Implementation in Handling Ex-Lepros Communities by The Social Service of Makassar City

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ABSTRACT

This research aims to find out how the implementation of the development ex-leprosy Community by the social services of Makassar city. Starts from standards and targets of resource policies, inter-organizational communication, characteristics of implementing agents and strengthening activities in economic, social and political conditions. The research method used in this study is to use a qualitative descriptive method, namely the data obtained will be analyzed and then poured into a series of words, this technique aims to systematically describe the facts and data obtained. The results of this study indicate that there are still obstacles in the implementation of handling of the excluded community based on Makassar Mayor Regulation No. 89 Years 2016 carried out by the social services of the city of Makassar. Problems related to work programs, provision of skills training and basic food assistance to the community are not implemented actively and meet the needs of the ex-leprosy community in the city of Makassar.

Keywords: Implementation, development, ex-Leprosy, Makassar

INTRODUCTION

Based on the official website of the Ministry of Health, leprosy or also known as Hansen's disease is a bacterial infection that affects the system nerves, skin, nose, and eyes. This disease can be prevented by carrying out early treatment to reduce permanent damage to the sufferer. Leprosy can be treated even though it cannot return damage that has occurred. (Ministry of Health Directorate General Health Services, 2022).

Leprosy is not a new disease in Indonesia, this disease has existed long before Indonesia's independence, which is still there today, but with the development of existing knowledge, leprosy can now be prevented and even many sufferers have successfully recovered from the disease. However, behind the healing of lepers or what is hereinafter referred to as ex-lepers, there are further problems that they experience.

According to the results of the initial observations of researchers at the social service in the city of Makassar, it was explained that there were as many as 550 people with leprosy and ex-leprosy in the city of Makassar. The ex-leprosy people tend to live in groups or with their families in one area. In the city of Makassar itself, the ex-leprosy community has until now found it difficult to live side by side and socialize with the general public.
Several reasons are trigger This is because there are still bad views and discrimination against former lepers or ex-lepers. These views then lead to feelings of inferiority and the lack of opportunities for the ex-leprosy community from various fronts, both in terms of job opportunities, enhancement skills, social life and even education.

The low opportunities and opportunities for developing the potential of the ex-leprosy community have ultimately caused the majority of these people to still be trapped in poverty and take advantage of their disabilities to make ends meet by choosing to become beggars, especially for them who live in big cities like Makassar city. This situation is actually nothing new and has even become a structural profession for the majority of ex-leprosy people for generations.

As a step to overcome this problem, the government, especially the Makassar city government, has issued related regulations contained in Makassar Mayor Regulation Number 89 of 2016 concerning Position, Organizational Structure, Duties and Functions and Work Procedures of the Social Service. In the mayor's regulation, one of them discusses the functions and duties of the Makassar city social service in the field of social rehabilitation to empower and guide ex-leprosy communities so that they are expected to be active again as well as develop themselves.

In order to see how the mayor's regulation is applied to the ex-leprosy community and related problems that include the ex-leprosy community in the city of Makassar, the researcher feels the need to conduct research with the title "Implementation in Handling Ex-Leprosy Communities by the Makassar City Social Service".

Based on the background of the problem presented above, the formulation of the problem is formulated as follows: how is the implementation of ex-leprosy handling by the Makassar city social service. The research objectives of this study are as follows: To find out the implementation of ex-leprosy handling by the social services of the city of Makassar.

Pressman and Wildavsky (1978 : xxi) stated that "implementation is carrying out, completing, fulfilling, producing, completing". Grindle explains in tachjan (2006:25) implementation is "implementation – a general process of administrative action that can be investigated at specific program level" which is interpreted by tachjan the implementation of public policy is a process of administrative activities that are carried out after the policy has been determined/approved. This activity lies between policy formulation and policy evaluation (Tachjan, 2006).

Abdul Wahab in Suparno (2017:16) Abdul Wahab (1997) says the implementation function in policy is to form a relationship that allows goals or objectives to be realized as outcome (the final result is done by the government). therefore includes the creation of a policy delivery system for implementing state policy which usually consists of certain methods or facilities that are carefully designed/designed specially and directed towards the achievement of objectives and means be required. (Suparno, 2017)
Meanwhile, according to Abdoellah and Rusfiana (2016: 57) the implementation or implementation of public policy is a series of activities after a policy is formulated. Without an implementation, a policy that has formulated it would be a waste. Therefore, policy implementation has an important position in public policy.

From the several theories above, implementation can be interpreted as a form of implementation of a policy that has been implemented set and Approved to achieve the goals of the policy.

Hasel in Abdoellah and Rusfiana (2006: 61) says the actual policy process does not only concern the behavior of responsible administrative bodies and generates obedience to the target group/public, but also involves a network of political, economic and social forces that directly or indirectly can directly influence the behavior of all interested parties (stakeholders) which ultimately affects policy objectives, both negative and positive. Therefore the three main activities in policy implementation are:

Interpretation, which is an activity that translates the meaning of the program into regulations that are acceptable and can be implemented. Organization, which is a unit or container for placing the Program into policy objectives. Application, which relates to routine equipment for service, salary/wages. (Abdoellah & Rusfiana, 2016).

Grindle's public policy implementation model, The policy implementation model according to Grindle in Suparno (2017) explains that measuring the effectiveness of policies to solve problems is closely tied to the quality of the substance or quality of the policy content as well as the implementation context of the policy, because policy objectives can be implemented basically to find a change or enhancement, both in quality nor the number of problems that become object policy. Grindle explained that the success of implementing policies is influenced by several main factors which can be grouped into two phenomena. The two groups of phenomena are policy content or policy context (content of policy) and the policy context or (context of policy) The policy model put forward by Grindle connects the phenomenon of policy content and policy context in order to influence the success of implementation described on diagram following:

Figure 1. Grindle Public Policy Implementation Model
Based on the figure above described that the application or implementation of the policy is the effort made with the intention that the policy objectives can be achieved maximally and efficiently. So that the planned goals are achieved, these goals are translated into direct action programs and various activities. In order to make program achievements clearer and more measurable, indicators of program or project success have been prepared. The policy is said to be successful if the expected goals are achieved and bring the expected results. This happened because the implementation of the program was in accordance with the plan. In order for the program to produce what is expected, it really depends on two things, namely the content of the policy or content of policy and implementation content (implementation context). (Suparno, 2017)

George Edward III in Nugroho (2021: 37-38) explains that the main problem of public administration is lack of attention to implementation. It is said that without effective implementation the decision of policymakers will not be carried out successfully. Edward suggested paying attention to four main issues for effective policy implementation, miscommunication, resources, disposition or attitudes, and bureaucratic structures. Communication with regard to how the policy communicated to the organization and/the public and the attitudes and responses of the parties involved. Resources related with the availability of supporting resources, in particular resource man, where is this related with prowess from the implementation of public policy to carry out policy effectively. Disposition regarding the readiness of the implementer for carry out the public policy. Proficiency alone is not sufficient, without the willingness and commitment to implement policies. Organizational structure with regard to the suitability of the bureaucratic organization that is the organizer of public policy implement. The challenge is how to prevent this from happening bureaucratic fragmentation, because this makes the implementation process far from effective (Nugroho, 2021). The following are implementation analysis techniques according to Edward III's theory described by Nugraha (2021:38):

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<tr>
<th>Indicator</th>
<th>Measurement</th>
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<tr>
<td>Communication</td>
<td>a) Are the measures and policy objectives understood by individual-Individuals responsible for achieving policy goals.</td>
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<td>Resource</td>
<td>b) Number of staff.</td>
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<td>c) Expertise of executors.</td>
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Table 1. implementation analysis techniques according to Edward III's theory
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<td>d)</td>
<td>Relevant and sufficient information to implement policies and fulfillment of related sources in program implementation.</td>
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<td>e)</td>
<td>The existence of authority that guarantees that the program can be directed to some of the expected.</td>
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<td>f)</td>
<td>There are supporting facilities that can be used to carry out program activities such as infrastructure funds.</td>
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<tr>
<td><strong>Disposition</strong></td>
<td></td>
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<tr>
<td>g)</td>
<td>Response implementor against policy.</td>
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<td>h)</td>
<td>Implementer's awareness, instructions or directives for the implementer to respond to the program towards acceptance or rejection.</td>
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<tr>
<td>i)</td>
<td>Response intensity.</td>
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<tr>
<td><strong>Bureaucratic Structure</strong></td>
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<tr>
<td>j)</td>
<td>Conformity of characteristics in executive bodies that have a real or potential relationship with what they have in carrying out policies.</td>
</tr>
<tr>
<td>k)</td>
<td>Conformity of norms in executive bodies that have a potential or actual relationship with what they have in carrying out the policy.</td>
</tr>
<tr>
<td>l)</td>
<td>Pattern fit that happened repeated-repeat in executive bodies that have a real or potential relationship to what they have in executing policy.</td>
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According to Donald S. Van Meter and Carl E. Horn in Purwanto and Jakaria 2019: 85-86) they have a policy model that they have developed themselves. According to Horn, the way to link policy and job performance is separated by a number of independent variables (independent variables) are related to each other. These independent variables are as follows:

a) Policy standards and objectives must be clear and measurable so that they can be realized. In this variable, there is a need for a thorough understanding of the goals or objectives to be achieved by making a public policy.

b) Resource, implementation policies need support resource Good resource man (human resources), nor resource not mania.

c) Inter-organizational communication and activity reinforcement. In many programs, the implementation of a program requires support and communication with other agencies.
d) The characteristics of implementing agents include bureaucratic structures, norms, and patterns of relationships that occur within the bureaucracy, all of which will affect the implementation of a program.

e) Inter-organizational communication and strengthening of economic, social and political conditions. This variable includes environmental economic resources that can support the successful implementation of policies. (Purwanto & Jakaria, 2019)

According to official reports received from 138 countries from WHO regions, The global Prevalence of leprosy registered globally by the end of 2015 was 176,176 cases (0.2 cases per 10,000 people). Samuel Mark explained in his journal that Leprosy was the scourge of ancient societies and continued to be significant health problem in a number of countries until quite recently. A combination of early diagnosis and treatment with multi drugs therapy has greatly reduced the number of case of leprosy worlwide, especially in the last twenty five years. Today, nearly 83 percent of the more than 200,000 new cases reported annually are from three countries India, Brazil, And Indonesia.

The Regulation of the Minister of Health of the Republic of Indonesia No. 11 of 2019 leprosy is a chronic infectious disease caused by germs *Mycobacterium leprae*. Furthermore, according to the official website of the Ministry of Health, leprosy is a disease that infects bacteria that affect the system nerves, skin, nose, and eyes. This disease can be prevented by carrying out early treatment to reduce permanent damage to the sufferer. The main treatment method for leprosy or leprosy is with antibiotics. Leprosy sufferers will be given several combinations of antibiotics for 6 months to a year. Even though it is an infectious disease, leprosy takes a long time to reproduce in the body, which is around 20-30 years with direct contact with leprosy sufferers who have never received medical treatment. (Ministry of Health Directorate General Health Services, 2022). The ex-leprosy community is a community that has been cured and has received it handling medical treatment of the disease and can return to society again. Although, most cases of ex-leprosy people experiencing physical disabilities as a result of the disease.

Makassar mayoral regulation No. 89 of 2016 explains that Makassar city social service is an element of implementing government affairs in the social sector which is the authority of the region. The social service is led by the head of the social service who is under and responsible to the mayor through secretary area. In Article 14 paragraph (3) of the mayor's regulation also explains the duties and functions of the social service, in this case the field of social rehabilitation in dealing with ex-leprosy people in the city of Makassar as follows:

(3) Based on the tasks and functions referred to in paragraph (1) and paragraph (2), the Rehabilitation Section for Persons with Disabilities has job descriptions:
   a. planning, compiling and implementing programs and activities of the Rehabilitation Section for Persons with Disabilities;
b. prepare materials for the Work Plan and Budget (RKA)/RKPA, Budget Implementation Documents (DPA)/DPPA for the Rehabilitation Section of Persons with Disabilities;
c. implement the Budget Execution Document (DPA)/DPPA Rehabilitation Section for Persons with Disabilities;
d. prepare materials for the formulation of technical policies for the implementation of coordination and control service rehabilitation of persons with disabilities: physical disabilities (body disabilities, visual disabilities, speech deaf disabilities, former chronic disease/ex-leprosy disabilities), mental disabilities (ex psychotic, mentally retarded, epilepsy) and multiple disabilities (physical and mental disabilities);
e. prepare materials for the preparation of plans and programs for services to persons with disabilities inside and outside the orphanage;
f. conduct mentoring and skills training disabled disabled and former leprosy;
g. carry out services and provide empowerment assistance to persons with disabilities in the form of Productive Economic Enterprises (UEP) and Joint Business Groups (KUBE);
h. provide guidance and assistance to empowerment groups for persons with disabilities;
i. evaluate the implementation of tasks and make an inventory of problems in scope their tasks and seek alternative solutions;
j. studying, understanding and implementing laws and regulations related to the scope of their duties as guidelines in carrying out their duties;
k. provide advice and technical considerations to superiors;
l. dividing tasks, giving instructions, assessing and evaluating the work of subordinates so that the implementation of tasks can run smoothly in accordance with applicable regulations;
m. deliver reports on the implementation of tasks and/or activities to superiors;
n. carry out other official duties given by superiors (Mayor of Makassar Regulation Number 89 of 2016)

From the explanation of the mayor's regulations above, several important points can be seen related the handling of the ex-leprosy community by the Makassar city social service which is classified as a group of people with disabilities so that they are entitled to receive guidance, skills training, services, and economic assistance, so that they can carry out their activities and develop their skills.

METHOD

The informants in this study included members of the social service staff of the city of Makassar and the ex-leprosy community covering the Makassar city area located at the Makassar City Social Service, Arif Rahman Hakim Street No.50 and other interviews in several separate locations with the ex-leprosy community.
In this study researchers use the Meter and Horn public policy implementation model. While the research method used is method descriptive qualitative, namely the data obtained will be analyzed and then poured into a series of words, this technique aims to systematically describe the facts and data obtained.

RESULTS AND DISCUSSION

In discussing this study, the researchers used the implementation theory put forward by Meter and Horn where there were four important points in implementing a policy, namely standards and target policies clear, resources, communication between organizations and the characteristics of implementing agencies. First, in terms of standards and policies in the handling of ex-leprosy communities by the social services of the city of Makassar, it actually has explained in Makassar Mayor Regulation Number 89 of 2016 concerning Position, Organizational Structure, Duties and Functions and Work Procedures of the Social Services. Where in article 14 of the mayor's regulation discusses how the process of handling people with disabilities with one of the targets in it is the ex-leprosy community.

With regard to efforts to carry out social management of ex-leprosy communities, the social services of the city of Makassar have created and implemented several program activities based on the mayor's regulations. Which activity made this includes Skills Training (skills on sewing bed sheets and handicrafts), providing direct assistance in the form of groceries, providing business aids and providing accessibility aids such as canes, prosthetic legs as well as wheelchairs. However, behind the implementation of these program activities the researcher found that there were still many obstacles to the implementation of these programs. For example, the implementation of skills training and the provision of sewing tools which was last carried out in 2020, the provision of direct food assistance once a year which rated society is ineffective for them because the intensity and form of assistance does not meet the needs of the ex-leprosy community, and the provision of disability aids is minimal and must be shared with other people with disabilities. These problems then become the anxiety of the ex-leprosy community because according to the community apart from the health office that provides treatment regarding their health, the social service that is the concentration to get treatment in terms of service, training and social assistance but the expectations of the ex-leprosy community are still not getting it realized maximally by social services of Makassar city.

Furthermore, secondly, in terms of implementation resources in this study, either human resources or resource others are also inadequate starting from the ability and knowledge of human resources in interacting with the disabled community which is lacking, the number of employees, also in terms of the budget for handling ex-leprosy people is minimal and still has to be shared with handling other people with disabilities so that this is one of the reasons many ex-leprosy treatment programs -Leprosy has stopped and it is difficult to implement sustainable programs for ex-leprosy communities.
Third, in terms of inter-organizational communication and strengthening activities in the implementation process. With regard to this point, from the results of the research that the researchers were able to describe, the form of communication between the social services of the city of Makassar and ex-leprosy community organizations such as the Independent Leprosy Association (PERMATA) is still active. This was explained by the general chairman of Permata that for the communication process between social service agencies and public ex-leprosy cases are only carried out several times at certain times, such as in the case of providing annual basic food assistance. Other things such as the delivery of aspirations from public disability ex-leprosy are still served and heard by the social services of the city of Makassar, however, in terms of its realization it has not been implemented as expected by the ex-leprosy community.

Finally, the characteristics of the implementing agency. Based on the results of the research on the characteristics of the implementing agency, in this case, the social service for the city of Makassar, it is necessary to re-evaluate many things that are necessary fixed start from the system implementation tasks, the number of employees in handling the ex-leprosy community, increasing the budget and enhancement city social services Makassar to social problem faced public ex-leprosy so that they can be given special attention. The things above certainly need to be of further concern to the social service government of the city of Makassar in order to improve its organizational capabilities so that the form of implementation of the mayor's regulation number 89 of 2016 can be carried out properly.

CONCLUSIONS

Based on the results and discussion above, the researcher can conclude that the implementation of the duties and functions of the social services of the city of Makassar in handling ex-leprosy communities has not been carried out properly and still needs to be improved. One of the main reasons for the lack of proper handling of ex-leprosy communities is due to the lack of it that budget exists, giving rise to problems related to skills training which was last implemented in 2020, the provision of assistive devices for disabilities such as canes, limited wheelchairs and direct assistance such as groceries which have not effectively met the needs of the ex-leprosy community, of course these problems must receive further attention from the government, so that the handling of the ex-leprosy community can be carried out optimally and meet the expectations of the ex-leprosy community in the city of Makassar.

REFERENCE


Makassar Mayor Regulation Number 89 of 2016


Regulation of the Minister of Health of the Republic of Indonesia Number 11 of 2019


