

CHAPTER I

INTRODUCTION

1.1. Background

To carry out regional government affairs, in accordance with the mandate of Law No. 23/2014 concerning Regional Government to organize effective and efficient governance, the Regional Head is assisted by regional apparatus consisting of the regional apparatus for mandatory affairs and regional apparatus for selected affairs and supporting functions. Government affairs are divided into government affairs related to basic services and government affairs not related to basic services.

Regional apparatus is a supporting elements of head of the region and Regional Representative Council (hereinafter referred to as DPRD) in carrying out government affairs which are the authority of the Region. The regional apparatus consists of staff element, implementing elements, and supporting elements. The staff element is accommodated in the Regional secretariat or DPRD secretariat. The implementing elements of government affairs submitted to the regions are contained in the regional office (Dinas Daerah). The implementing elements of the regional government affairs are contained in the regional agency (Badan Daerah). The supporting elements that specifically carry out the functions of fostering and overseeing the implementation of regional government are contained in the inspectorate. In addition, districts / cities are formed in sub-districts to carry out regional and certain service coordination functions that are simple and high intensity.

The Government Regulation No. 72/2019 on Amendment to the Government Regulation No. 18/2016 about Regional Apparatus is promulgated and placed in the State Gazette of the Republic of Indonesia 2019 Number 187. The further explanation of Government Regulation No. 72/2019 on Amendment to Government Regulation No 18/2016 about Regional Apparatus is promulgated and placed in the Supplement to the State Gazette of the Republic of Indonesia Number 6402. With the enactment of Government Regulation No. 72 of 2019, the regulation is a juridical reference to form regional implementing regulations which can later be used as a legal basis in forming regional organizations.

Local Government Organizations are institutions that run the wheels of government whose source of legitimacy comes from the community. Therefore, the trust given by the community to government administrators must be balanced with good performance, so that services can be effectively improved and delivered to public (Ramandei, 2009,p.1).

Public demand for service quality requires local governments to form regional institutions more effectively and efficiently. This character is shown by its slim institutional structure. A large institution will allow overlap in the implementation of basic tasks and functions between existing organizations. The large diversity of institutional organizations established by the Regional Government creates the potential for duplication of the implementation of tasks. This condition creates difficulty to coordinate the order of public policy implementation which also results in wasteful use of resources. The great diversity of organizations built also creates more possibilities for the creation

of conflict lines between the institutional organizations themselves. A lean government organization will produce higher quality community services and make it easier for service recipients. This condition makes the institution that is not complicated and service procedures that are easily understood by the community provide clarity and legal certainty for the community.

Structuring the Regional Apparatus Organizations needs to see the existing potential, opportunities, challenges or obstacles. Organizations that are formed must optimally fulfill public services (community) in order to create conditions that describe good governance. Regional apparatus arrangement is structuring of the formation, position, composition, division of tasks and functions, workload, and governance of regional apparatus, so the functions, sizes and synergies are correct in the framework of administering government affairs in accordance with the principle of establishing regional apparatus oriented to protection, service, empowerment and improvement of welfare that are effective, efficient and have a certain quality. The organizational arrangement policy for the regional apparatus is how clear the position, duties and functions are as well as the number of organizational units of the regional apparatus, and how the range of control is.

The characteristics of the organizational structure of the regional apparatus have been normatively regulated and explained in the Government Regulation No. 18/2016. The characteristics of the regional apparatus organization to be addressed are an efficient, effective, rational organization according to the needs and abilities of the region, and there is coordination, integration, synchronization and simplification as well as an institutional

communication between the central government and the regions. Referring to the Government Regulation No. 18/2016, the number of the regional apparatus organization is formed by considering factors of area, population, financial capacity of the region as well as the amount of the workload in accordance with government affairs which are submitted to the regions through regional apparatus. From the results of the mapping of government affairs, this is obtained the score of each function that determines the type of regional apparatus. Therefore, the needs of Regional Apparatus Organizations for each region are not the same.

Klaten Regency is one of the regencies in Central Java Province that carries out the mandate of the Government Regulation No. 72/2019 on Amendment of the Government Regulation No. 18/2016 about Regional Apparatus. The Government Regulation No. 72/2019 is implemented in Klaten Regency through the Regional Regulation of Klaten No. 8/2016 concerning the Formation and Arrangement of Regional Apparatus of Klaten Regency. To respond to the intended Government Regulation, the Klaten Regency Government has carried out the stages, including mapping and establishing typology. A determination of the type of Regional Equipment is based on calculating the number of workload variable values. Workload variables consist of general variables and technical variables. General variables include population, area, total regional revenue and expenditure budget with a weighting of 20% (twenty percent) while technical variables include the main burden with a weighting of 80% (eighty percent). Based on the data from the Central Statistics Agency in 2018, Klaten Regency has an

area of 65,556 ha, a population of 1,314,781 inhabitants, and a total budget of 2.951 trillion. Based on the figures, typology results were obtained: Type A Regional Secretariat, Type A DPRD Secretariat, Type A Inspectorates, 5 Type A Offices, 5 Type B Offices, 6 Type C Offices, 3 Type A Agencies, and Type A Districts.

In the process of implementing the above stages, there was a change in the institutional and organizational structure in the Klaten Regency Regional Government which also influenced various aspects, including management, apparatus resources, standardization of work facilities and infrastructure. Because the Government Regulation No. 72 of 2019 policy is still relatively new, surely in its practice, it is not optimal, so there are still shortcomings and limitations.

There are various problems faced by the Klaten Regency Government in implementing the regulation. For example, based on the results of the *Laporan Penyelenggaraan Pemerintahan Daerah Kabupaten Klaten Tahun 2019* (Report on the Implementation of Klaten Regency Regional Government in 2019), of the many offices and agencies in Klaten, only 1 (one) office succeeded in achieving performance targets, namely the *Dinas Penanaman Modal dan Pelayanan Terpadu Satu Pintu* (Investment and One Stop Integrated Services Office). This showed that the Organizational Structure and Work Procedures were ineffective because effectiveness is related to achieving goals/vision.

Furthermore, based on the *Analisis Kinerja Pelayanan Perangkat Daerah dan Isu-isu Penting* (analysis of service performance of the Klaten Regency

Regional Apparatus and important issues in the implementation of the duties and functions of the Regional Apparatus) by BKPPD of Klaten Regency, the availability of limited human resources or the civil apparatuses and facilities and infrastructure still needs to be improved because the facilities and infrastructures play an important role in achieving effective and efficient implementation of their respective duties and functions in order to improve performance.

Since the regional financial capacity and availability of the apparatus owned by Klaten Regency are still limited, the formation of regional apparatus is carried out by reducing the type of institutional amount and combining allied functions, so the institutional amount of this regional apparatus is in accordance with the conditions and needs. This is in line with the Article 54 of Government Regulation No. 18/2016 about Regional Apparatus.

1.2. Research Question

Based on the elaborated research background above, the researcher presents the research question which directs to achieve the objectives and becomes the limitation of research scope:

- How is the implementation of the Government Regulation of the Republic of Indonesia No. 72/2019 on the arrangement of local government units structure in Klaten Regency?

1.3. Research Objectives

This study has the following objectives:

1. Understanding how the implementation of the Government Regulation No. 72/2019 on Amendment to the Government Regulation No. 18/2016 about Regional Apparatus is implemented in Klaten Regency.
2. Acquiring knowledge related to governance in terms of government policies regarding the regional apparatus organizations in Klaten Regency.

1.4. Research Benefits

This research is expected to be able to provide benefits for the overall reader, academics, and government practitioners in understanding the effectiveness of the implementation of the Government Regulation No. 72 of 2019 about Regional Apparatus, especially in Klaten Regency. Based on the objectives of this study, the benefits that can be obtained are as follows:

1. The researchers
 - a) Deepening knowledge related to Government Regulation No. 72/2019 about Regional Apparatus and its implementation, especially in Klaten Regency.
 - b) As a material for consideration to determine effective policies related to regional apparatus organizations.
2. For the public

This study is to give insight of the organization of regional instruments and the regulations that govern them, and how they are

applied. This research can also be used as reference material for subsequent research.

1.5. Literature Review

This sub-section is discussed the relevant research which is supported this research. The first study is titled "Implementation of Government Regulation No. 18/2016 on Regional Devices on Institutional Arrangement of the Regional Secretariat" by Susilawaty Munthe, Warjio, and Kariono published in JPPUMA: Journal of Government Science and Social and Political Science in (2018). This looks at pursuits to decide and examine the factors that influence and inhibit the implementation of the Government Regulation No. 18 of 2016 at the Regional Devices on Institutional Arrangement Regional Secretariat in Dairi.

This study approach uses a descriptive study under qualitative research. Data collection techniques are through interviews with the key informants who are considered as capable sources to provide data about people and occasions or things. There is no significance of the quantity of informants, but how it involved with its relevance and accuracy with research performed.

The results showed that the implementation of the Government Regulation No. 18/2016 concerning Regional Apparatus in Dairi Regency was running, but not yet optimal. This can be seen from several aspects. The first aspect is communication showing that communication and internal coordination within the local apparatus are still not going well. Secondly, resources have not yet been fulfilled according to the amount needed both in number and competency. The third aspect is the attitude of the bureaucracy

showing the existence of a social program that needs improvement and restructuring. The fourth aspect is the Standard Operational Procedure (SOP) in the implementation of the government regulations which is still in the process of preparation and formulation in accordance with the new organizational structure.

The second research is a thesis entitled "Implikasi Implementasi PP Nomor 18 Tahun 2016 tentang Perangkat Daerah terhadap Penyelenggaraan Pemerintahan Daerah Provinsi Jambi" (Implications of the Government Regulation Implementation No. 18/2016 about Regional Apparatus in Jambi Provincial Government) by M. Fariz Fadilah Januarizky in (2018). This study aims to find out how the implications of the Government Regulation implementation No. 18/2016 on the regional government implementation of Jambi Province and also to find out the inhibiting factors in the implementation of these government regulations.

This research included in the typology of empirical legal juridical research. The data were collected by means of document / library studies and interviews with the Head of the Institutional Section and the Head of the Organization Section. The analysis was carried out using the statutory approach combined with stakeholder interviews.

The results of this study indicated that this Government Regulation has been implemented, but has not yet been fully implemented properly. This can be seen from various aspects, including the awareness of the State Civil Apparatus which has limited expertise and the design of local regulations in the implementation of regional apparatus, budget limitations, and different

perceptions and understandings between the local government and DPRD. For institutional issues, there are the unclear division of authority between levels of government, the insistence of sector ministries / institutions in institutional formation, the swelling of regional apparatus organizations that are not in accordance with the Government Regulation Number 18/2016, the swelling of budgetary requirements and the number of overlapping rules.

The suggestion proposed by the author is that there is a need for socialization to the State Civil Apparatus related to the application of the latest local government organization in accordance with the mandate in Law No. 23/2014, and it should be added to the facilities and infrastructure as well as the supplies needed by the state civil apparatus in realizing the regional apparatus institutions in accordance with Government Regulation No. 18/2016.

Both of the studies focused on the application of Government Regulation No. 18/2016 concerning Regional Apparatus, but took different locations. Both of the research above used a qualitative research method and similar data collection technique, through interviewing the parties which are directly involved, experts and practitioners to obtain primary data sources. Meanwhile, the secondary data were collected through analyzing the literature on the mass media and other documents relevant to the research mentioned above. Both of them also have similar conclusions in which the implementation of the Government Regulation No. 18/2016 in Jambi Province and Dairi Regency is still not optimal. A similar reason revealed in those two studies that the causes of the government regulations are due to communication, coordination

regarding the division of authority within the regional apparatus which is unclear and has not gone well.

1.6. Theoretical Framework

1.6.1. Policy Implementation Review

1.6.1.1. Definition Policy Implementation

Van Meter and Van Horn (1975) in Wahab (2004: 65) defined policy implementation as actions taken either by individuals / officials or groups of government or private directed at the achievement of the objectives outlined in the policy decision.

Mazmanian and Sabatier cited in Wahab (2004: 65) share their opinions on the policy implementation, i.e. the implementation of basic policy decisions, usually in the form of laws, orders or important executive decisions or judicial body decisions. Typically, the decision identifies the problem to be addressed, states explicitly the goals / objectives to be achieved, and reveals various ways to regulate the implementation process.

A policy implementation is a crucial stage in the public policy process. A policy program must be implemented so that it has the desired impact or objectives. Ripley and Franklin (Winarno, 2012: 148) argue that implementation is what happens after laws are enacted that provide program authority, policy, benefits, or a tangible output type.

According to Fadillah (2001: 12), a policy implementation is a process of applying policy decisions, usually in the form of laws,

government regulations, judicial decisions, executive orders, or presidential decrees. Implementation of policies are actions carried out by individuals and groups of government and private sector, which are directed at the achievement of goals and objectives which are the priority in policy decisions.

Moreover, according to Sobana (2005: 2), a policy implementation is a control system to prevent deviations from policy objectives. A policy implementation includes all actions that take place between the statement or formulation of the policy and its actual impact.

Meanwhile, Grindle in (Winarno, 2012: 149) also asserts own view on implementation that in general, the task of implementation is to form a linkage that facilitates policy objectives that can be realized as an impact of a government activity. Therefore, the task of implementation involves the establishment of "a policy delivery system", in which certain facilities are designed and run in the hope of achieving desired goals.

Based on the explanation above, it can be concluded that a policy implementation is not merely about the process of implementing a policy, but also encompasses the actions or behavior of individuals, government, private sector, also administrative agencies or bureaucratic units that are responsible for implementing programs in achieving goals, also observing various political, social, and looking at economic forces that have an influence on the goals. Thus, a policy implementation is intended to understand what happens after a

program is formulated as well as what impact arises from the policy program.

1.6.1.2. Factors Affecting Policy Implementation

According to Van Meter and Van Horn in Agustino (2008: 142), there are six factors that influence policy implementation stated in the following points:

1) Policy standards and goals

The success rate of policy implementation performance can be measured from realistic policy standards and objectives in accordance with the socio-culture at the policy implementors level. When the standards and objectives of the policy are too ideal, it will be difficult to realize.

2) Resources

The success of the policy implementation process is highly dependent on the ability to utilize available resources. Humans are the most important resource in determining a successful implementation process.

3) Characteristics of the implementers

The focus of attention on the implementers includes formal and informal organizations that will be involved in a public policy implementation. This is important because the performance of policy implementation will be very much influenced by the characteristics of the implementers. In addition, the scope or area of policy implementation also needs to be considered when trying to determine the implementers. The broader the scope of policy implementation is, the greater the agents are involved.

4) The attitude / disposition of the implementer

The attitude of acceptance or rejection from implementers will really affect the success or failure of the performance of

policy implementation. This is very possible because the policies implemented are not the result of formulations from local residents who are more familiar with the problems they are experiencing.

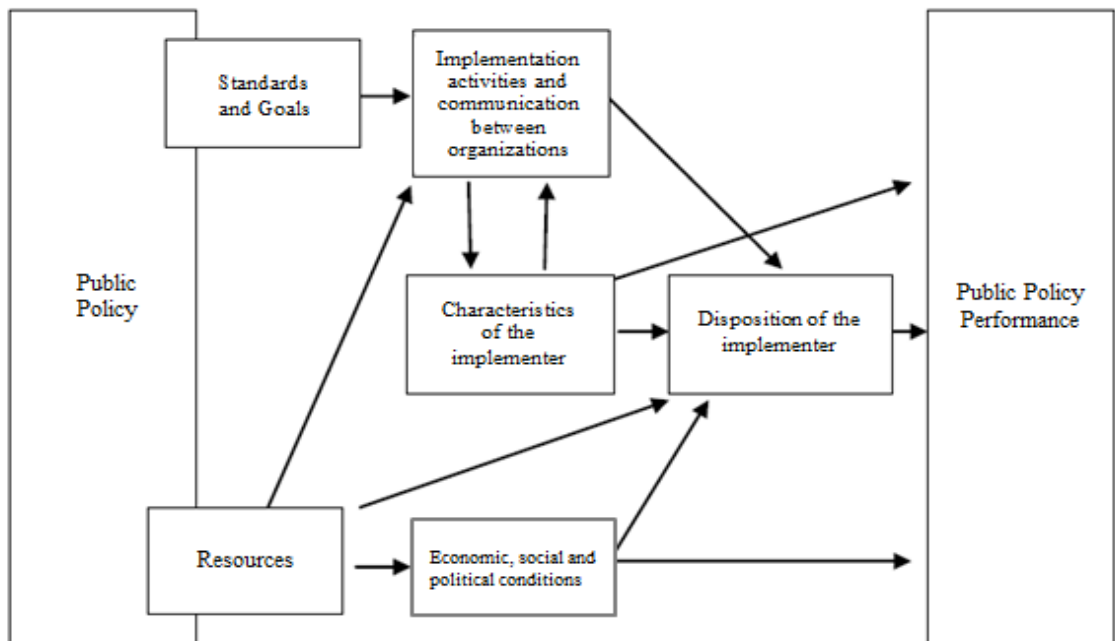
5) Implementation activities and communication between organizations

A coordination is a powerful mechanism in the implementation of public policies. When the coordination of communication between the parties involved in the implementation process is better, the possible mistakes will be very small to occur and vice versa.

6) Economic, social, and political conditions

The last thing that also needs to be considered in assessing the performance of policy implementation is to what extent the external environment has contributed to the success on the public policies. Non-conducive social, economic and political environment can be a source of problems that lead to failure of policy implementation performance. Therefore, efforts to implement policies require conducive external environmental conditions.

Figure 1.1
The Van Meter and Van Horn Approach Model



According to Grindle in Agustino (2008: 192), a policy implementation is influenced by two large variables, namely:

1. Content of policy

Policy content variables include: the extent to which the target group's interests are contained in the policy content, the types of benefits received by the target group, the extent to which the desired changes in a policy are, whether the location of a program is appropriate, whether a policy has specified its implementation in detail and whether a the program is supported by human resources.

2. Context of policy

Policy context variables include how much power, interests, and strategies are owned by the actors involved in policy implementation, the characteristics of the institutions and regimes in power, as well as the level of compliance and responsiveness of the target.

Meanwhile, according to Edward in Fadillah (2001: 14-15), there are four factors that influence the success of policy implementation. These factors work simultaneously and interact with one another to help even hinder policy implementation. The four factors are:

1) Communication

To achieve the desired policy implementation, the implementer must fully understand what must be done for the policy. In addition, those who are the target of the policy must be informed about the goals and objectives of the policy. Therefore, a policy socialization is needed to support the success of policy implementation. The socialization can be done in various ways, for example through mass media, electronic, social media, etc. A communication will be optimally realized if the factors supporting the communication also runs well. There are three indicators that can be used in measuring the success of communication variables, i.e (Agustino, 2006: 150-151):

- a) Transimission: good communication that channels to others will result in good communication too.
- b) Clarity: communications received by policy implementers must be clear and easy to understand so that it is easy to take action.
- c) Consistency: the order given for the implementation of a policy must remain in its root and be clear.

2) Resources

Apart from the information that can make the policy successful, the resources that the implementer has, also play an important role in succeeding the policy implementation. Supporting resources can be in the form of human resources and financial resources. Without the resources, the policy will not work properly.

3) The attitude and disposition of the implementers

Disposition is the attitude of the policy implementer, if the policy implementer wants to be effective, and then the policy implementer must not only know what is being done, but also must have the ability to implement it. Thus, in its practice, there is no bias. The factors regarding the disposition of policy implementation by George C. Edward III (in Agustino, 2006: 152-153) are:

a) Appointment of bureaucrats

The disposition or attitude of the implementers will cause problems that will arise in policy implementation if the personnel does not implement the policies desired by high-ranking officials. Therefore, the selection or appointment of personnel to carry out policies is people who are dedicated to the policies and have been determined, especially in the interests of society.

b) Incentive

Edward states that one of the techniques suggested to solve the problem of implementers was incentive manipulation. Therefore, people generally act according to their own interests. An incentive manipulation by policy makers influences the actions of policy implementers. By adding certain benefits or costs, it will be a supporting factor that makes policy implementers carry out their duties properly. This is done to fulfill personal and organizational interests.

4) Bureaucratic Structure

The bureaucracy is a structure that is tasked with implementing policies, because it has a great influence on the success of policies. There are two characteristics that can boost bureaucratic performance according to George C Edward III (in Agustino, 2006: 153-154), namely:

a) Standard Operational Procedures (SOP)

SOP is an activity carried out routinely by employees (or policy implementers/ administrators/ bureaucrats) based on the standards set (or the minimum standards needed by the community) in their work.

b) Fragmentation

Fragmentation is an effort to spread the responsibility of activities or work activities to several employees in work units to facilitate work and improve services.

In addition, Suharto (2008: 39) revealed that there were several factors that could hamper the implementation process, namely:

- 1) Incomplete specifications;
- 2) Incorrect institution;
- 3) Conflict of purpose;
- 4) Failure of incentives;
- 5) Conflict of instructions;
- 6) Lack of competence;
- 7) Insufficient Resources;and
- 8) Communication failure.

1.6.2. Government Policy

The formation of government policies is important in the life of a nation. It needs to be known by every citizen, government official, businessman and community members in general because it involves their rights and obligations.

According to Anderson, the concept of policy is the direction of action that has the intention set by an actor or a number of actors in overcoming a problem or an issue (Winarno, 2007, p.18). A government policy can also

be interpreted as whatever the government chooses to do or not to do (Nugroho, 2009: 86).

Some important features of the definition of policy according to Dwidjowijoto (2005: 256) are that first, policy is a government action that has the aim of creating public welfare. Second, the policy is made through systematic stages so that all problems to be solved are covered. Third, the policy needs to be evaluated so that it can be known whether or not the policy is successful in solving problems.

Government policy is some decisions made by a government / state official on behalf of the agency it leads (President, Ministers, Director General and others) in order to carry out the general functions of government, overcome certain problems, achieve goals or implement decision products, laws or regulations that have been determined and are usually set forth in the form of certain laws, regulations or certain formal decisions. The Government policy itself is very broad in scope regarding substance, (social, political, economic, state administration, etc.) strata, (strategic policy, managerial policy, operational policy) and its legal status (Laws, Government Regulations, Presidential Decrees, Presidential Instruction, Ministerial Decrees etc.) based on Sumantri (2002, p.47).

Policies are government decisions that are political in a general sense. The principles of law in the formation of policies that become the benchmarks are:

1. Principle of jurisdiction: government decisions and administrative decisions must not violate the law.

2. Principle of legality: decisions must be taken based on a statutory provision.
3. Principle of discretion: ruling officials are given the freedom to make decisions in their own opinion in accordance with the authority given by the law.
4. Principle of continuity: continuity of continuous action.
5. Principle of opportunity: provides opportunities for government officials to carry out their activities in the public interest.

Because policies are basically included in the regulatory function, there is a strong tendency to regulate everything. This can make policy performance often unfavorable, often becoming part of the problem rather than solving the problem. With this reality, it comes the thought of a policy to reduce the arrangements called debureaucratization and deregulation.

Implementation of policies requires different controls, but basically the whole aim is to determine the effectiveness of the implementation or to find out whether or not a policy is adequate. Control can be interpreted as an effort, so the overall rules or plan of activities can be carried out as determined by following or monitoring each progress in its implementation, assessing the problems that occur, then addressing the problems effectively.

1.6.2.1. Government Policy Making Process.

In the of government policy making process, a series of stages is carried out which include:

1. Arranging the policy agenda

At this stage, the problem formulation is carried out to find knowledge relevant to the policy on the problem definition of the policy making process. The formulation helps to find hidden assumptions, diagnose causes, map possible goals, integrate conflicting views, and design new policy opportunities.

2. Policy Formulation

This stage requires an understanding that can provide knowledge relevant to policy about problems that occur in the future as an alternative action. Forecasting examines the potential future, which is normatively valuable, recognizes the obstacles that might occur in achieving goals, and estimates the political feasibility of various options (Sujianto, 2008 : 38).

3. Policy Adoption

In this stage, recommendations are made for alternatives to be chosen through a knowledge approach that is relevant to policy principles. Recommendations help to estimate rational levels and uncertainties, recognize externalization and multiple effects,

determine criteria for decision making choices, and determine administrative accountability for policy implementation.

4. Policy Implementation

At this stage, policy making attempts to monitor the consequences of previous policies based on knowledge relevant to the related concepts. Monitoring helps assess the level of compliance, find out the unintended consequences of policies and programs, identify obstacles and obstacles to implementation, and find those responsible at each stage of the policy.

5. Policy Evaluation

In the evaluation section, It is needed knowledge related to policy, that is knowledge of the mismatch between the expected performance and what is actually done. It aims to help policy makers contribute clarification and criticism of the values that underlie the policy, and help in adjusting the problem.

1.6.2.2. Factors that Influence the Policy Making Process

According to Suharno (2010: 52), the policy making process is a complex work. However, administrators of an institutional organization are required to have responsibility and willingness, as well as the ability or expertise, so they can make policies with the intended and unintended risks.

Policy making is influenced by several factors. The important thing that must also be watched out for and can further be anticipated is because in making policies, it is often occurs common mistakes. The factors that influence policy making are:

a. The influence of external pressures

It is common for policy makers to make policy because of external pressures or to meet demands from outside.

b. The influence of old habits

The old habits of the organization, as cited in Nigro, are mentioned in the term sunk cost, such as capital investment habits that are not yet professional and sometimes very bureaucratic. These habits tend to be followed by administrators even though the decisions / policies relating to these rights are criticized because they are considered wrong and need to be changed. These old habits are often continued, especially if an existing policy is deemed for satisfying.

c. The influence of personal traits

Various decisions / policies made by decision makers are much influenced by their personal characteristics. Personality is a factor that plays a major role in decision making.

d. The influence of outside groups

The social environment of decision makers also plays a large role in the policy making process.

e. The influence of past circumstances

Previous training and work experiences influence policy / decision-making process. For example, people worry about the transfer of authority they have to others because they worry about being abused (Suharno: 2010: 52-53).

1.6.3. Regional Apparatus

According to the Law No. 23 of 2014 concerning Regional Government, each region, whether it is a province, regency, or city, is equipped with regional apparatus. Regional apparatus is a supporting elements of head of the region and DPRD in carrying out government affairs that are the authority of the Region. Provincial Regional Apparatus consists of the Regional Secretariat, DPRD Secretariat, Inspectorate, Office, and Agency. District / City Regional Apparatus consists of the Regional Secretariat, DPRD Secretariat, Inspectorate, Office, Agency, and Sub-district. The organizational structure of the regional apparatus is stipulated in the Regional Regulation by taking into account certain factors and is guided by Government Regulations.

a. Regional Secretariat

The regional secretariat is led by the regional secretary. The regional secretary has the duty and obligation to assist the regional head in formulating policies and coordinating the

regional offices and regional technical institutions. Soejito (1990: 118) explains that the formation of the organizational structure and formation of the regional secretariat must be in accordance with the guidelines of the Minister of the Interior, and stipulated by a regional regulation that to be valid requires prior authorization from the authorized official.

b. DPRD Secretariat

The DPRD Secretariat is led by the DPRD Secretary. The DPRD Secretary has the task to: (a) Organize the secretariat administration of the DPRD (b) Organize the DPRD's financial administration (c) Support the implementation of the DPRD's duties and functions and (d) Provide and coordinate the expertise needed by the DPRD in carrying out its functions in accordance with regional financial capacity.

c. Office (*Dinas*)

The Office was formed to carry out government affairs which are the authority of the region. The regional office is led by the head of the office who is appointed and dismissed by the regional head. The head of the office has the task to help the regional head to carry out governmental affairs that are the authority of the region. The head of the regional office is responsible to the regional head through the regional secretary (Abdullah, 2005: 53).

d. Agency (Badan)

The agency was formed to carry out the supporting functions of government affairs which are the authority of the region, including: a) planning; b) finance; c) staffing and education and training; d) research and development; and e) other functions in accordance with statutory provisions. An agency is led by a head of agency. The head is responsible to the regional head through the Regional secretary.

e. Sub-district (Kecamatan)

The regency (kabupaten) / city (kota) forms a sub-district (kecamatan) in order to improve the coordination of government administration, public services, and empowerment of the village (desa) / urban villagecommunity. Sub-districts are formed in the regency / city area with local regulation (Perda) based on the Government Regulation. The sub-district is led by the sub-district head (camat) who in the implementation of his task receives the delegation of part of the authority from the Regent or Mayor to carry out part of the Government Affairs which are the authority of the district / city. The delegation of authority of regents / mayors is based on mapping of public services in accordance with the characteristics of the sub-district and / or the needs of the community in the sub-district concerned.

1.7. Conceptual Definition

Conceptual definition is a limitation of variable problems that are used as guidelines in research, so it will facilitate operations in the field. To understand and facilitate the interpretation of many theories in this study, several conceptual definitions relating to research will be determined, including:

a) Policy Implementation

The effectiveness of policy implementation is a measurement of the achievement of policy objectives that have been previously formulated. The effectiveness of policy implementation is related to the extent to which implementation is carried out to achieve the expected policy objectives.

b) Government Policy

Government policies are any decisions made by government / state officials in the context of carrying out general functions of government to overcome certain problems, achieve goals or to implement the results of decisions that have been determined and set forth in the form of certain laws and regulations or formal decisions.

c) Regional Apparatus

Regional apparatus is an supporting elements of head of the Region and DPRD in carrying out government affairs which are the authority of the Region.

1.8. Operational Definition

The operational definition is an explanation of the variables that have been explained in the conceptual definition and theoretical framework. In simplifying data analysis, it is mandatory to provide boundaries and scope of research identified with the aim of answering research problems. The definitions used in this study is according to the factors that influence policy implementation proposed by George C. Edward III as follows:

1. Communication

The requirement for effective policy implementation is that policy implementers must know what they need to do, for this reason good and smooth communication is needed. Communication must be accurate and carefully understood by the implementers

2. Resources

Resources play an important role because if the implementer lack of resources needed to carry out the policy, then the policy implementation may be ineffective. Resources referred to here are staff who have sufficient skills to carry out their duties, information about implementation, policies or data that is accurate, and the authority and facilities needed.

3. Disposition of the implementers

If the implementers behave well toward a particular policy, they are more likely to implement it as desired by the decision maker. Likewise applies vice versa if the opposite happens. Thus the

disposition of implementers usually have an influence on the course of implementation, both those that support and those that prevent it.

4. Bureaucratic structure

Bureaucratic structures that are too long and convoluted, and inefficient procedural can make it possible to obstruct organizational structures that have an important influence on policy implementation. The implementation of public policy is largely determined by the characteristics of bureaucratic officials.

1.9. Research Methods

1.9.1. Type and Research Approach

This research used the descriptive research with qualitative methods. Descriptive research aims to provide a description of a particular society or group of people or a description of a symptom or relationship between two or more symptoms (Soehartono, 2002). Qualitative descriptive research seeks to describe all the symptoms or conditions that exist, namely the state of symptoms that are as they were at the time the study was conducted (Mukhtar, 2013: 28).

This research is included in empirical juridical research, or referred to as field research that examines the applicable legal provisions and what happens in reality in society (Arikunto, 2012: 126). Empirical juridical research is legal research concerning the application or implementation of normative legal provisions in action on any particular legal event that occurs in society (Muhammad, 2004: 134). On the other words, a study is

conducted on the actual situation or real conditions that occur in the community with the intention to find out the facts and data needed, after the required data is collected; then leads to the identification of problems that ultimately leads to problem solving (Waluyo, 2002 : 15).

1.9.2. Research Setting and Target

This research about the effectiveness of Government Regulation No. 72/2019 on amendment of Government Regulation No 18/2016 about Regional Apparatus took place in Klaten Regency.

1.9.3. Types and Data Sources

The data sources are all things that can provide information about data. Based on the source, the data can be divided into two, namely primary data and secondary data.

- 1) Primary data is data created by the researcher for the specific purpose of solving the problem that is being handled. Data were collected by the researcher directly from the first source or the place of the research object.
- 2) Secondary data is data that has been collected for purposes other than solving the problem being faced. This data can be found quickly. In this research, the secondary data sources are literature, articles, journals and websites on the internet regarding the research conducted.

1.9.4. Data Collection Techniques

Data in a research are materials used in solving problems that have been formulated in the research. Therefore, these data must be collected, so the

problems in research can be solved. In this study, the type of data collected is divided into two types of data, namely primary data and secondary data with the following data collection techniques:

1. Interview

Interviews are conducted freely and openly using a tool in the form of the list of questions that have been prepared (as an interview guideline) in accordance with the problems to be answered without closing the possibility to add other questions that are spontaneous in connection with the answers given. The question focuses on the realization of the application of government regulations on the Regional Apparatus in Klaten Regency, how the effects after the regulation is implemented, as well as suggestions or recommendations that can be given to support the effectiveness of the regulation.

Interviews were conducted with the Organizational Division of the Klaten Regency Secretariat as the party who directly deals with the Government Regulation No. 72/2019 concerning Regional Apparatus, especially the Institutional Subdivision, and the Management and Public Service Subdivisions.

2. Observation

Sutrisno Hadi in (Sugiyono, 2009: 203) states that an observation is a complex process, which is composed of various biological and psychological processes. An observation is a direct observation of object phenomena that are studied objectively and the results

were recorded systematically in order to obtain a more concrete picture of field conditions. Based on the opinion above, it can be understood that the observation is a method of collecting data by directly observing events that are the object of research.

3. Documentation Study

Documentation is a written report of an event whose contents consist of an explanation and estimation of the event (Surahmad, 1987: 134). So, the documentation study is a method used by researchers to obtain data in the form of documents, books, or literature related to this research.

1.9.5. Data Analysis Techniques

According to Purwanto and Sulistyastuti (2007: 93), data analysis is the process of manipulating research data, so the data result could answer research questions / the process of simplifying data into a form that is easier to interpret.

According to Miles and Huberman (1992: 16), there are three components of analysis, namely:

1) Data Reduction

Data reduction is the process of selecting, focusing on simplifying, abstracting and transforming "rough" data that emerge from notes written in the field. Data reduction conducted by the researcher in this study was an analysis that sharpened, classified, directed, disposed of unnecessary and organized the data about the effectiveness of the Government

Regulation No. 72 of 2019 concerning Regional Apparatus in Klaten Regency. The data reduction was felt after researching in the field, until the final report was compiled. In the collection of data, the next reduction stage occurs.

2) Display Data

Miles and Hubberman(1992: 20) limit the presentation of data as a collection of information arranged to provide the possibility of drawing conclusions and taking action. Better presentations are a primary way for valid qualitative analysis. Presentations most often used in qualitative data are narrative text forms, various types of matrices, graphs and charts. Everything was designed to combine information that is arranged in a coherent form and easily achieved.

3) Conclusion Withdrawal (Verification)

Based on the start of data collection, qualitative analyzers begin to search for the meaning of objects, noting order, patterns of clarity, possible configurations, causal pathways, and propositions. The competent research dealt with these conclusions loosely, remained open, and became skeptical, but conclusions were provided, in which first is unclear, then more detailed and firmly rooted, and final conclusions emerge until data collection ends based on the conclusions of field notes, coding, storage, re-disbursement methods used and researcher skills.

1.9.6. Draw Conclusions or Verification

This stage is the stage of drawing conclusions from all data that has been obtained as a result of research. Conclusion or verification is an attempt to look for or to understand the meanings, regularities, patterns, explanations, causal flows or propositions. Before drawing the conclusions, the data reduction, data presentation and results or verification of previous activities are carried out. After verifying, conclusions can be drawn based on the results of the research presented in narrative form. Drawing conclusions is the final stage of data processing activities.