

## Strategy For Implementing PAMSIMAS Policy Using Jan Merse Model to Elevate Public Health Service Quality (A Case Study in Gorontalo District)

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**Abstract:** This research affords an analysis of a strategy for implementing the Jan Merse public policy model in the PAMSIMAS program and building an ideal model as an alternative strategy for implementing a policy to improve public health service quality in Gorontalo District. It is carried out using a descriptive qualitative approach, which requires the researcher to be the key instrument. Data are collected through observation, structured interviews, documentation studies, and focus group discussions. Results demonstrate that successful policy implementation, according to Jan Merse's approach, is affected by the aspects of information, policy content, organizational supports, community supports, and potency division, as well as skills, loyalty, and education. Based on the ground condition, it is recommended to use a TARO model approach as an alternative strategy for implementing the PAMSIMAS program policy. This model combines the government roles from the aspects of transparency, accuracy, and responsibility with the community roles from the aspect of common ownership. Accordingly, this model is expected to eliminate potential inhibitors of the program. Additionally, this model can assist the making of the roadmap of village development using the PAMSIMAS program. Eventually, the PAMSIMAS service can be delivered in a synergetic and integrated avenue and in conforming with the target to cater to the needs of people with disabilities and decrease local stunting levels.

**Keywords:** Policy Implementation, Health Service Quality, Jan Merse Model, PAMSIMAS, Community-based Drinking Water Supply and Sanitation Program

### 1. Introduction

The PAMSIMAS program constitutes a community-based drinking water supply and sanitation activity funded by the community, local government, central government, and World Bank. This activity is advocated by the Department of Public Works as an executing agency and the Department of Home Affairs and Health Office. The PAMSIMAS program is an instrument to implement two national agendas enhancing the population coverage of reliable and sustainable drinking water supply and sanitation. The program targets those who lack services, or the low-income community in rural and peri-urban areas, allowing them to access drinking water supply and sanitation services, escalating the implementation of clean and healthy lifestyle behaviors and values, and expanding the community-based development approach.

The PAMSIMAS program is expected to overcome difficult access to clean water the community has been complaining about, averting them to consume water unfit to drink. With available sanitation infrastructures, e.g., latrines/toilets, waste drainage, representative dustbins, the community will acquire an environment free from wastewater and garbage, which is a source of diseases for the community. The PAMSIMAS program is foreseeable to alter the community's attitude pattern regarding healthy lifestyle behaviors as after being able to access clean water easily, they will no longer go to a river or pool when in need of latrines/toilets. This will lead to a clean environment.

Public health signifies the community-based preventive effort, whose crucial substance is humans' efforts in maintaining both spirits and physics in order to be healthy. And yet, there are many issues needing solutions, and new challenges in public health services as the community's socio-economic change should be confronted. Also, the low health status of the poor population remains a classical problem in the area. This condition breeds the community's susceptibility to different diseases brought about by, inter alia, low-quality drinking water and poor sanitation.

Besides high poverty rates in rural areas and poor income distribution, Gorontalo District also contends another problem, i.e., low Human Development Index (IPM) sustained by three pillars, namely life expectancy rate, school length, and per capita income. Relatively high disease cases aggravate welfare issues of the low-level community, which typically live in poor and underdeveloped enclaves.

A public policy is a process of an activity or a unity of a system articulating from one part to another in a continuous manner. There are two strides for implementing a public policy, which are indirectly in the form of a program and through a formulation of a derivative policy. A public policy can be implemented using extant implementation models, such as the Jan Merse model. Jan Merse (1938:25) argues that a policy implementation model is affected by the factors of information, policy content, community supports, and potency division.

The PAMSIMAS program is foreseeable to improve health service quality related to clean drinking water supply and environmental sanitation. This research affords an analysis of a strategy for implementing the Jan Merse public policy model in the PAMSIMAS program and building an ideal model as an alternative strategy for implementing a policy to improve community health service quality in Gorontalo District.

## **2. Method**

This research is a case study using a qualitative approach. Primary data are collected through interviews with respondents and informants, whereas secondary data are collected from documents, reports, statistical data, and other data with respect to the research focus. Data are analyzed using Miles and Huberman interactive model analysis, comprising several stages, i.e., data collection, data presentation, data reduction, data verification, and conclusion drawing.

## **3. Results and Discussion**

### **3.1. Strategies for Implementing a Jan Merse Model Public Policy in the PAMSIMAS Program**

Jan Merse, in Kadji (2015:70), the key factors to successful policy implementation are information, policy content, organizational supports, community supports, and potency division.

#### **3.1.1 Information**

The aspect of information is entwined with socialization and counseling activities. Structured and systematical socialization as regards the PAMSIMAS program is delivered by policy actors to the village community as program user candidates. Socialization activities are expected to create uniform apprehension and good coordination among policy actors. Interviews with informants disclose the fact that socialization is delivered in diverse forms and media, e.g., open meetings, village deliberation forums, brochures, and online social media. The use of varied information and communication media denotes technological literacy between program implementers.

Socialization activities, executed foremost through an open meeting and village deliberation forum, always engage with the local village community. The community participating in open meetings are conferred an opportunity for expressing arguments, proposing questions, and delivering responses to the PAMSIMAS program, covering where the program is targeted, and hence be responsible for the program's success. However, in other villages, such as Lauwonu, socialization is poorly implemented. Opportunities for expressing aspirations and responses to the program are only given to community figures or specific people who are close to the village government elements while the policy program is targeted and should be perceived by the entire community. Additionally, the community is not imparted adequate time allocation for proposing questions.

#### **3.1.2 Policy Content**

Those who live in rural areas, suburbs, riversides, or disaster-prone and remote areas and cannot find access to clean water usually consume a dirty one for living. The water is contaminated by garbage, waste, and even feces. Addressing this issue, the government designs a national PAMSIMAS program. In addition to fulfill human's basic needs for clean water and sanitation, the program also constitutes the government and community's investment for human life quality and the present and future environmental sanitation.

General guidelines (manual or technical guidelines) for implementing and managing PAMSIMAS are exhibited, delineated, and discussed in an interactive way with meeting members. This indicates a complete and

complex policy content. Policy content should be able to be comprehended, communicated, and realized by policy actors to the benefit recipients, namely the community who inhabit the target villages. Technical guideline documents for the PAMSIMAS program are understandable as they have a detailed and order explanation attributed to sustainable PAMSIMAS management.

Core ideas of the PAMSIMAS program policy content are to increase opportunities of rural and suburban poor communities for accessing clean and safe drinking water and decent sanitation and to boost a clean and healthy lifestyle behavior (PHBS). In this condition, empowerment becomes a center point which determines success levels of policy implementation.

### **3.1.3 Organizational Supports**

The village government's formal institutions, which were the village officers and apparatuses, village consultative body (BPD), community empowerment institutions (LPM), family welfare movement (PKK), and informal ones, such as integrated service post (Posyandu) and *Karang Taruna* cadres, associate to succeed the PAMSIMAS program. Involvement of various village community components is imperative for facile stages of the PAMSIMAS program implementation. The government, as well as the community, manifest high participation in and support for the PAMSIMAS program. At the district level, several policy actors, i.e., the Department of Public Works, Health Office, and Secretariat of the Working Group on Water Supply and Sanitation (Pokja AMPL) act as driving motors and keys to the successful program. Facilitators and assistant workers perform tasks of socialization, communication, and assistance well and effectively.

The PAMSIMAS policy implementation provides an exclusive experience of making a complete, detail, and integrated program implementation document for community facilitator workers. Involvement of various village community components is imperative for facile stages of the PAMSIMAS program implementation, consisting of socialization, planning, implementation, and supervision. Community figures, traditional figures, religious leaders, female figures, and the young generation present active and important roles in driving all village institutions.

### **3.1.4 Community Supports**

Engagement and active participation of the local community in the program implementation point out their concern and support for government programs. To date, they have shown good enthusiasm and responses. They are invariably active and participate in the program implementation. Likewise, attendance levels in open meetings and village deliberation forums are always in the range of 80-100%. Furthermore, they are invariably active in discussions of the program and comply with meeting forum decisions.

Meanwhile, the PAMSIMAS program implementers are likewise responsive to complaints filed by the community. The community not only contributes to socialization activities but also rendering manpower, materials called for, and assistance funds, establishing and operating networks and installation for the program implementation without any pause because of fund problems.

The PAMSIMAS program policy implementation amplifies people-centered development-based planning. The PAMSIMAS program actualizes the concept of humans being both objects and subjects of development. As such, the priority of public policy and service should be set to humans.

### **3.1.5 Potency Division**

The PAMSIMAS program implementation can accommodate and empower local potencies, in the form of either human, natural, environmental, or material resources. The PAMSIMAS program also raises community awareness of village potencies, allowing the community to seek and optimize them, and thereby fostering community independence and diminishing their dependence on other parties.

The extant situation and condition have shown off the contribution of the PAMSIMAS program policy to potency division corroboration. The PAMSIMAS program, in addition to vesting health benefits to both the community and environment, contributes to the empowerment of local cultural value potencies. The PAMSIMAS program has revitalized the spirit of familiarity, deliberation to reach consensus, and cooperation in working.

This research combines theories of policy implementation strategies made up of planning, implementation, and supervision using the Jan Merse model. On the grounds of the development of policy, organization, and public orders, determining factors of the successful policy implementation grow more dynamic and flexible and transform quickly.

As showcased by results, the elements of Community Working Groups (KKM), Implementing Units (Satlak), and Drinking Water Supply and Sanitation Facility Management Group (KPSPAMS) have signaled some sufficient levels of skills, education, and loyalty and contribute to the successful PAMSIMAS program policy implementation. Among the skills indicated are conceptual, technical, and human (soft) ones. A conceptual skill, by definition, is an ability to understand an issue in a more overarching way. The skill functions to influence others and persuade them to comply with the leader or program implementer and includes abilities to plan, organize, implement, and supervise or control. A technical skill constitutes a skill which is usually acquired from formal education. It engages with abilities or expertise in a particular specialization field. A human (soft) skill is an ability to self-control and influence others. It includes managing a conflict in an organization as well. This is the skill usually derived from outside formal education.

Those sub-focuses are empirically regarded to be inadequate for the PAMSIMAS program policy implementation. Based on ground experiences and research results, it is demanded to implement another strategy, i.e., raising attitudes and awareness of the village community as the program target, fostering their common ownership, either collectively or individually.

It is aligned with Akatwijuka *et al.* (2020:555), that common ownership may become an efficient incentive to collaborate when the value of public goods is impossible to be significantly inflated by making maintenance investments or when the maintenance cost is considerably high. Besley and Ghatak (2001) posit that if we are coping with public goods, ownership must be held by a person who puts most concerns about the project, even if the chief investor is not him/her. Therefore, to achieve the successful PAMSIMAS program policy implementation, common ownership needs to be developed, making all relevant parties walk together and synergize. This will breed just policy feedback which can be leveraged to make decisions improving implementers' performance.

### **3.2 Ideal Model as an Alternative Strategy for Implementing the Community Health Service Quality Improvement Policy**

Within a public policy, there is a commitment to good governance. Good governance entails a government to burgeon and apply principles of professionalism, accountability, transparency, prime service delivery, democracy, efficiency, legal supremacy effectiveness, and public acceptance. Prudent governance needs a government to not only anchor on legality owned to run public administration, but also to seek to raise common ownership and responsibilities among the community for administrative processes and development outputs to achieve (Nisjar, in Sedarmajanti, 2004).

Examining varying conditions and realities and how the PAMSIMAS program fit them, I recommend an ideal model as an alternative strategy for implementing the health service quality improvement policy in Gorontalo District. The model is called TARO, which is an acronym for Transparency, Accuracy, Responsibility, and Common Ownership. This model combines the government roles from the aspects of transparency, accuracy, and responsibility with the community roles from the aspect of common ownership. This model is foreseeable to raise the community's senses of ownership, desire, and willingness to maintain and nurture all objects concerning the long-run sustainability and usability of the program. In contextual, this model is expected to eliminate any potential program challenges, i.e., poor collaboration in light of funding between the village government (the Village Budget) and the community (in-cash and in-kind). Additionally, this model can help make a roadmap of village development intervened with the PAMSIMAS program. We hope the PAMSIMAS service to be delivered in a synergetic and integrated avenue and in conforming with the target to cater to the needs of people with disabilities and decrease local stunting levels.

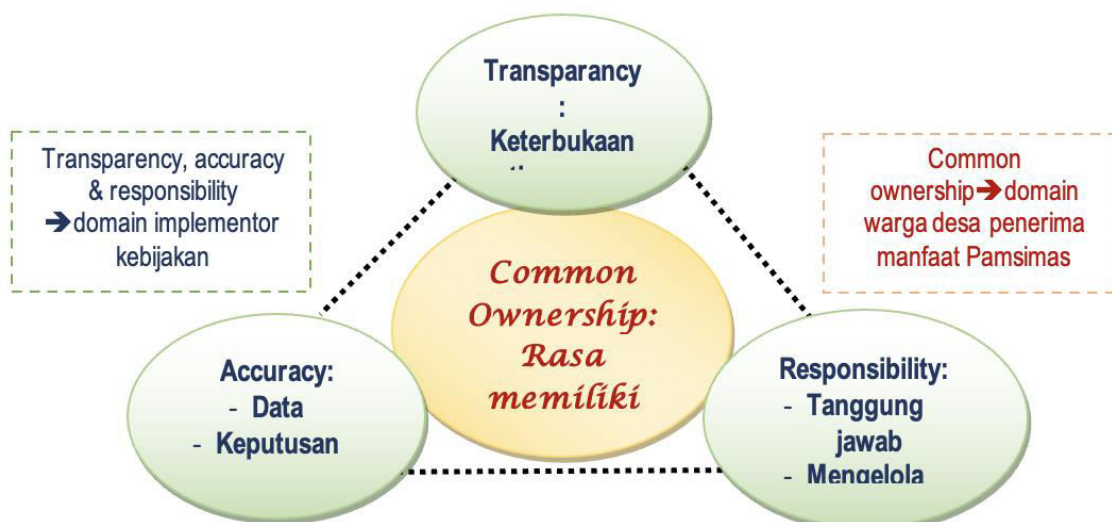


Figure 1. TARO Model

### 3.2.1 Transparency

Transparency is one of the most noteworthy factors for policy implementation. Transparency in governance enables the community to access information in regard to the policy which will be and have been made by the government. Also, it will confer a space which allows the community to deliver feedback (Tahir, 2011:157). On the other hand, secrecy signified by government apparatuses when making a policy will bring on ineffective policy implementation and challenges in the development process run. In other words, secrecy will create community resistance.

Policy socialization matters as well to engender better and more effective supervision and to encourage the community in the supervision process. Socialization should not be formality and framework only. Detail elucidation of each development project can contribute to stronger legitimacy. Apparatuses' performance should be also oriented to the urgent needs of the community and not be regarded as a formality to allocate development or project funds in every budget year for routine projects.

The principle of transparency has been applied in the PAMSIMAS program policy implementation in Gorontalo District. Thus, all steps, from the district to village levels, should be transparent and accessible. Ekit Mas (2008) clarifies several actions pivotal in the program implementation. They are the determination of correct program targets, consistent program implementation, transparent and accountable management, and routine supervision to hinder any program implementation violation.

### 3.2.2 Accuracy

An accurate database with a high precision and trust level is a requirement for making a public decision or policy. This is the task of competent parties who are in charge of publishing staple data. Among the parties are Statistics Indonesia (BPS), Regional Development Planning Board (Bappeda), and other formal institutions authorized. Accurate data publication may prevent asymmetric information situations to happen and information gaps between apparatuses and the community. Likewise, it potentially causes corruption, collusion, and manipulation.

Accurate data and decisions made are the local government's tools for development implementation. Without accurate data, local development will be poorly executed. Correct and accurate data induce a decision and policy which is more quality, effective, and efficient. Data errors may produce a false policy.

In the PAMSIMAS program implementation, the selection of the PASIMAS target villages builds on the village proposal compiled by the Drinking Water and Sanitation (AMPL) cadres and the community. The village proposal should be predicated on real data of drinking water and sanitation in the villages concerned. Accurate and valid data in relation to village poverty indices, access to drinking water, access to sanitation, and village

diarrhea prevalence rates are also progressed by the team who is responsible for selecting and verifying the proposal at the district level.

### **3.2.3 Responsibility**

Responsibility is one of the yardsticks of government apparatus and/or policy program implementer professionalism towards objects served, i.e., the community or public. Some facts demonstrating low responsibilities are slow service delivery, sullen facial expressions, poor performance quality, and long service delivery.

Public bureaucratic responsibility is required as an embodiment of the government's control over bureaucracy or administrators. A bureaucratic responsibility can be manifested by the implementation of simultaneous and sustainable internal and external control over bureaucratic behaviors or public administrators, namely implementers at the district and village levels. A public bureaucratic responsibility can be focused on the indicators of the levels of sensitivity, accountability, service quality, justice, and discretion.

The PAMSIMAS program implementation in villages of Gorontalo District denotes the following phenomena.

- Community empowerment and local institutional development.
- Promoted health, clean and healthy lifestyle behaviors, and sanitation service.
- Provision of drinking water and public sanitation facilities.
- Village and district incentives.
- Supports for project implementation and management in target villages.

Siti Rumini (2017) concludes that the PAMSIMAS program implementers at the village level have exhibited an ability to quickly respond to the community's complaints, open communication channels, and motivate them to express their aspirations.

### **3.2.4 Common Ownership**

Common ownership, such as the sense of belonging, nurturing, and maintaining the program sustainability, is indicated in the form of in-cash and in-kind (workmanship, tools, and materials) community contributions. This is one of the efforts to revitalize and preserve the spirit of cooperation and the realization of the senses of belonging and responsibility. Other forms are the elevation of public and environmental health services and quality, especially for poor rural, suburban, and disaster-prone communities.

Research proves that the sense of belonging, either individual or collective, of the villagers who receive the PAMSIMAS program will succeed the program. With a collective sense of belonging, they will be more prompted to take care of and maintain the program's sustainability. Nevertheless, the two activities are not easy to do. The government should afford relevant examples and manifest transparent, accurate, and responsible characters, resulting in a sense of belonging among the community who receive the program benefits. This common ownership should be nurtured from the information socialization stage performed in the program introduction.

## **4. Conclusion**

The key factors to successful policy implementation, according to Jan Merse's approach, are the aspects of information, policy content, organizational supports, community supports, and potency division, as well as skills, loyalty, and education. Building on the ground condition, it is suggested to use a TARO model approach as an alternative strategy for implementing the PAMSIMAS program policy. This model combines the government roles from the aspects of transparency, accuracy, and responsibility with the community roles from the aspect of common ownership. Accordingly, this model is expected to eradicate potential inhibitors of the program. Additionally, this model can assist the making of the roadmap of village development using the PAMSIMAS program. Eventually, the PAMSIMAS service can be delivered in a synergetic and integrated avenue and in conforming with the target to cater to the needs of people with disabilities and deescalate local stunting levels.

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