Local Government Policies in Increasing the Human Development Index in Bone District

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ABSTRACT

HDI is an indicator used to see development progress in the long term. The purpose of this study is to see and analyze how effective the policies are to increase the Human Development Index in Bone Regency by the Bone Regency government and then to provide alternative policy recommendations to the Bone Regency regional government. The type of research method used by the researcher is the descriptive qualitative research method. The research was conducted at the BAPPEDA office in Bone Regency. The data sources used are primary and secondary data. The results of this study indicate that the Policy Context is deemed to have been by the problems being faced. existing policies contain things that can solve the problem to be solved. However, in its implementation, the indicators for the preparation of HDI in Bone Regency are still lagging behind other regencies/cities in South Sulawesi, Bone Regency's HDI is still ranked 23rd out of 24 city districts. but the increase is not as big and fast as other districts. Therefore, the Bone Regency government feels it is necessary to evaluate the implementation of the policies that have been issued.

Keywords: Public policy; human development; effectiveness; implementation;

INTRODUCTION

The Human Development Index (HDI) is an important indicator to measure success in efforts to build the quality of human life (Dias, Mattos, & P. Balestieri, 2006; Huerta Yero, Sacco, & Nicoletti, 2021; Long et al., 2020; Sarkodie & Adams, 2020). HDI explains how the population can access development outcomes in obtaining income, health, education, and so on (Assa, 2021; Biggeri & Mauro, 2018; Liu, He, Zhuang, He, & Li, 2020; Martínez-Guido, González-Campos, & Ponce-Ortega, 2019). HDI was introduced by UNDP in 1990 and the calculation method was revised in 2010, while the Central Bureau of Statistics adopted the new HDI calculation in 2014. HDI is an indicator used to see development progress in the long term. To see the progress of human development, two aspects need to be considered, namely speed and status of achievement.

The Human Development Index (HDI) of Bone Regency is ranked 23 out of 24 regencies/cities in South Sulawesi. Bone Regency's HDI rating is only better than Jeneponto Regency. In 2020 Bone Regency has an average HDI of 66.06%, this figure grew by 0.39% from 65.67% in 2019. The HDI value of the Bone Regency is still far below the average HDI value of South Sulawesi, which is the HDI figure. South Sulawesi 71.93% in 2020 and 71.66% in 2019. This is a serious problem for the Bone Regency government because what is expected is quality

human resources, but in reality, the existing human resources are of low quality when compared to other districts in South Sulawesi.

Makassar City and Palopo City are the districts/cities with the highest HDI scores (Aeni, Wahyuni, Onasis, Awaluddin, & Siraj, 2020), while Bone and Jeneponto districts are the districts/cities with the lowest HDI scores. To determine the achievement of HDI among regions, it can be seen through the classification of HDI into several categories, namely: IPM < 60: IPM Low, 60 ≤ IPM < 70: IPM Medium, 70 ≤ IPM < 80: IPM High, dan IPM ≥ 80: IPM Very High (Statistik, 2015). Based on this classification, in South Sulawesi in 2020, there was 1 city that received a very high IPM classification, namely Makassar City, and 9 regencies/cities with a high HDI classification, and 14 other regencies/cities classified as medium, including Bone Regency. In calculating IPM, minimum and maximum values are required for each indicator. The following table presents these values

Table 1. Minimum and Maximum IPM Indicators

INDICATOR	UNIT	MIN		MAX	
		UNDP	BPS	UNDP	BPS
Life expectancy at birth	Year	20	20	85	85
Expectations for school	Year	0	0	18	18
The average length of the school	Year	0	0	15	15
Adjusted per capita expenditure		100	1.007.436	107.721	26.572.352*

Source: Central Bureau of Statistics

HDI value Indicates the reach of an area in achieving life expectancy, basic education, and levels of expenditure and consumption. And HDI is also used to measure the success of implementing government policies to build the quality of human life in the three basic dimensions of human development, namely, long and healthy life, knowledge, and a decent standard of living, (UNDP, 2021).

a. Dimensions of Longevity and Health. This dimension is indicated by the Life Expectancy Age indicator, which is defined as the estimated average number of years that a person can travel from birth.

b. Dimensions of Knowledge (Education) The dimension of knowledge in HDI is formed by two indicators, namely the expected length of the school and the average length of schooling. The Expected Years of Schooling is defined as the length of schooling (in years) that is expected to be experienced by children at a certain age in the future. The Expected Years of Schooling is calculated for residents aged 7 years and over. Furthermore, the average length of schooling is defined as the number of years used by the population in undergoing formal education.

c. Dimensions of decent living standards (Economy). This dimension is measured by expenditure (purchasing power) which is determined from the value of expenditure and

purchasing power parity (Purchasing Power Parity-PPP). Average spending (purchasing power) a year is obtained from the National Socio-Economic Survey (SUSENAS) data

To support human development in an area, the government as a stakeholder in developing HDI issues a policy to regulate it (Khazaei, Armanmehr, Nematollahi, Rezaeian, & Khazaei, 2017; Mangaraj & Aparajita, 2020; Riahi, Mohammadi, Moghadam, Robati, & Bidkhori, 2018). According to (Dunn, 2015), Public policy is a series of interrelated choices made by government agencies or officials in areas related to government tasks, such as defense and security, energy, health, education, public welfare, crime, urban, and others. After the policy has been established, it must then be implemented (Muhtasom & Ab, 2019; Padatu & Akib, 2018; Papilaya, Soisa, & Akib, 2015). The implementation of a policy can be measured/evaluated through several indicators to find out how far the achievement of the policies that have been implemented to achieve the objectives, including by using indicators of effectiveness.

According to (Nugroho, 2018) there are basically "five points" that need to be met in terms of the effectiveness of policy implementation, namely:

a. Right Policy. The accuracy of this policy is judged by the extent to which existing policies contain things that can solve the problem to be solved. The second side of the policy is whether the policy has been formulated by the character of the problem to be solved. The third side is that the policy is made by an institution that has the authority (institutional mission) by the character of the policy.

b. Correct Implementation. The actor in implementing the policy is not only the government. Three institutions can be implemented, namely the government, government-public/private partnerships, or private policy implementation.

c. Right on target. Accuracy here concerns three things. First, the intervention targets are by what has been planned, there is no overlap with other interventions, and does not conflict with other policy interventions. Second, the target is ready for intervention or not. Third, the intervention in implementing the policy is new or renews the implementation of the previous policy.

d. Right Environment. There are two most decisive environments, namely the policy environment and the external policy environment. The policy environment is the interaction between policy-making institutions and policy implementers with other related institutions. Then the external policy environment consisting of public opinion, namely public perceptions of policies and policy implementation;

e. Precise Process. In general, the implementation of public policy consists of three processes, namely: 1) Policy acceptance. Here the public understands the policy as a "rules of the game" that is needed for the future, on the other hand, the government understands the policy as a task that must be carried out. 2) Policy adoption. Here the public accepts the policy as a "rules of the game" needed for the future, on the other hand, the government accepts the policy as a task that must be carried out. 3) Strategic readiness. Here the public is ready to implement or be part of the policy, on the other hand, the implementing bureaucrats are ready to be the implementer of the policy

METHOD

The type of research used in this study is a qualitative research method with a case study approach. Qualitative research is research using a natural setting, to interpret the phenomena that occur, and is carried out by involving various existing methods. (Denzin and Lincoln,1987 Dalam Moleong, 2019). A case study research approach is used to find and explore in-depth information on policies that support the improvement of the human development index in the bone districts. This research is interactive between researchers and respondents, namely the Head of BAPPEDA Bone Regency, as a policy-making institution.

Data collection techniques used are interactive data collection techniques in the form of observation and in-depth interviews and non-interactive data collection techniques in the form of document analysis. The main data sources in qualitative research are words and actions, the rest are additional data such as documents and others (Lofland and Lofland in Moleong, Lexi J, 2004). In this study, the type of data based on the source is divided into two, namely, primary and secondary data. The data analysis technique that will be used in this research is to use the miles and Huberman model. In this analysis model, it is explained that data analysis in qualitative research is carried out continuously until it is complete so that the data is saturated (Miles and Hubberman,1984 in Sugiyono, 2015). Qualitative data analysis of this model consists of three activities, namely: data reduction (data reduction), data presentation (data display), concluding/verification (conclusion drawing/verification).

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RESULTS AND DISCUSSION

An analysis of the effectiveness of the implementation of the IPM Improvement in Bone Regency was conducted to assess whether the implementation of the policy in Bone Regency had succeeded in achieving the objectives of the issuance of the policy. The effectiveness of the implementation/implementation of the policy is a measurement of the achievement of the policy objectives that have been formulated previously. (Nugroho, 2018) mentions five things that need to be fulfilled in the effectiveness of policy implementation. The five correct ones are:

Right Policy

Bone Regent Regulation No. 25 of 2016 Increasing the Acceleration of the Human Development Index regulates the implementation procedures and strategic plans to be carried out by the Bone Regency Government in overcoming the low HDI. The Regent's Regulation was issued by the Government as an effort to accelerate the increase in HDI in Bone Regency. This Regent Regulation contains targets, objectives, strategies, and implementation of the acceleration of HDI. The following is a description of the Goals, Policy Directions, and Strategies for Accelerating the Human Development Index according to the Regulation of the Regent of Bone No. 25 of 2016 concerning the Acceleration of the Improvement of the Human Development Index.

Table 2. Objectives, Policy Directions, and Strategies for Accelerating HDI in Bone Regency

AIM	POLICY DIRECTIONS
Improving the quality of competitive and noble human resources as well as improving the community level	Encouraging the initiation of government programs/activities through the district budget, village budget, private sector, and community
Educational Aspect Increasing the School Participation Rate (APS) for PAUD ages 3-6 years Increased School Participation Rate (APS) for SD/MI/Package A Increasing the School Participation Rate (APS) for SMP/MTS/Package B Increased School Participation Rate (APS) for SMA/MA/SMK/Package C Continuing Number Increase (AM) Average Length of School (RLS), and Old School Expectations (HLS)	**Educational Aspect** Gerakan Masyarakat Lisu Massikola (GEMAR LIMAS) Expanding and increasing access to education, both formal, non-formal, and informal Utilization of SDDK data as a reference for planning and budgeting education programs Optimizing the use of APBDesa funds to encourage the Education For All (PUS) program
Health Aspect Reduction in Maternal Mortality Rate (MMR) Decrease in Infant Mortality Rate (IMR) Improved Community Nutrition Status Increasing the Coverage of Clean and Healthy Life Behavior (PHBS) Life Expectancy (AHH)	**Health Aspect** Gerakan Masyarakat Peduli Indo'ta Ana'ta (GEMAR INTAN) Gerakan Masyarakat Peduli Masalah Gizi (GEMPUZI) Development of a standby village through the prime health model Strengthening the maternal and child health referral system Strengthening the DPTS-KIBBLA document Increasing health promotion and clean and healthy living behavior Optimizing the function of the dasa wisma as a form of love for mothers in the village and the outskirts
Economic Aspect Decreasing unemployment rate Increasing Micro, Small and Medium Enterprises Increased Agricultural Production Results Increasing Community Per capita Income Optimization of BUMDes	**Economic Aspect** Strengthening District Poverty Database Encouraging the development of a Productive Economy Formation of optimization of BUMDes

STRATEGY
Acceleration of the Education For All (PUS) program, Increasing Life Expectancy (AHH) and increasing the level of community welfare.

Source: PERBUP Bone No. 25 concerning Acceleration of HDI Improvement

Policies that also support the promotion of human development are contained in the Vision and Mission of the Bone Regent for 2018-2023 which was later stated in the Regional Regulation on the Regional Medium-Term Development Plan. Bone Regency Government. Understanding the importance of increasing human development so that the IPM improvement becomes one of the priority programs of the Bone Regency Government 2018 - 2023. This policy is made to increase the HDI. This guideline becomes a reference for policy implementers to provide the best related to human development. With this PERBUP and PERDA, it certainly makes it easier to implement policies to improve the human development index both from the dimensions of Health, Education, and Economy.

Table 3. Vision and Mission of the Bone Regent 2018-2023

Vision	Competitive, Independent, and Prosperous Bone Community	
Mission 3	Improving access, equity, and quality of health, education, and other basic social services	
Aim	Target	Regional development program
Improving the quality of inclusive human resources	Improving education services to all levels of society	Early Childhood Education Program
		Nine Years Compulsory Basic Education Program
		Maternal and Child Safety Improvement Program
	Improved service health to all levels of society	Toddler Child Health Service Improvement Program
		Community Health Effort Program Infectious Disease Prevention and Control Program
		Non-Communicable Disease Prevention and Control Program
		Community Nutrition Improvement Program
	Increased equality gender and quality of life women and children	Gender Mainstreaming Institutional Strengthening Program and Children
		Program to Increase Participation and Gender Equality in Development

Source; RPJMD 2018 - 2023

The context of this policy is deemed to have been by the problems being faced. existing policies contain things that can solve the problem to be solved. However, in its implementation, the indicators for the preparation of HDI in Bone Regency are still lagging behind other regencies/cities in South Sulawesi, Bone Regency's HDI is still ranked 23rd out of 24 city districts.

but the increase is not as big and fast as other districts. Therefore, the Bone Regency government feels it is necessary to evaluate the implementation of the policies that have been issued.

Exactly Executor

IPM Acceleration Improvement in Bone Regency is a cross-sectoral program so that in its implementation it does not only involve one SKPD but several SKPDs that are directly related to Education, Health, and Economic issues. The implementation of the district HDI acceleration is carried out in an integrated, synergistic and guided by the norms, standards, procedures, and criteria that have been set by the District Government with principles based on community needs, synchronization and harmonization of programs and activities, non-discrimination, integrated and sustainable, community empowerment through approaches from, by and for the community, transparency, accountability, deliberation, and consensus. In the context of accelerating the increase in HDI in Bone Regency, a coordination team for the Acceleration Of The Human Development Index was formed, which has the task of drawing up the annual work plan of the Regency's HDI Acceleration Team; Dissemination of policies to accelerate the improvement of the District HDI; Synchronization and harmonization of programs/activities across SKPD; and Monitoring and evaluation.

Right on Target

Human development means positive growth in all aspects of life, whether economic, social, political, cultural, and environmental. Human development as a measure of overall development performance is formed through a three-dimensional approach, namely a long and healthy life, knowledge, and a decent living. All indicators that represent these three dimensions are summarized in one single value, namely the Human Development Index (HDI).

The Regional Government of Bone Regency outlines the targets and targets of Bone Regency's human development performance in the 2018-2023 RJPMD. In the RPJMD it was explained that the mission of the 3 Bone Regents was to increase equitable access and the quality of other basic health and social services to increase the quality of inclusive human resources, which the target performance indicator is the Human Development Index. -2023.

Table 4. Performance Target of Bone Regency Government

Performance indicators	Baseline 2017	Initial conditions 2018	Performance targets				Final condition 2023
			2019	2020	2021	2022	
IPM	64.16	65.11	65.84	66.57	67.30	68.03	68.84

Source: RPJMD Bone 2018-2019

When viewed from the performance targets that have been set, the HDI of Bone Regency is targeted to grow by 0.73% every year. With such a target, Bone Regency's HDI will not achieve the High HDI classification during the 2018-2023 Regent period. so Bone's HDI will remain classified as moderate until 2023. Meanwhile, if you look at its achievements, Bone Regency's HDI continues to increase from year to year, the HDI in 2018 was 65.11, it increased in 2019 to 65.67, and in 2020 it became 66.06. However, this achievement did not reach the predetermined target in the 2018-2023 RPJMD. The HDI achieved by the regional government should exceed the target or at least equal the predetermined target.

"To target the HDI to grow by 1% per year is not an easy matter. It's not impossible, it could be as long as the region is ready to support, accelerating the achievement of all dimensions because when it comes to HDI, there are three dimensions (education, health, economy). once. But for the current condition with the atmosphere of the covid pandemic, it's hard to target, now from 2019 to 2020 our IPM has gone up, only zero points, that's all. If I see it that way (Secretary of BAPPEDA Bone Regency Samsidar).

Right Environment

Support for the internal policy environment can be seen from the interaction between the Regional Work Units (SKPD) involved in becoming the leading sector for increasing HDI and the policy-making organization, namely BAPPEDA, Bone Regency. Based on interviews, BAPPEDA and related SKPD interact and synergize well. The interaction between BAPPEDA as the coordinator of regional planning and SKPD as the influencer of related policies is in the form of the inclusion of the HDI budget in the RAPBD of Bone Regency. Other interactions are in the form of recommendations based on the results of HDI analysis in the form of information on health conditions, education, and community living standards (economy). The related SKPDs run by minimum service standards (SPM), so all budget allocations allocated to SPDs are related to targets, achievements, key performance indicators (IKK), with SPM related to basic rights relationships.

"BAPPEDA's function is to coordinate, so BAPPEDA's role is how to coordinate the strategy and direction of regional development policies related to increasing the HDI, for example, if you want to be supported in the education version, you must involve all relevant Regional Apparatuses, for example, the Education Office and the Ministry of Religion, it must be BAPPEDA to coordinate Directly directing this is a program that you must prioritize because it is related to the achievement of the Regional Main Performance Indicators because the HDI is out of 20 indicators, one of which is the HDI. If it's in coordination because BAPEDA will assist it. Directing Regional Apparatus, ooh, this is a priority program that must be carried out by cascading. Cascading means a performance tree, for example, mission 1 is the goal, what program is the SKPD or what is the supervisor, BAPPEDA coordinates, so it goes with the main tasks and functions of Bapeda as coordinator of Regional Development Planning (Secretary of BAPPEDA Bone Regency Hj. Samsidar., S.Pi., M. Si).

The external policy environment is seen from the perception and participation of the community in supporting the implementation of government policies related to human development. Community participation is one of the keys to the success of increasing HDI. In the health sector, the measure is the life expectancy of the community, several variables that are considered influential are delivery assistance, it is hoped that the higher the percentage of deliveries assisted by medical personnel will increase the chances of survival. In the field of education, the size of which is the expected length of schooling (HLS) and the average length of schooling (RLS), HLS, is expected to be achieved by every child aged 7 years and over by participating in the compulsory education program by the government and RLS is the length of schooling the population has attended. reach the age of 25 years. in the economic field, the

measure is community power. Community participation is one of the keys to increasing the human development index.

"One of the innovations pushed by the local government is the "*lisu massikolah paimeng*" community movement. The approach is persuasive to local wisdom. That's what is done so that people care and want to care, how do they realize that education is important for their children. Then next, socialization is done continuously, so we continue to educate parents and children like that. That's in education. If it's in health, it's a different way, so when it comes to health, life expectancy has many determinants. Toddlers, babies, pregnant women. There is more participation so the village government can accommodate through the Aseddingeng ball, then the working group is healthy, but the point is that if the Bones are still the people of Bone, it's really hard to think that participation in supporting them, exactly, he understands. That's why socialization is important to do. village done. The role of the village government is also important if I see it from that aspect" (Secretary of BAPPEDA Bone Regency Samsidar)

Other factors that are supporting and inhibiting are the social conditions of the community and access to health, education, and economic facilities. With the availability of health services, it can minimize the risk of death and become a supporter of improving public health status such as minimizing infant mortality (IMR), reducing maternal mortality, and implementing a healthy lifestyle. Educational facilities and infrastructure are equally important to be available in every region, what is expected is the ease of a person to access educational facilities and participate in the teaching and learning process. Likewise with economic facilities are the basic needs of every citizen.

For this reason, the Government's hard work is still needed, both in the fields of health, education, and the economy, especially for related parties to consistently seek improvements in all fields, especially the improvement of facilities and infrastructure. , economy, so that they participate together in increasing the human development index. Consistency and commitment between the government as the implementer of the policy and the community as the object and target of the policy will be the key to the success of a policy, various challenges faced by local governments in increasing HDI

"In the economic aspect, the problem is the income per capita, real purchasing power. The challenge here is different from the challenge in health and education. For example, the education of many children who do not want to be sent to school does not want to go to school. Then the second one, the old man thought that education was not too important, partly because he thought that he didn't want to go to high school, if he just wanted to get a job, now I also have a lot of money. If there are other health challenges, yes, I understand that, so I understand that the health challenge is the level of understanding of the community, how to behave in a clean and healthy life, is still too low. Then it is related to the education they have not finished and child marriage is also a big challenge, child labor, then yes, that's how we feel" (Secretary of BAPPEDA Bone Regency Samsidar).

Precise Process

Policies that have been issued by local governments, in their implementation must be carried out in stages so that the community understands that the existing rules are a good thing for themselves and SKPD as the leading HDI sector also understands that the development index is a task and responsibility that must be carried out consistently.

With the socialization carried out by the government so that people are willing to accept policies as something that must be obeyed, not because if they are not obeyed they will get sanctions, but they understand that human development is for the good of the community itself. The government accepts a regional policy as a task that must be carried out by adopting a policy, namely the work design of the regional work unit (SKPD) must be by the Regency RKPD and Regency RPJMD.

The following is a table of IPM Supporting Implementation in the Bone Regency RKPD 2019-2020:

Table 5. Strategy and Policy Direction for Education

Strategy	Policy Direction	
	2019	2020
Improving access to education services and the availability of educational facilities and infrastructure as well as quality education personnel	Strengthening the database related to school participation at all levels of education and strengthening planning capacity. Equitable availability of educational facilities and infrastructure in all districts Equitable distribution of teaching staff in remote villages	Strengthening Education planning, including at the village level for optimizing the implementation of programs and policies Equitable availability of educational facilities and infrastructure in all districts Equitable distribution of teaching staff in remote villages

Table 6. Health Sector Strategy and Policy Direction

Strategy	Policy Direction	
	2019	2020
Increasing the availability of affordable health facilities and infrastructure by all levels of society and qualified health workers	Equitable availability of health facilities and infrastructure in all districts Equitable distribution of medical personnel in remote villages	Equitable availability of health facilities and infrastructure in all districts Equitable distribution of medical personnel in remote villages

Table 7. Strategy and Policy Direction in the Economic Sector

Strategy	Policy Direction	
	2019	**2020**
Increasing the added value and competitiveness of the community's productive businesses	Increased support for facilities and infrastructure for economic sectors in potential areas	Improvement of facilities and infrastructure for economic sectors in coastal and border areas
Building economic centers in the sub-district area	Improvement of basic infrastructure in the sub-district area	Improvement of basic infrastructure in the sub-district area

Strive to fulfill basic rights and empower the poor	Identification of the basic needs of the poor	Improvement of data and information systems for the poor
Spreading the issue of gender equality and empowering women and children through life skills education	Development of selected data related to regional development	Involvement of various development actors in empowering women and children
Accelerate and improve basic infrastructure services in rural areas	Development of road, electricity, sanitation, and clean water infrastructure networks	Development of road, electricity, sanitation, and clean water infrastructure networks

Source: BAPPEDA Bone Regency

After the community understands and accepts the policy that has been issued by the government, the community then implements the policy, such as in the health sector, people who want to give birth must be assisted by health workers, no longer assisted by traditional birth attendants, while in the field of public education, schools

CONCLUSION

Based on the results of the analysis of data in research on local government policies in increasing the Human Development Index in Bone Regency that was collected in this study, it can be concluded that the condition of the Bone Regency Human Development Development Index has increased every year, but this has not been able to Shift Bone's HDI Rank, which is ranked 23 out of 24 regencies/cities. In the context of policy, the policies that have been issued by the Regional Government of Bone Regency regarding the Human Development Index, namely Regent Regulation No. 25 concerning Increasing the Acceleration of the Human Development Index, the Vision, and Mission of the Regent of Bone, which is poured in Rpjmd 2018-2023 are considered effective, but in implementation Experiencing Various Factors. One of the key factors in the success of this Bone HDI is community participation and the infrastructure provided by the government. For this reason, it is very necessary for the Government's hard work, both in the fields of health, education, and the economy, especially for related parties to consistently seek improvements in all fields, especially the improvement of facilities and infrastructure. , economy, so that they participate together in increasing the human development index. Consistency and commitment between the government as the implementer of the policy and the community as the object and target of the policy will be the key to the success of a policy, various challenges faced by local governments in increasing HDI.

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