

## **The Implementation of Government Regulation Policy Number 19 of 2008 About Sub-District in Biak Numfor District, Papua Province**

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### **ABSTRACT**

The elite cadre in society through the instruments of political parties and other social institutions seems to have stalled, even running without an adequate process. Therefore, this study aims to determine the implementation of Government Regulation Policy Number 19 of 2008 in Biak Numfor Regency and the inhibiting factors for the Implementation of Government Regulation Policy Number 19 of 2008 in Biak Numfor Regency. This study uses a descriptive research method with a qualitative approach. The reason for using a qualitative approach as a research approach is because researchers see the nature of the problem being studied can develop naturally according to the conditions and situations in the field. The results showed that the implementation of PP No. 19/2008 on sub-districts in Biak Numfor Regency, Papua Province, was seen from the aspect of communication, sources, dispositions/trends or behaviors, and the bureaucratic structure had not been running well and other factors. The obstacles to the implementation of PP No. 19/2008 on sub-districts in Biak Numfor Regency are influenced by (a) The influence of external pressure, (b) The influence of personal characteristics, (c) The influence of outside groups; and (d) The influence of past circumstances.

**Keywords:** Policy Implementation; Leadership; Human Resource.

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### **INTRODUCTION**

The characteristics of a transformational leadership figure are so important because advances in information technology plus an increase in the thinking power of people's behavior cause a civil servant to not be outdated in his work. Transformational leaders or civil service organizations have become the answer to globalization and the complexity of problems in community development, therefore the figure of civil service must also improve work professionalism in order to further improve the main characteristics in the form of providing complete services to the community as well as making coordination as the main tool to increase efficiency. providing services to the community (Dvir & Shamir, 2003; Piccolo & Colquitt, 2006)

The civil service must also have general skills and knowledge (generalists) as well as have special skills (specializations) that can be relied on, have the spirit and entrepreneurial spirit in order to improve people's welfare, as David Osborn's straightforward review in his book *Reinventing of Government* (entrepreneurship of bureaucracy) suggests. , have the ability to negotiate in a positive sense such as being able to make plans and complete explanations to be presented to the top government so that the work program compiled gets additional financial support, is able to carry out leadership that is nurturing, fair and honest and has good character without defects, prioritizes quality work and excellent service quality to the community that is real and not just on paper, has a strategic vision in anticipating changes in government and society that are getting faster and experiencing ups and downs. clear. The civil service must be able to produce innovative ideas plus imaginative creativity in carrying out the government tasks it carries out (Mangset, 2015).

The strategy for developing leadership character through the civil service recruitment base today must be re-evaluated. The development of leadership character through intellectual, emotional and spiritual aspects is an unavoidable strategy. Educating civil servants through the cultivation of power that is *de jure* only (law centric) does not answer the dynamics of the current political development of government. In fact, elite regeneration in society through the instruments of political parties and other social institutions seems to have stalled, even running without an adequate process (Savolainen & Lopez-Fresno, 2013) .

Looking at the phenomena that often occur in Biak Numfor District Some examples of cases in the field, from 19 Districts in Biak Numfor District, only 10 (ten) District Heads or around 47% came from Government Schools and of the 9 (nine) district heads, only 4 (four) district heads only meet the rank requirements. . This needs special attention in implementing the government's mandate which is supported by the Position and Rank Advisory Board as an assessor in deciding a position that has not yet functioned properly where it is only because of being the Success Team for winning the elected Regent candidate, only because of close relatives or family relationships. can be a District Head even though the rank rules do not meet the requirements (Binza, 2013).

Seeing these problems, it resulted in government coordination not going well considering that some of them did not understand their main duties as government representatives at the district level. Circular of the Minister of Home Affairs Number 821.27/3938/SJ dated July 24, 2015 Regarding the requirements and appointment of sub-district heads after the issuance of Law Number 23 of 2014 concerning Regional Government where there were several changes related to governance in sub-districts, one of which was regarding the requirements for the appointment of sub-district heads in Article 224 paragraph (2) states that the Regent/Mayor is obliged to appoint a Camat from a Civil Servant who knows the technical knowledge of government and fulfills the staffing requirements in accordance with the provisions of the legislation (Conragen, 2019).

## METHOD

The focus of the research is the implementation of Government Regulation No. 19 of 2008 concerning Sub-districts in Biak Numfor Regency, Papua Province. This study uses a descriptive research method with a qualitative approach. The reason for using a qualitative approach as a research approach is because researchers see the nature of the problem being studied can develop naturally according to the conditions and situations in the field. The qualitative research method is called the postpositivistic method because it is based on the philosophy of postpositivism. This method is also referred to as the artistic method, because the research process is more artistic (less patterned), and is referred to as the interpretive method

because the research data is more comfortable with the interpretation of the data found in the field (Merriam, 1988).

This research is a qualitative research. Qualitative research is research that emphasizes the quality or the most important thing from the nature of a product/service. Qualitative research is carried out because researchers want to explore phenomena that cannot be quantified that are descriptive in nature such as the process of a work step, the formula of a recipe, the notions of a variety of concepts, the characteristics of a product and service, pictures, styles, procedures for a culture, the physical model of an artifact and so on.

In conducting in-depth interviews, the authors determine several sources or informants that are considered the most representative to answer questions regarding the focus of the research. Determination of informants is based on position, experience and understanding of the object under study.

## **RESULT AND DISCUSSION**

### **Policy Implementation of Government Regulation Number 19 of 2008 in Biak Numfor District.**

#### **a. Communication**

There are three things in this communication that need attention: (1) Transmission; (2) Clarity (Clarity); (3) Consistency. A policy that will be implemented must be channeled to the official who will implement it. Often transmission problems occur when the implementer does not agree with the policy (disposition) by distorting the policy order or even closing the necessary communication. Transmission problems also occur when the policy to be implemented must go through a layered bureaucratic structure or due to the unavailability of adequate communication channels (resources) (Ocasio et al., 2018).

Clarity of objectives and methods to be used in a policy is an absolute must so that it can be implemented as it has been decided. But that doesn't always happen. There are various reasons why a policy is not clearly formulated, including: (a) the complexity of policy making between the executive and the legislature, so that they tend to leave the details of its implementation to their subordinates; (b) There is public opposition to the policy; (c) The need to reach consensus between competing objectives when formulating the policy; (d) A new policy whose formulators are not very familiar with the problem (this is often said to be an attempt to avoid responsibility) (Penninx et al., 2008).

Effective implementation requires not only clear communication, but also consistent one. A good transmission process but with inconsistent commands will cause confusion for implementers. Many things can cause the policy direction to be inconsistent, including because: a). The complexity of the policies that must be implemented; b). The usual difficulties when starting the implementation of a new policy; c). Policies have various goals and objectives, or sometimes because they conflict with other policies; d). The amount of influence of various interest groups or issues brought about by the policy (Paton & McCalman, 2008) .

Policy communication is carried out in order to equalize perceptions and steps integrally from all parties. This is done to increase understanding and knowledge, especially for Baperjakat in selecting and appointing District Heads based on Government Regulation No. 19 of 2008. The next step is the transmission process, namely the transformation of policies from the Implementors of the Position and Rank Advisory Board through direct meetings, coordination meetings between the chairpersons. and Baperjakat members. As said by Drs. I Putu Wiadnyana, as the head of the Human Resources Development Agency for Biak Numfor Regency, the Position and Rank Advisory Board, stated that it had not yet functioned optimally. So that the policies taken in the determination and inauguration of the District Head are still far

from the desired expectations according to the mandate of Government Regulation No. 19 of 2008 (Juntti & Potter, 2002).

#### **b. Sumber Daya**

The resource factor in the implementation of the policy of Government Regulation No. 19 of 2008 concerning Districts, in its implementation in Biak Numfor Regency with the need for human resources from the results of research and interviews it was found that the resource aspect was considered inadequate, both regarding the need for human resources and information resources and authority (Thong, 2001). The Regional Secretary of Biak Numfor Regency, Markus Mansnembra, also stated that:

"Supporting human resources are not sufficient, therefore it is necessary to increase the knowledge of district government officials who really master the science of government and have government certificates ".

#### **c. Disposition**

Disposition is the attitude and commitment of the implementers to the policies or programs that they must implement because every policy requires implementers who have a strong desire and high commitment in order to be able to achieve the expected policy objectives. The disposition factor is the attitude of the implementor in implementing a predetermined policy. The implementor in this case is Baperjakat.

The Regional Secretary and Head of the Human Resources Development Personnel Agency of Biak Numfor Regency are policy implementers who are willing and tend to want and continue to implement the policy of Government Regulation Number 19 of 2008 concerning Districts. However, regulations regarding the appointment of district heads need to be re-implemented in the field. So that it really materializes into a complete commitment that reflects that the disposition in the implementation of Government Regulation 19 of 2008 is so important and strategic (Liu & Wall, 2005).

#### **d. Bureaucratic Structure**

The bureaucratic structure is also felt to be an obstacle in implementing the policy of Government Regulation 19 of 2008 concerning Districts. This is related to the existence of obstacles in the implementation of Government Regulation 19 of 2008. There is no similar movement in the District, which has not been followed by the same or adequate strategies and steps by the District to the Village.

The Head of the Human Resources Development Personnel Agency who is also the former Head of the Yendidori District at the beginning of his career when asked about the existence of bureaucratic obstacles, if there are matters related to the District whether there are very complicated bureaucratic obstacles or vice versa, he answered briefly no if the District Head was correct. - Really a civil servant or an original government person who clearly understands the duties of the government.

Seeing some of the factors above, the head of the Human Resources Development Personnel Agency of Biak Numfor Regency, Mr. I Putu Wiadnyana., MM through direct interviews said that:

"The implementation of Government Regulation No. 19/2008 in Biak Numfor Regency is not going well. Of the 19 Districts in Biak Numfor District, there are only 9 (nine) District Heads who come from government schools. Of the 9 (nine) District Heads, there are also 5 (five) District Heads who are not in accordance with the rank so that all employees below him cannot take care of promotions because the District Head's rank does not meet the staffing requirements."

The Regional Secretary of the Biak Numfor Regency, Mr. Markus Mansnembra, as the chairman of Baperjakat also deeply regrets the phenomenon that has occurred in this Regency. He emphasized that for the years to come, the appointment of district heads will be adjusted to the rank in accordance with the employment regulations and the requirements contained in Government Regulation No. 19 of 2008. The appointment of district heads in previous years was not in accordance with the existing regulations. This is because the political turmoil in Biak Numfor Regency is so dominating, so that the Success Team, family, relatives, friends, friends or neighbors who have contributed to the election of the Regent can be easily appointed as the head of the district even if it is not in accordance with the regulations set by the government.

### **Factors Inhibiting Policy Implementation of Government Regulation Number 19 of 2008 in Biak Numfor District**

In identifying the inhibiting factors for the implementation of Government Regulation No. 19 of 2008 regarding Sub-districts in Biak Numfor Regency from the results of an interview with the Head of the Human Resources Development Personnel Agency, Mr. I Putu Wiadnyana, it was stated as follows:

1. Lack of attention/trust from the Regional Government towards the alumni of Government Schools in accordance with the mandate of PP No. 19 of 2008 who meet the requirements to occupy the position of district head;
2. Lack of commitment by regional leaders to existing regulations due to the developing political situation in the community;
3. The influence of pressure from groups outside the existing bureaucracy, such as the Success Team for the Regional Head election or certain organizational groups, resulting in policy shifts that are not in accordance with existing regulations. So that the policy of inaugurating a district head is not based on existing regulations but because of the closeness of kinship, success teams, or other relationships without thinking about staffing rules and other regulations;
4. There is a grudge in the past, so that a regional head makes this a reference in making decisions without looking at the interests of the Regency.

### **CONCLUSION**

Based on the findings and discussions that have been put forward, and in accordance with the formulation of the problem and research objectives, the following conclusions can be put forward. Implementation of the policy of Government Regulation No. 19 of 2008 concerning sub-districts in Biak Numfor Regency, Papua Province in terms of communication aspects, sources, disposition / tendencies or behaviors, and the bureaucratic structure has not worked well. It can be seen from the number of civil service graduates from government schools who still have not occupied or held the position of district head as mandated by PP No. 19 of 2008 Articles 24,25 and 26. Of the 19 districts in Biak Numfor Regency, there are only 9 (nine) district heads. who graduated from government schools. And of the 9 (nine) district heads, only 4 (four) people meet the rank requirements according to the staffing regulations.

Factors inhibiting the implementation of Government Regulation No. 19 of 2008 on sub-districts in Biak Numfor Regency are influenced by: (a) The influence of external pressure, (b) The influence of personal characteristics; (c) There is influence from outside groups; and (c) The existence of the influence of past circumstances.

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