation No. 14 of 2011 on Provincial and District / City Investment Minimum Service Standards	appendix Head of Investment Regulation No. 14 of 2011 on Provincial and District / City Investment Minimum Service Standards	Program

Source: Ministry of Home Affairs Research and Assessment Report and MAP UGM

Technical regulations that arrange the implementation of MSS in Indonesia has been already established between the periods of 2008 to 2010 which means that the policy has been implemented for 5 to 7 years. In all MSS technical policy defined above basically contains three basic elements, namely:

1. Indicators such as the type and scope of services that must be implemented by each region;
2. The percentage target that must be achieved for each type of service within a certain time limit;
3. How to measure the target achievement on any indicators that have been defined.

MSS policy success can be seen from the performance targets for each indicator in the 15 sectors that have been defined minimum service standards by ministries / agencies. MSS policy analysis was conducted to see the success of the application of MSS in Indonesia and the factors that hinder the implementation of the MSS.

### B. MSS Policy Conceptual Framework

It's not easy to find the basic concept that underlying the born of MSS policies in Indonesia due to unappropriate concept describing the conceptual basis since decentralization era in early 2000. The only document available is Minister of Home Affairs (MoHA) circular letter No. 100/757 / OTDA dated 8 July 2002 concerning the implementation of the mandatory authority and MSS. However, the document does not explain the basic ideas in the preparation of the minimum service standards policy.

By looking at some of the principles set forth in the MSS policy then basically MSS policies aimed at guaranteeing the rights of individuals to obtain basic services from local government in order to prosper. The basic concept of MSS policy is the essence of government's role in governance. State has a very wide function in managing common life of a nation in achieving its objectives.

Some experts expressed various views on the function and role of the State. Rasyid (2000) suggested that there are four essential functions

of the State: first, the regulation function that aims to create an order, a second function is providing services that aims to provide justice, the third function is empowerment that aims to achieve independence and development functions to realize prosperity. Responding to government functions proposed by Ryas Rasyid is mainly a function of development which is seen only as a temporary function of government, Ndraha (2005: pp62-63) suggests there are two basic functions of government that must be implemented, namely the civil service functions and public services function. Civil service function is to protect the citizen from falling victim or prey by another elements of nation, while the public service function is a function to provide good or service for citizen based on efficiency considerations.

Based on Ndraha and Rasyid's thoughts about government functions, it is importance to explore which one of those governance functions are the basis for explaining the policy minimum service standards in Indonesia. Tracing of the MSS policies concept can be done by looking at the basic principles of the MSS policies set forth above. Minimum service standards are the presence of the government to ensure the availability of the necessities of citizen's need and guarantee the access of citizens to obtain the basic need. Of course not all of basic need of citizens are provided by the government, because of the limited ability of the state budget, but only for residents which have limitations. This is in line with the idea of Finer (in Hamdi, 2013: 4-5) regarding welfare state which suggests that one of the functions of state government is to help the poor, the suffering, the sick, the elderly, and similar groups who are mentally or physically incapable of generating their own income and then the government came to provide a decent standard of living for himself and his family<sup>1</sup>.

<sup>1</sup> Finer (dalam Hamdi, 2013:4-5) Suggested 12 government functions which include very broad, fifth function state government is providing assistance for those who are unable to meet their needs based on a reasonable standard. These decent standards are according to the relevant author with "minimum standards" in the MSS policy.

The similar concept of the welfare state in which the government is responsible for fulfilling the welfare of citizens, including the minimum basic needs for poor or disable people , also put forward by Mc Iver (1992:pp101-102) and Pamudji (1992:p14). The idea of the need for the presence of the government in helping citizens who have the limitations set out from the premise of the neoclassical view in economic which states that human beings are rational individuals who maximize utility (Fukuyama, 2002: p25). Although everyone is a *utility maximizes*, but there are many citizens who are not able to meet their basic needs either because of physical or mental, so that government's help was needed to prevent those citizens become victims in vain.

Welfare policies applied in the United States also refers to the concept of welfare state as mentioned above. Sherraden (2006: pp70-71) argues that there are two levels of welfare policy in the United States, namely the lower level and upper level. At lower levels of welfare policy is a non-contribution program for the poor by providing minimum basic need. While the top level of welfare policy aimed universally with the contribution of wage / salary.

From the various concepts set forth above and being associated with the principles of the MSS policy in Indonesia, can be concluded that the basic conceptual of the MSS policy is the role of the government to help citizens who are not able to fulfill their own basic needs, which is the type of basic need, the number as well as quality is set at the minimum level by the government.

#### C. Research Methods

This study apply a descriptive-quantitative method. The Object of observation is the success of MSS's policy implementation on 6 government functions with the 119 sample of district / city of 508 districts / cities in Indonesia. Data were collected by documentation study from districts / cities reports that are submitted to the Ministry of Home Affairs. Analyses were performed by using the average analytical technique (*mean analysis*), each indicator of MSS in each sought government function average achievements. To determine the factors that constrain the achievement of MSS conducted with focus group discussions (Focused Group Discussion / FGD) involving six regional representatives and 6 representatives of ministries / agencies that handle 6 studied government function. The results of FGD formulated by researchers to formulate types of obstacles in the

implementation of MSS's policy. The results of the re-formulation submitted to the FGD participants to get clarification.

#### D. The Performance of MSS Implementation

As part of decentralization policy, MSS policy in Indonesia are still facing many problems both in the implementation and its results. Based on data obtained from the report (secondary data) about the performance of MSS Implementation in 119 districts / cities to 6 sectors of 15 sectors that are already set minimum service standards are as follows:

##### 1. Health Sector Performance

**Table 2**  
**MSS Health Sector Average Achievement Target in 2013**

NO	INDICATORS	IK	ACHIEVEMENT TARGET	SPM AVERAGE ACHIEVEMENT TARGET
1	2	3	4	5
1	Coverage of Maternity Visit for 4 times during fegnancy.	IK1	95	77.71
2	Coverage of pregnant women with complications are handled.	IK2	80	64.67
3	Scope of delivery assistance by a midwife or health personnel who have midwifery competence.	IK3	90	81.73
4	Mother Postpartum care coverage	IK4	90	79.13
5	Coverage of neonatal care by health care facility	IK5	80	53.04
6	Coverage of infant visit to health care facility	IK6	90	87.42
7	Coverage of Universal Child Immunization (UCI).	IK7	100	80.89
8	Service coverage of children under five.	IK8	90	68.19
9	Coverage of complementary feeding in children aged 6-24 months of poor families.	IK9	100	66.11
10	Toddlers coverage malnutrition receiving treatment	IK10	100	95.64
11	Health crawl coverage of elementary school students and level	IK11	100	83.97
12	Coverage of productive couple joints in family planning program	IK12	70	72.07
13	Coverage discovery and handling of disease Acute Flaccid Paralysis (AFP) rate per 100,000 population <15 years	IK13	100	50.16
14	Toddlers Pneumonia Patients discovery	IK14	100	47.55
15	The discovery of new smear positive patients	IK15	100	32.43

1	2	3	4	5
16	DBD cases are handled	IK16	100	61.14
17	Diarrhea Patients discovery	IK17	100	97.98
18	Basic health care coverage of the poor	IK18	100	56.01
19	Patient referral health care coverage for the poor.	IK19	100	63.71
20	Emergency service coverage level 1 which should be given to health facilities (hospitals) in the district /	IK20	100	52.65

	city.			
21	Coverage Village / Village experiencing outbreaks epidemiological investigation <24 hours	IK21	100	88.15
22	Coverage Village Active Standby	IK22	80	97.32

Source: Directorate General of Regional Autonomy Ministry of Internal Affairs (processed)

From the above data, it is known that almost all the targets on 22 indicators of MSS Health sectors has not been achieved and only two indicators that have exceeded the target which are) family planning active participant indicators and indicator alert village. Not to achieving the target indicators of health MSS is

caused by various matters that have been disclosed above.

2. Educational Sectors

MSS educational sectors Performance can be seen in the picture below:

**Table 2**  
**MSS Educational Sectors Average Achievement Targets In 2013**

NO	INDICATORS	IK	ACHIEVEMENT TARGET	SPM AVERAGE ACHIEVEMENT TARGET
1	2	3	4	5
1	Available units of affordable education within walking distance is a maximum of 3 km to primary school/Islamic primary School and 6 km for Junior High School/Islamic Junior High School of permanent settlement groups in remote areas;	IK1	100	76.80
2	The number of students in each learning groups for primary school/Islamic primary School does not exceed 32 people, and for the Junior High School/Islamic Junior High School does not exceed 36 people. For each study groups available 1 (one) classrooms equipped with tables and chairs enough for learners and teachers, and the board;	IK2	100	66.24
3	In each Junior High School/Islamic Junior High School available space science laboratories equipped with tables and chairs enough for 36 students and a minimum of one set of equipment for demonstration and practice of experimental science students;	IK3	100	70.74
4	In each primary school/Islamic primary School available a teachers' lounge equipped with tables and chairs for everyone teachers, principals and other education staff; and in each Junior High School/Islamic Junior High School available space separate principal of the teachers' lounge;	IK4	100	67.63



5	In each primary school/Islamic primary School available one teacher for 32 students and six teachers for each education institution or four teachers for spesific education institution.	IK5	100	69.28
6	In each Junior High School/Islamic Junior High School available one teacher for each subject teacher, and a special area available for one teacher for each subject cluster;	IK6	100	66.53

1	2	3	4	5
7	In each primary school/Islamic primary School provided two (2) teachers who meet the academic qualifications S1 or D-IV and 2 (two) person who has been certified teacher educator In each Junior High School/Islamic Junior High School available 1 (one) person for call now subject teacher, and a special area available for one teacher for call now subject cluster;	IK7	100	72.58
8	In each Junior High School/Islamic Junior High School provided teachers with academic qualification of S-1 or D-IV as much as 70% and half of them (35% of total teachers) has been certified educators, for each specific area by 40% and 20%	IK8	100	59.50
9	In each Junior High School/Islamic Junior High School provided teachers with academic qualification of S-1 or D-IV and has a certificate of educators each one for Mathematics, Science, Indonesian, English and Civics	IK9	100	65.03
10	In each District / City all the heads of the primary school/Islamic primary School qualified academic S-1 or D-IV and has been certified educator	IK10	100	58.96
11	In each district / town all head SMP / MTs qualified academic S-1 or D-IV and has a certificate of educators;	IK11	100	69.39
12	In each district / city all school / madrasah inspectors have academic qualifications S-1 or D-IV and has a certificate Educators	IK12	100	61.77
13	The government district / city has a plan and carry out activities to assist in developing the curriculum of the educational unit and an effective learning process;	IK13	100	33.89
14	Supervisory visits to educational units is done once every month and every visit was conducted for 3 hours to do the supervision and guidance;	IK14	100	52.86

15	Each SD / MI provides textbooks that have been defined for feasibility by the Government include Indonesian subjects, Mathematics, Science, Social Studies and Civics with a ratio of one set for each learner	IK15	100	64.87
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1	2	3	4	5
16	Each Junior High School/Islamic Junior High School provide text books that have been defined for feasibility by the Government covering all subjects with a ratio of one set for each participant learners;	IK16	100	50.00
17	Each primary school/Islamic primary School provides a set of teaching science and materials consisting of a human skeleton model, a model of the human body, a globe (globe), examples of optical equipment, science kits for basic experiments, and posters / carta IPA;	IK17	100	56.31
18	Each primary school/Islamic primary School has 100 titles enrichment and 10 reference books, and each SMP / MTs have 200 titles enrichment and 20 reference books;	IK18	100	53.59
19	Each teacher still working 37.5 hours per week in the educational units, including the learning plan, implement learning, assessing learning outcomes, to guide or train learners, and perform additional tasks;	IK19	100	62.54
20	Educational unit organized learning process for 34 weeks per year with learning activities as follows:	IK20	100	61.70
21	Each educational unit implementing the curriculum in accordance with the applicable	IK21	100	70.68
22	Every teacher who apply Learning Implementation Plan (RPP) which is based on the syllabus for each subject that he had	IK22	100	64.93
23	Each teacher to develop and implement assessment programs to help improve the ability of learners	IK23	100	58.28
24	Principal made supervision and provide feedback to teachers twice in each semester	IK24	100	55.88
25	Every teacher submit the evaluation report of subjects as well as the results of any assessment of learners to the school principal at the end of the semester in the form of a report presenting the results of learners	IK25	100	57.26
26	School or Madrasah Principal submit a report of Deuteronomy Final (UAS) and Deuteronomy Kenaiakan Class (UKK) and Exam Akhire (US / UN) to the parents of learners and submit to the Department of Education Recap district / city	IK26	100	46.76

27	Each educational unit to apply the principles of the School Based Management (SBM).	IK27	100	57.51
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Source: Directorate General of Regional Autonomy Ministry of Internal Affairs (processed)

Based on the data above, it is also known that the MSS performance targets in primary education has not fulfilled until 2013.

### 3. Public Works and Spatial Sectors

Public works and Spatial sectors MSS achievement can be seen in the following table:

Table 4

**MSS Public Works and Spatial Sectors Average Achievement Targets In 2013**

NO	INDICATORS	IK	ACHIEVEMENT TARGET	SPM AVERAGE ACHIEVEMENT TARGET
1	Availability of raw water to fill the daily basic needs	IK1	100	49.86
2	The availability of irrigation water to the agricultural community on the existing irrigation system	IK2	70	67.54
3	The availability of the road which connects the center of activity in the area of district / city	IK3	100	69.49
4	The availability of individual communities facilitates road travel.	IK4	100	80.63
5	The availability of roads that ensures its users drive safely	IK5	60	65.65
6	The availability of roads that can ensures vehicle can run safely and comfortably.	IK6	60	57.61
7	The availability of the road that can guarantee trip to be done in accordance with the plan	IK7	60	64.55
8	Availability of access to safe drinking water which through SPAM and non-SPAM with min 60 l / person / day	IK8	68	47.96
9	Availability of local adequate waste water system.	IK9	60	46.51
10	The availability waste water system community / region / city-scale	IK10	5	36.37
11	Availability of urban waste reduction facilities.	IK11	20	39.49
12	Availability of urban waste management system.	IK12	70	41.60
13	Availability of drainage network system and a city-regional scale so that no puddles	IK13	50	42.30
14	Reduced width of slums in urban areas.	IK14	10	36.05
15	Of services to the community in the management of IMB in the district / city.	IK15	100	82.02

16	SBGN Price guideline in the district / city	IK16	100	71.84
17	Publishing IUJK within 10 working days after the full requirements.	IK17	100	82.7
18	Availability of Information Systems Construction Services each year	IK18	100	75.57
19	The availability of information on the Spatial districts / cities through analog maps and digital maps	IK19	100	82.69
20	Implementation public aspirations through public consultation forums.	IK20	100	52.86
21	Of services to the community in the exploitation of space	IK21	100	79.72

Source: Directorate General of Regional Autonomy Ministry of Internal Affairs (processed)

From the table above it can be seen that of the 21 indicators SPM public works and spatial only 6 indicators have reached or exceeded the target indicators MSS of public works and spatial until 2013, while the others have not been achieved.

#### 4. Social Sector

Social sector MSS achievement can be seen in the following table:

Table 5

MSS Social Sectors Average Achievement Targets In 2013

NO	INDICATORS	IK	ACHIEVEMENT TARGET	SPM AVERAGE ACHIEVEMENT TARGET
1	2	3	4	5
1	Percentage (%) POM scale districts / cities that received social assistance for basic needs.	IK1	80	58.66
2	Percentage (%) POM scale districts / cities that receive social empowerment programs through the Business Group (KUBE) or other similar socio-economic groups.	IK2	80	54.78
3	Percentage (%) of social scale coastal districts / cities that provide social welfare services infrastructure.	IK3	80	77.1
4	Percentage (%) a vehicle for community-based social welfare (WKBSM) that provides social welfare services infrastructure.	IK4	60	62.38
5	Percentage (%) scale disaster victims districts / cities that receive social assistance during emergency response	IK5	80	90.77

6	Percentage (%) scale disaster victims district / city evacuated by emergency response infrastructure complete	IK6	80	85.35
7	Percentage (%) persons with physical and mental disabilities, and the elderly who have the potential not receive social security	IK7	40	48.51

Source: Directorate General of Regional Autonomy Ministry of Internal Affairs (processed)

Data above shows that most indicators of MSS social field has not been achieved and what has been achieved by 4 indicators of 7 indicators set.

### 5. Housing and Settlements

Housing and settlements SPM achievement can be seen in the following table:

Table 6

MSS Housing and Settlements Sectors Average Achievement Targets In 2013

NO	INDICATORS	IK	ACHIEVEMENT TARGET	SPM AVERAGE ACHIEVEMENT TARGET
1	Coverage availability of appropriate housing	IK 1	100	69.79
2	Scope of Services Home Affordable Livable	IK 2	70	53.41
3	Coverage that is healthy and safe environment that supported infrastructure, facilities and Public Utilities (PSU)	IK 3	100	60.18

Source: Directorate General of Regional Autonomy Ministry of Internal Affairs (processed)

The table above illustrate that there is no targets of MSS's indicator both of housing and settlement have been reached in 2013.

### 6. Orderline and Civil Order

Order and public order sector MSS can be seen in the following table:

Table 7

MSS Orderline and Civil Order Sectors Average Achievement Targets In 2013

NO	INDICATORS	IK	ACHIEVEMENT TARGET	SPM AVERAGE ACHIEVEMENT TARGET
1	Coverage area and regulatory enforcement chief in the District / City	IK5	100	71.66

2	Standby patrol coverage of public order and public tranquility	IK6	3 x patrol dlm sehari	22.57
3	Coverage ratio of public protection officer (LINMAS) in the district / city	IK7	1 org setiap RT atau sebutan lainnya	20.33
4	Fire Disaster Service Coverage in the District / City	IK8	80	42.7
5	Response Time level (Response Time Rate)	IK9	75	78.68
6	Percentage apparatus firefighters who meet qualification standards	IK10	85	56.91
7	The number of fire engines over 3000-5000 liters in WMK (Regional Fire Management)	IK11	90	51.1

Source: Directorate General of Regional Autonomy Ministry of Internal Affairs (processed)

From the table above can be seen that the orderline and civil order sector MSS is only one indicator has reached the target and 6 other indicators are still below target.

government's program and simultaneously test the success of the autonomous region's performance, the following questions can not be answered from the meanings are:

**E. The Problems of MSS Implementation)**

Over 10 years implementation in Indonesia, MSS policy has not reached the maximum results that can be seen on the achievement until 2013 that largely have not been able to achieve the set target. In addition, the low performance of the MSS policies is also caused by the lack of MSS policy benefits perceived by society, which MSS is not directly addressed to the public; but is intended for determining the local government's performance targets. The phenomenon of lack of good policy performance MSS can be influenced by several factors, both at the level of policy substance and policy implementation.

**MSS Technical Substance Policy Issues**

In MSS policies set by the Ministry / Agency that there are currently several misconceptions about MSS, as follows:

a. MSS Is Considered as a Performance Target

When examined from 15 MSS that already specified by the ministry /Agency there are some capacious MSS describe the programs as well as targets to be achieved by local authorities within a certain time. Stages defined in MSS performance are considered as a stage in the planning of development programs.

If the concept of MSS interpreted as a performance measurement instrument of local

- If the MSS is a key performance indicator of local government program to measure the success of a local government performance, why MSS is only applied to the obligatory function ? Does it not require a key performance indicator for optional function?, And does it mean that no optional functions need to be evaluated?.
- If the MSS is intended to determine the priority of services due to limited funds, then the next question is whether the function excluded of MSS criteria does not have budget limitation so that there should be no priority?.

b. MSS is seen as a *Technical Quality Standard*

MSS is seen as technical quality standards that must be met either by the government or citizens. This understanding impact on the substance of citizens needs to be met. Consequently, it will result in a lack of focus MSS in determining the type of goods / services must be provided by local governments in order to meet the basic needs of citizens.

Considering MSS as a technical standard showed that the basic idea MSS to create standard on the type and quality of basic

services in the context of equity of access and quality of service in Indonesia is not reached.

c. *MSS as a Standard Operating Procedure (SOP)*

There is also an understanding that the MSS is standard operating procedure that is used by local governments in carrying out their daily work. In the concept of management, SOP is used for monitoring the performance of each employee in the performance of duty, not a standard in meeting the basic needs of citizens. This concept is also contradictory to the mandate in the articles of Government Regulation No. 65 of 2005.

d. *MSS as Service Implementation Standard*

Public Service Standard is aimed to regulate the procedures, requirements, costs and timing of services in the public service of the government. Making of SPM as a standard service delivery is also not in the same breath with the meaning desired by Law No. 32 of 2004 and the provisions of the articles of the Government Regulation No. 65 of 2005.

e. *MSS as a Quality Standards*

In different perspective, MSS is also considered as a quality standards of the services provided by local governments. Service quality standards include input standard, output standard and process standard of every product produced by each local government agencies. This view can be seen in the Minister of Home Affairs Decree No. 61 Year 2007 on Guidelines for Local Public Service Board. Where in article 11 which states that Local Government Agencies/LGA or work units which can manage its income independently would be required to make a minimum service standards document.

**The Problems of Understanding for MSS's Implementor**

Local governments as implementor of MSS must have a clear and comprehensive understanding of the concept and strategy of MSS implementation. Local officials Understanding regarding the concept of minimum service standards will be greatly influenced by the clarity of the concept and its understanding among actors.

Results of the study conducted by the Research and Development Agency, MoHA in collaboration with the School of Public Administration, University of Gadjah Mada in 2012 has revealed that one of the problems in the implementation of MSS are unclear concepts of MSS policy set by the ministry / non-ministerial government agencies. Hence, it affects to the executive attitudes in the local government. Government officials do not

understand clearly the policy concept of MSS as well as how to implement it. Most of officials in the local government are still perceive MSS as a performance standards that have been set by the sectoral ministries / non-ministerial government agencies that must be achieved by the region local government.

The provisions of the Government Regulation No. 65 of 2005, which provides the opportunity for regions to adjust the policy implementation with the financial capability and local conditions have been understood that the MSS can not be implemented by local government, but local government must re-adjust that policy

Another problem is that local government official still perceive that MSS is the standard of sectoral agencies' performance, so who is responsible for achieving not only the local government but also the central government, private, and community organizations.

This understanding will lead the local government does not really try and arrange strategy to achieve MSS such as if who must be responsible if MSS target are not achieved, whether local government, central government, private or community organizations as a stakeholders. This kind of understanding arises as a consequence of the contents of minimum service standards that did not describe the MSS as government obligations. For example, the minimum standard of health care that one of the indicators is the coverage of K4 pregnant women visit with targets and indicators to achieve 95% of pregnant women with complications are dealt with targets to be achieved 80%. Both indicators are not only achieved by the governments but also by private and public. Pregnant women K4 visit not only in local government-owned health care facility but also can be done by health care facilities or personnel belonging to private or central government-owned center. So these indicators cause confusion among implementers at local level. The question that arises is who provide services targeted to the service standards? In rural areas health care facilities may only belong to the local government so that the target is mainly achieved by the local government, whereas in urban areas that have a lot of private health care facilities, the most widely achieve the target minimum service standards is private.

Another issue that influences the lack of understanding in the local implementing officer is the low competency of the local officer. The low official competency may be caused by the incompatibility between the competence of people who are appointed in a position with the position qualifications or because of frequent mutations between positions. Frequent mutations between positions resulted in policies that have been disseminated by the central government to local authorities become meaningless. People who have been socialized no longer be implementing policies that have been socialized. MSS policy that has been



socialized in the early issuance of the policy, but perhaps have not had time to build the system and understanding in the area, officials receive socialization transferred to another position, so that the replacement officials did not have a full understanding of the minimum service standards that affect the implementation.

Confusion and implementing officer understanding in implementing the MSS policy in the areas is one of the triggers less successful implementation of the policy of MSS at this time.

### Issues in Planning and Budgeting

The basic idea of MSS policy birth arise in the decentralization era that gives wide powers and authority to the regions, local governments are expected to still guarantee community basic need. The distribution of authority between the central and local governments will lead to central government can not directly participate in the establishment function that already submitted to the region. MSS policy is a policy made by the central government to ensure that basic government services remain to be implemented by local governments.

If this idea is taken and used as a whole in the implementation of minimum service standards policy, the provision of services as outlined in the MSS policy by ministries / non-ministerial government agencies is entirely the responsibility of local governments to finance it. Financing and budgeting of local governments activities should follow the mechanisms, requirements and planning and budgeting system. In order for an activity or service can be budgeted in local government budget then these activities must first be included in regional development planning documents, especially in Mid-Term Development Planning and annual planning documents and planning documents on each of the regions in the form of LGA's Strategic Plan and future Plan.

In practice, local government or SKPD/LGA are still difficult to pour indicator MSS in the planning documents. An example is how to put the budget for handling pregnant women with complications in the planning documents or budget documents. To provide treatment for pregnant women with complications are required a variety of facilities and infrastructure that can not be budgeted independently. For instance, pregnant women with complications services need medication, health personnel (medical services), medical equipment, and place of service. In the health service programs are usually no specific drug procurement activities for the care of pregnant women with complications, as well as the equipment used not only for the care of pregnant women with complications but can be used to provide other health services. These conditions resulted in the absence of budget items that are

specifically for the implementation of the MSS. Budget requirements for MSS services can actually be done by separating the types of health care needs in the form of facilities and infrastructures are multifunctional (can be used for various services) and facilities and infrastructures that have a specific function. With divided as it can be known and planned specific needs budget to implement SPM and infrastructure needs are an absolute must have, but used not only for the SPM. However to carry it every device implementing MSS region must work twice in making work plan and budget, so it is very burdensome the local officer and cause the local government has no specific plan to carry out the MSS.

The next issue in budget planning is the establishment of regional officers or task division and functions between local officers. For example health affairs conducted by the health department, local hospital and partly by the indicators in the SPM participate implemented by the local empowerment of rural communities that foster development of family welfare (PKK). Overlapping duties and functions such as taking it difficult to integrate budget planning SPM achievement in the area.

Other examples like education, where one of the indicators are teachers to student ratio. To achieve this MSS is done in two ways: hiring new teacher or mutata existing teachers. If the number of teachers is sufficient, but uneven because teachers are already in the city do not want to be moved into remote area school. Whether the budget plan by budgeting to hire new teachers because the old teachers do not want to move or by providing incentives for teachers who want to charge in remote areas.

Although various attempts have been made through the development of guidelines and modules which aims to help local area translate minimum service standards into APBD, but technically there are still many difficulties ranging from difficulty separating the budget requirements for each indicator, the difficulty of determining the appropriate program with indicator, the difficulty in adjusting the budget formats that have been defined as APBD guidelines.

### Budget Limitations Issues

Standard types and quality of services that will become MSS substance are determined by the ministry / non-ministerial government agencies after discussion with council consideration of regional autonomy. As mentioned earlier that there are various interpretations of the MSS concepts and policies by the central government. Ministries / non-ministerial government agencies and council consideration of regional autonomy in determining the content of MSS do not calculate how much the funds need to implement the contents of the standard. Service on each function generally can be done by various *stakeholders*, but in setting ministries /





non-ministerial government agencies minimum service standards do not take into account how the needs of the funds necessary to carry out the MSS. Although there is an attempt to perform a calculation of how the need to provide a service fee each MSS indicator, but several obstacles still facing include first, ministries / non-ministerial government agencies could only count the cost requirements necessary to implement ministry MSS function alone and do not take into account the need for cost to carry out the other the ministry /Agency MSS indicator or the local costs needs to implement mandatory non MSS government affairs and the affairs of choice. MSS Determination does not take into account the local area financial capacity as a whole, and coupled with the content / substance of SPM in the form of development / business sector performance targets that cause local areas can not afford the entire MSS indicators that have been defined by the ministry /Agency. Second, the mss indicator achievement prepared by ministries / Agency today actually can be done by anyone (stakeholders), so if all the roles of the public and private sectors must be borne by the government will result in the government will lose the fiscal ability to finance other local government needs and responsibilities and will be covered c the community chances to participate in development. Third, in the preparation of the budget allocation to the local areas in the form of self-collected income, transferred income and other funds were never carried out by considering how the needs of a local budget to finance all government matters submitted to the area. Each region with different potentials are given the same business, so it is probably an area has a high ability to finance government function submitted to the area and there are areas that have low financial capacity to fund the government affairs submitted to the region, including to finance the current SPM this content is still oriented towards local development performance targets.

#### F. Conclusion and Suggestion

After 10 years in the implementation of Indonesia's decentralization policy, the policy of MSS are still not able to achieve the objectives of the policy. Targets are set forth in the policy has not been able to MSS largely achieved in accordance with predetermined. Some of the obstacles in the MSS policy in Indonesia include the substance of policy issues, problems in implementing understanding, problems in planning and problems in budgeting.

Structuring MSS policies require policy substance reformulation in accordance with the conceptual basic that become the background thinking of MSS policy itself. Rearrange MSS policy should be conducted with concerning variety of interrelated factors, among others, local government system, the financial capacity of local conditions, the type and quality needs as that used as a measure of the basic needs of

citizens and other relevant factors. Without reformulating the MSS, the MSS policy implementation in Indonesia are not able to contribute in improving the welfare of the people through a policy of regional autonomy, especially in fulfilling the basic needs of citizens by local governments in accordance with their authority.

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