

Problems in the Implementation of Decentralization Policies in the Flagship Program "Nafas Cita" in Gorontalo Regency

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ABSTRACT

Decentralization Policy became a new direction marking the dynamics of Government in the regions. The experience of implementing a centralized and authoritarian political-governmental system in practice carries very unfavourable implications for regional developments. This study discusses the implementation of decentralization policies implemented by local governments. One of them is through policies carried out by the Gorontalo regency government in the flagship program "Nafas Cita" in an effort to improve community welfare. The type of research used in this research is qualitative through descriptive methods. With observation techniques, documentation studies and in-depth interviews. The results of the study found that although the implementation had gone well, there were still some problems that caused constraints on program implementation, namely problems Communication between OPDs, Insufficient budgetary resources and human resources who do not understand existing planning, The ability of the Executing Agent to be fragmented due to pressure outside the bureaucratic unit, Social, Political and Economic environment that is not conducive to supporting the implementation of the Program. Researchers concluded that the Government needs to design a clear work plan or procedure, not just limited to procedural coordination. But it is also well spelled out. In terms of resources, the government needs to design and improve economic development that correlates with existing resource allocation problems. Finally, in order for bureaucratic fragmentation not to occur, the Regent as a Political Coach must be neutral, there must be no favouritism and unfair treatment for every Official or Employee, especially regarding the implementation of the Program.

Keywords: *Implementation, policy, Decentralization, Governance*

ABSTRAK

Kebijakan Desentralisasi menjadi arah baru menandai dinamika Pemerintahan di daerah. Pengalaman penerapan sistem politik-pemerintahan sentralistik dan cenderung otoritarian dalam prakteknya membawa implikasi yang sangat tidak menguntungkan bagi perkembangan daerah. Penelitian ini mendiskusikan implementasi dari kebijakan desentralisasi yang dilaksanakan pemerintah daerah. Salah satunya melalui kebijakan yang dilakukan oleh pemerintah kabupaten Gorontalo dalam program unggulan "Nafas Cita" dalam upaya peningkatan kesejahteraan masyarakat. Jenis penelitian yang digunakan dalam Penelitian ini adalah kualitatif melalui metode deskriptif. Dengan teknik Observasi, studi dokumentasi dan wawancara mendalam (indepth interview). Hasil penelitian menemukan bahwa meski dalam pelaksanaannya telah berjalan. Namun masih terdapat beberapa permasalahan yang menyebabkan terkendalanya implementasi program yakni meliputi permasalahan; Komunikasi antar OPD, Sumber daya anggaran yang belum mencukupi, persoalan SDM yang belum memahami perencanaan yang ada, Kemampuan Agen Pelaksana yang terfragmentasi akibat tekanan diluar unit birokrasi dan yang terakhir, lingkungan sosial, Politik dan Ekonomi yang tidak kondusif mendukung pelaksanaan Program. Peneliti berkesimpulan Pemerintah perlu mendesain rencana atau prosedur kerja yang jelas bukan hanya sebatas prosedural koordinasi. Namun juga dijabarkan dengan baik. Dari sisi sumber daya pemerintah perlu mendesain dan meningkatkan pembangunan ekonomi yang berkolerasi dengan masalah alokasi sumber daya yang ada. Terakhir agar fragmentasi Birokrasi tidak terjadi Bupati sebagai Pembina Politik harus bersikap netral, tidak Boleh ada favoirtisme dan perlakuan yang tidak adil bagi setiap Pejabat atau Pegawai apalagi terkait implementor Program.

Kata kunci: *Implementasi, kebijakan, Desentralisasi, Pemerintahan.*

INTRODUCTION

In the course of Indonesian politics. The Decentralization Policy became a new direction that marked the dynamics of local politics in the regions. The political reforms that occurred in 1998 became the momentum that initiated the policy change from the implementation of a centralized government system to a decentralized government. Consequently, the opportunity for each region to participate is greater in regulating itself both in the economic, social, and political fields. Local governments are at the forefront of responding to public demands.

Long experience of such authoritarian and centralistic political-governmental systems, carries very unfavourable implications for regional developments. All important decisions can only be taken by the central government. As a result, there is always inaction in responding to the dynamics and problems that occur in the regions. Under these circumstances public participation in the public policymaking process becomes very weak (Syaukani H. R et al., 2009)

The central hegemony of such a strong area made the ineffectiveness of the bureaucratic working power. The centralized approach used is precisely a boomerang for the central government, given the geographical conditions. Cultural diversity and the existence of gaps between one region and another. Moreover, coupled with efforts to

uniformed the process of implementing local government, which actually undermines our sound reasoning. Because actually the problems that occur in the region are not possible to see using central glasses. Especially when referring to the availability of human resources in a limited area. Conditions that make accelerating development difficult to implement.

For this reason, inevitably the demands on the implementation of the Decentralization system become a rational choice to overcome limitations due to centralization development planning.(Simanjuntak, 2015) The form of rationalization carried out is to strive to design policies that are oriented towards the optimization of public services. Because the essence of decentralization of the regional autonomy provided is to bring public services closer to the community.

Therefore, local governments are required to be able to formulate every policy that has an impact on efforts to improve the quality of public services and boils down to the welfare of the community. The current question is whether the implementation of regional autonomy through the Decentralization policy has proceeded in accordance with the initial expectations of the spirit of the novelty of the Indonesian political-government system. Because Decentralization is actually in line with the democratization process in the local political realm. Namely, being a trigger for local government which is expected to be a panacea that can minimize the weaknesses of the government system run during the New Order period.

Of course, through various kinds of policies and program innovations made by each region. Because Decentralization allows local governments to more freely issue various kinds of policy breakthroughs and development programs(Putri Wulandari, 2012). The policies issued must of course be in favour of the people. One form of policy that can be carried out by local governments is a policy based on social welfare. As well as what is also done by the Gorontalo regency government through the flagship program "Nafas Cita". Through this program, the Gorontalo regency government seeks to respond to public demands to improve the welfare of its people. So that later it can be in line with the essence of decentralization which actually brings the people closer to the state. This article will illustrate how the problems of implementing the policy as well as understand the factors and constraints that affect the achievement of program objectives.

METHOD

The research method used in this research is Descriptive qualitative. This type of qualitative research focuses on primary and secondary data obtained from the research location related to the implementation of the "breath of mind" program. Meanwhile, the data collection techniques that researchers use are through observation, interviews, and documentation studies. In the process, research on the evaluation of policy implementation has its own challenges for a policy politics researcher. The openness of informants in telling the truth is the key to the success of the findings in the field. Especially if the person

concerned is in a policy environment that also acts as a program implementer and has an attachment of functions and responsibilities.

Concerns about the logical consequences received when providing information make it difficult to reveal the phenomena behind the events that occurred. There is no exception in revealing research on the implementation of this Decentralization Policy. Therefore, to obtain data holistically and completely, various ways and techniques are needed that are in line with the principles and objectives of the research carried out. This study uses a triangulation approach, which is a combination of several information collection techniques. So that it is hoped that it can complement each other and support each other in the process of understanding the problem under study (Sugiyono, 2012)

RESULTS AND DISCUSSION

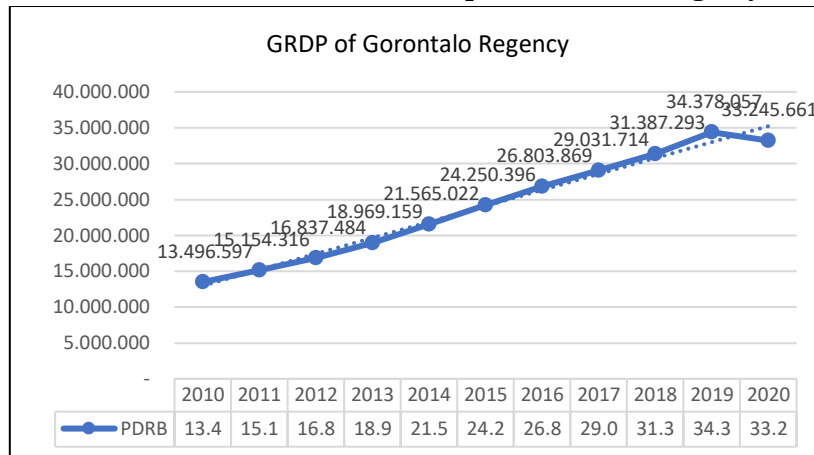
In its development, today the democratization process has made decentralization a big demand not only for developed countries but also developing countries. According to Frederickson Decentralization is an important structural model for making changes and solutions because of the demands of the world's rapid complexity. So that in order to accelerate development, decentralization is able to meet the basic needs of the community and expand participation in policy formulation.(Sulistiowati, 2014)

The demand for a decentralization policy will of course differ in application from one country to another. This happens because decentralization policies are usually influenced by the perspective of the political elites of the government in realizing how the form of decentralization policy wants to be implemented. Indonesia is no exception, which has a long history of implementing this decentralization.

In practice, decentralization policy is generally interpreted as a form of transfer of authority and responsibility from the Central Government to the lower levels of government, or the private sector to carry out public functions. In this way, the decentralization policy is expected to reduce the density of the central government's workload through decentralized development programs in the hope that delays can be reduced to the maximum.(Akbal, 2016)

Gorontalo Regency is a district in Gorontalo Province that also contributes to carrying out responsibilities in carrying out public functions. As per what the centre mandates through its decentralization policy. This regency is the oldest regency formed based on Law Number 29 of 1959 concerning the Establishment of Level II Regions in Sulawesi. Based on the historical foundation, it is known that Gorontalo Regency has experienced three expansions. The first expansion in 1999 which gave birth to Boalemo Regency, the second expansion in 2003 which gave birth to Bone Bolango Regency, and finally the third in 2007 which gave birth to North Gorontalo Regency. In its development, when the era of decentralization and regional autonomy was carried out, several development programs have been implemented. This has also affected the development of Gorontalo regency until now. Based on data from the Central Statistics Agency (BPS), the amount of per capita income of people in Gorontalo regency over the past decade has increased. This can be seen from the following GRDP Per capita of Gorontalo Regency:

Picture. 1 GRDP Per capita Gorontalo Regency



Source: BPS Gorontalo Regency

From the data above, a picture of an increase in community welfare has been obtained, over the past few years. Although there was a wedge in 2020 amounting to IDR 33,245,661 from 2019 which was 34,378,057. But this number is still far above the previous year since the "breath of mind" government was declared in 2016 as the winner in the election. For this reason, various policy breakthroughs were made by the local government of Gorontalo regency so that the welfare of the community could continue to be improved. In this connection, local governments maximize their abilities by designing programs of activities whose purpose is to achieve the improvement of the welfare of the community. As is the case that is currently being done by the Gorontalo regency government.

Based on Regional Regulation Number 8 of 2016, the regional government has established a Regional Government development program as stated in the Regional Medium-Term Development Plan of Gorontalo Regency 2016-2021. This plan is an elaboration of the Vision and Mission of the Regent and Deputy Regent which must be fully supported and carried out through the regional apparatus organization as a public bureaucratic machine. To realize all local government policies through the "Nafas Cita" program of the Gorontalo district government.

A. Implementation of decentralization policy through the Nafas Cita Program

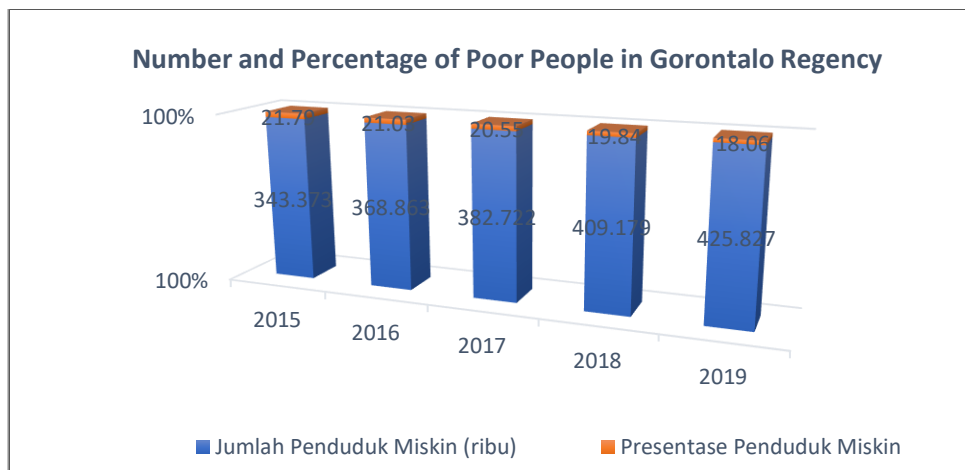
The implementation of decentralization policies in each region even though it has similarities in its policy model. However, there are differences in each program variation and how to determine the development priorities carried out. If referring to the National Medium-Term Development plan (RPJMN). It is known that the vision of national development in 2015-2019 is the realization of a sovereign, independent, and personality Indonesia based on mutual cooperation. In Indonesia's vision 2019, nine national priority agendas have been formulated and known as "Nawa cita". Nawa which means nine and ideals that are interpreted dreams and hopes.

The same thing was done by the Gorontalo regency government, borrowing the same spirit through the establishment of five roads to the glorious district, known as NAFAS CITA. These five roads are likened to the spirit of "Nawa Cita" with dreams and hopes of realizing the welfare of the people of Gorontalo regency. Namely through five avenues of change including; 1) Realizing Smart, Healthy, and Characterful Human Resources, 2) Realizing a Harmonious, Clean, and Dynamic Government. 3) Optimization of natural resources towards independence. 4) Realizing population and environmental-based development, and finally; 5) Conducting Global Cooperation for regional development.

The alignment of visions and priorities of national development and regional development must absolutely be carried out. Even if there is a difference in substance, it is not much different. This is important to do so that the development of development programs in the region can continue to be carried out. This is what underlies the "Nafas Cita" Development program present. NAFAS is an acronym for Nelson Pomalingo and Fadli Hasan.(Bappeda, 2016) 'Nafas Cita' is a manifestation of the spirit of development launched by the couple Nelson and Fadli as, Regents and deputy regents elected in Gorontalo Regency for the 2016-2021 period. In the context of this development, the couple then compiled several excellent program targets that became the top priority of the Gorontalo Regency Government. Some of these targets are conceptually outlined in the regional long-term development plan (RPJMD), which includes: 1) Poverty Reduction, 2) Improving the Quality of Human Resources, 3) Optimizing Integrated Agriculture, 4) Developing the Creative Economy, 5) Infrastructure, and 6) The environment. (Bappeda, 2016)

Poverty reduction

Based on BPS data from Gorontalo regency. The percentage of poor people in Gorontalo district has decreased from year to year. Since the Nafas Cita government has been run since 2016. In 2019, it was recorded that 18.06 percent of the number of poor people decreased quite significantly compared to 2016, namely 21.03 percent. Although at first glance there is an increase in the number of poor people. However, this is because the population of the population is increasing every year which also affects the number of poor people. However, in percentage terms, it can be seen that there is a significant decrease.



Source: BPS Gorontalo Regency 2020

If you look closely, it appears that the indicators used by the Gorontalo district government in determining the criteria for poverty have similarities with the indicators in various sectoral programs initiated by the central government. For example, the BKKBN program, the Ministry of Social Affairs, the Ministry of Public Works in determining poor households, namely; 1) criteria for Employment and Entrepreneurship, 2) Criteria for the field of Health, 3) criteria for the field of Education, 4) Criteria for infrastructure poverty, and 5) Criteria for Food Security. Therefore, claims about data discrepancies with BPS often occur. Due to the different and wide spreaders of indicators used. BPS uses basic needs indicators that view the inability of the economy to meet basic needs. Meanwhile, the local government is interested in expanding in measuring Poor Households which is divided into 10 deciles and then grouped into an integrated database.

It must be admitted. The problem of Poverty is not a simple matter. It must be multi complex with all the factors behind it. Therefore, serious efforts are needed from the government in tackling it. Through various stimulants, assistance and targeted poverty reduction programs are also on target. For this reason, the Gorontalo district government through its priority programs has made poverty reduction a major strategic issue in the Nafas Cita Flagship Program. Some of the roads taken by the Gorontalo regency government are through; 1) provision of social assistance and protection, 2) Community Empowerment by region and sector. 3) Empowerment of Micro and small enterprises. From this composition. The provision of aid stimulants and social protection is still the mainstay of the government. It was recorded that since 2016 the total budget for protection / social assistance reached 108,012,200,000 Rupiahs. and continue to improve. In contrast to the empowerment program for the poor, especially the empowerment of micro-enterprises that have not been successfully used in poverty reduction efforts in Gorontalo district

Improving the quality of human resources

In the field of improving human resources (HR), the Regional Government of Gorontalo Regency has made efforts to meet the targets set out in the RPJMD. For this reason, in order to be in line with the mission of the program, several strategies and intervention activities are carried out. Namely: 1) Regional interventions based on city space satellite Education "Madinatul Ilmu", 2) Interventions strengthening the exact field 3) Interventions to improve literacy, life skills, 4) ASN interventions through competency improvement, and finally 5) HR quality interventions through the health sector. Some important notes need to be elaborated further in this paper.

First, for regional intervention, namely the educational satellite city that is centred on dilimboto. The goal to be achieved is to develop the city of Limboto and its surroundings as "Madinatul Ilmi", which is the centre of science. Some of the efforts made as stated in the 2016-2021 RPJMD, including facilitating the development of educational institutions at all levels of education, increasing cooperation with higher education, increasing the standards

of facilities and infrastructure for library administration, and finally through efforts to increase research results that support the competitiveness of production.

Based on the findings of researchers, the implementation of the activities of this educational satellite city still encounters many obstacles in the field. There is an impression that this intervention is not entirely carried out and is only limited to the jargon used. From the regional side itself, if you look closely, the interval from 2014 to 2019 during the Nafas Cita government has not changed significantly about the development of school facilities. As explained in the table below:

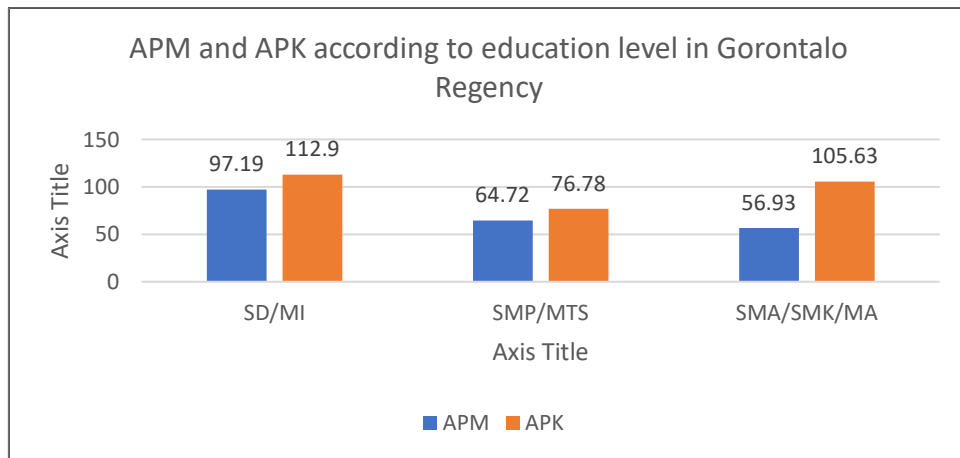
NO	District	Primary School			Junior High School		
		2014	2018	2019	2014	2018	2019
1	Batudaa Pantai	9	9	9	6	6	6
2	Biluhu	8	8	8	5	5	5
3	Batudaa	7	6	7	3	3	3
4	BongomemE	15	14	14	11	10	11
5	Tabongo	9	9	9	3	3	3
6	Dungaliyo	10	9	10	4	6	4
7	Tibawa	15	15	15	13	13	14
8	Pulubala	13	11	11	11	9	9
9	Boliyohuto	12	12	12	7	7	7
10	Mootilango	10	10	10	7	7	7
11	Tolangohula	11	10	12	9	8	9
12	Asparaga	9	10	9	6	6	6
13	Bilato	9	8	9	5	5	5
14	Limboto	14	14	14	9	10	10
15	Limboto barat	10	10	10	7	6	7
16	Telaga	9	9	9	5	5	5
17	Telaga Biru	15	15	15	11	10	11
18	Tilango	8	8	8	1	2	2
19	Telaga Jaya	5	5	5	2	2	1
	Gorontalo district	198	192	196	125	123	125

Source: BPS Gorontalo Regency 2020

Furthermore, in supporting the development of this educational satellite city. Cooperation with universities is felt to be still not optimal, especially in developing the city of Limboto as Madinatul ilmi. The lack of coordination and absence of the concept of Madinatul Ilmi makes this priority activity more visible as a lip service from stakeholders. The role of the three campuses in Gorontalo regency is not optimally felt. In fact, this is important to do in order to produce better research results and competitiveness for the development of Gorontalo district.

Second, another thing that also needs to be considered is that the level of education in Gorontalo district in 2019 is quite low. The existing data shows that the percentage of the population 15 years and over 22.56 percent only have elementary school principals, 19.09 percent of middle schools and residents with high school principals and above 27.4 percent.

More than a third of them are residents who have no distinction at all.¹Overall, this picture shows that at least there are still very few educated human resources in Gorontalo district. At least up to the SMP/MTS level. In addition, access to secondary education in Gorontalo in 2019 is still very low.



BPS data for Gorontalo regency 2019

Integrated Agriculture

The agricultural sector is still the main sector that absorbs labour in Indonesia, especially for most of the population who live and settle in rural areas. The amount of labour absorption in this sector is able to support the economy in rural areas. This is evident in several economic crises but the sector continues to experience an increase. Agriculture is the most favoured sector in Gorontalo district. This sector absorbs the largest labour force compared to the other two sectors in the Gorontalo district. In contrast to the field of manufacture and services. The farming sector employs more than one-third of the workforce at 33.30 per cent. Therefore, the Gorontalo regency government is trying to make policy breakthroughs in the development of integrated agricultural programs. Because it is believed that an integrated agricultural system is able to be an alternative solution and solve problems experienced by the community. Especially in improving the welfare of farmers.

Integrated agriculture is a biological resource management activity that includes plants, livestock or fish that are integrated with agribusiness activities, agricultural cultivation (on farm), agro-industry and sustainable off-farm trade.(Surahman & Sudradjat, 2009). Gorontalo regency is one of the regions that is trying to implement this policy model.

The way taken by the Gorontalo district government in realizing this policy is through an integrated program and based on regional intervention by directing several existing sub-district areas to become agricultural centres. Some of these areas include Boliyohuto district as a centre of agriculture and agro-industry and Batudaa, Pulubala and

¹ (BPS Kabupaten Gorontalo, 2020)

surrounding districts become the focus space for integration for agricultural and livestock activities. This is done, so that agricultural development planning based on the region can increase the efficiency of space utilization, as well as ensure the effectiveness of synergistic and sustainable planning.

An ideally integrated agricultural system can be used as one of the solutions in an effort to improve the welfare of farmers. However, in running this integrated agricultural system, there are several obstacles that hinder the optimization of programs in the community. First, the need for fertilizers is getting higher, on the other hand, the use of other chemicals that are too excessive and last long enough also affects the quality of the soil. The productivity of agricultural land also decreased. Second, the dependence on technology is also getting higher while the labour force of productive age is less compared to those who are older who are involved in the agricultural sector. Third, the distribution and marketing of production products that are still coloured by Ijon practices make farmers who are generally cultivators lose more and more. The role of the government in protecting and supporting agricultural businesses is very vital and absolutely necessary. Of course, it must also be supported by the work ethic of farmers.

Fostered Creative economy

The creative economy is defined as an economic activity that intensifies information and creativity by relying on ideas and knowledge from human resources as the main production factors in its economic activities. (Ratnawati, 2018) The creative economy began to develop in Indonesia since the economic crisis in 1998. The crisis that occurred had an impact on the decline in the rupiah exchange rate and the high cost of producing imported contended goods and also an increase in layoffs. This then forces people to find their own survival mechanisms by utilizing the huge domestic market. One of them is the emergence of goods with unique content and has a high benefit value. (Kurniawati, 2012)

In its development, the creative economy has great potential to increase economic growth in Indonesia. The development and discovery of new information technologies contribute to shaping human orientation and creativity. The discovery of this field of technology and information brought a shift in the orientation of the human economy. From an agricultural society to an industrial society. This shift then creates work patterns, production patterns and distribution patterns that are cheaper and more efficient. (Sari et al., 2020) The development of the creative economy is increasing rapidly with the carrying capacity of the government through Indonesian design power during the reign of President Susilo Bambang Yudoyono. At this time, the launch of the blueprint for the development of Indonesia's creative economy 2025 was carried out. In this creative economy development design, the government established 16 subsectors of the creative industry which then became the handle and role model of local governments in building and developing this sector further.

The Gorontalo regency government itself, uses several activity programs to support the development of the creative economy sector in the community, including through; 1) fostering new young entrepreneurs, and developing entrepreneurs who have been running

businesses for a long time, 2) utilizing local resources that have not been optimized as a source of livelihood, 3) facilitating innovation and creativity which are the competitive advantages of the younger generation, 4) Creative Economy Development Intervention based on space, which is directed at the establishment of the Telaga District and its surroundings as a centre for creative economy development. Namely becoming the Central Business District (CBD) in Gorontalo Regency. From the results of the research that the author got, there were several obstacles experienced by both business actors and program implementers. First, the limitations of human resources who are skilled and willing to pursue the creative industry sector. This is because the quality of human resources in Gorontalo regency is still very low when compared to other regions.

Second, based on the results of the interviews, it was found that the fact of scarcity and expensive raw materials was also an obstacle for actors in this sector. For the craft industry sub-sector, for example, craftsmen choose to import raw materials of the same type as locally made. Due to the much larger price difference. This problem is also exacerbated by the fact of the invasion of goods from China entering the Indonesian domestic market. Third, funding support that has not been maximized due to certain administrative mechanisms and requirements that make banks not all willing to finance economic businesses. Therefore, better collaboration is needed between the government, entrepreneurs in the creative economy and other stakeholders such as universities to maximize the development of this sector even better.

In the field of Infrastructure

In order to support and encourage economic growth in Gorontalo regency. The government seeks to develop and develop connectivity between regions through several infrastructure provision and improvement programs. Based on data from the 2016-2021 RPJMD, several program priority targets are pursued through infrastructure development policies, including; First, the fulfilment of regional infrastructure such as roads, bridges, irrigation, and settlements and housing, sanitation and clean water, markets and trade centres. Second, to increase economic growth, accessibility between regions is also sought through the interconnectivity of each region both as centres of trade, agriculture, animal husbandry, and fisheries. Including the design of transportation connectivity and Madinatul Ilmi and government in one interrelated network. In addition, the third thing, and also the priority of the government, is to relocate the Regional General Hospital (RSUD) M.M Dunda to West Limboto District. In planning, this infrastructure development is carried out in stages in line with the optimization of the Regional People's Representative Council office which is also developed in West Limboto District.

Based on the results of research carried out from several planned activity programs, not all can be carried out properly. Road infrastructure that can support the flow of distribution of goods and services. Still inadequate, many roads are inadequate. This is as stated by several informants who were met in the community. The design of interconnectivity that connects with the concept of Madinatul Ilmi is far from planning.

Some roads were damaged and severely hampered the mobility of trafficking and people. Increasingly, it is close to the centre of government, namely in the districts of Limboto, and west Limboto. Irrigation improvements are still constrained. Based on the results of interviews conducted by researchers. Complaints about the construction and improvement of irrigation are still the main problem felt by the community. Mainly they are farmers, the majority of whom are in the village. The same complaint was also made by the people's representatives who often accepted the aspirations of the people. The problem of health services planned through the relocation of Dunda Regional Hospital has not been implemented until this study is carried out. Likewise, with the optimization of the DPRD office in the west Limboto district.

On the other hand, the construction of an access road that connects the Bilato Sea Port with sub-districts in Gorontalo Regency as well as the underground road to the Great Baiturrahman mosque has not been carried out properly. However, for other health infrastructure such as the construction of a Primary Hospital in Boliyohuto District, although there are obstacles in the initial process has been carried out and continues to undergo improvements in its implementation. It is worth appreciating, of course, this achievement. Furthermore, in the infrastructure program developed by the government. The construction of a cultural park centred in Limboto sub-district has received complaints from the community because it is considered not an urgent thing to do compared to other infrastructure such as roads and agricultural irrigation. A number of informants who were met raised the importance of conformity between program planning and integrity in the community.

In its planning, the entire infrastructure development carried out during the reign of this breath, has interconnectivity between each region. to support existing economic growth. Nevertheless, if you look further. More than one-third of the existing programs were not carried out properly. This implementation problem often occurs in the pattern of bureaucracy in Indonesia. Infrastructure development and economic development actually have a balanced mutual relationship with each other. Infrastructure development will lead to economic expansion through a multiplier effect. While economic expansion raises the need to expand existing infrastructure. This condition will eventually make the circulation of the economic system improve and develop further in the future.

Environment

In its development. Environmental issues cannot be separated from the pace of economic growth of a region. The growing population growth also adds to the complexity of this issue. High population growth will increase the need for land. This has resulted in a decrease in the fertile land that has been used for agriculture. In addition, the growth and development of an area triggers an increase in the need for energy, not to mention that the growth of the industrial sector that continues to develop in the region will bring logical consequences to the environment. Problems such as water pollution by industrial waste and

air pollution which also increase soil pollution which in the long term will have an impact on decreasing the carrying capacity of the environment.

For this reason, in responding to this environmental problem. The "Nafas Cita" government of Gorontalo district designed several strategic steps to anticipate various kinds of opportunities and challenges arising from the existing environmental potential. Through environmental management in government priority programs. Some of the strategies carried out include; 1) Shaping environmental resilience through efforts to encourage citizen participation in environmental rescue actions, as well as formulating and disseminating environmental ethical values, 2) Shaping climate resilience by providing space for rural communities to plant diverse crops so as to prevent crop failure due to climate change, 3) Maintenance of water resources, provision of dams, water reservoirs, and water harvesting. 4) Improving the quality of Environmental Quality Standards, reducing slums, reducing the area of flood inundation areas, followed by increasing community-based conservation efforts and the government.

It is well realized that all efforts in relation to the problems that occur cannot be resolved without the strong commitment of the government and also the participation of the community. For example, in an effort to save the environment, it is often faced with economic interests. The rise of new land clearing and illegal logging is still happening. Not to mention the problem of handling waste that is still happening. It's so easy to find a pile of garbage all day long. This waste problem is a mandatory government affair that should be handled properly. In addition to the flooding that also often occurs in Gorontalo regency. In this environmental management. The role of government is the most dominant element.

Government authority is the main key in ensuring the sustainability of the environment. So far, environmental management has only placed the use of the environment as an object of development. This attitude of neglect then aggravates the existing environmental conditions. It needs the commitment and seriousness of the government. Prioritizing economic interests under the pretext of development causes the functioning of the environment to decline. If this continues to happen, the acceleration of economic growth will increasingly lose its ability to grow. Because in fact Good economic growth must also take into account the possible impacts that arise on the environment in the future.

B. Problems implementation of decentralization policy through the Nafas Cita Flagship program in Gorontalo Regency.

The problem of implementing decentralization policies implemented in Indonesia tends to experience various kinds of obstacles. Mainly it concerns the acceleration of the program after it is implemented in the community. The policy implementation process is not just about implementing what has been set, such as the planned technical process. In fact, there are other things that come into play and sometimes cannot be taken into account. This is due to the very dynamic process of political interaction that has triggered the

emergence of various other determinant factors. Such as Social, Economic, and Organizational Behaviour constraints. All of them greatly affect how far the established policy can be implemented as expected, and until how far the implementation reaches the policy objectives.

In its implementation, policy implementation is not just a mechanism for how to translate policy objectives into routine procedures and techniques, but further than that, involves various factors ranging from resources, relationships between organizational units, even under certain conditions the relationship between organizational units to certain political groups that may not agree with the established wisdom.

For this reason, in analysing the problems of implementing decentralization policies through the Nafas Cita Flagship program in Gorontalo regency. Researchers seek to objectively identify various interesting problems as a scientific object. Of course, in the process of discovery it must be based on an adequate theoretical building. as the basis for the author's analysis in the field to guide the author in building argumentation.

According to Meter and Horn, there are six variables that influence the performance of policy implementation, namely: (1) Policy standards and objectives, (2) Resources,(3) Relationships between organizations, (4) Characteristics of implementing agents (5) Social, political and economic conditions and (6) Disposition of implementers.(Nugroho, 2016) *On the other hand, the view of George Edward III which confirms the main problem is the lack of attention to implementation. He said without effective implementation, policies made by policymakers would not work. Concrete efforts are needed to obtain maximum results. In this connection. Edward suggested paying attention to four main issues so that policy implementation becomes effective, namely 1) communication, 2) resources, 3) disposition or attitudes, and 4) bureaucratic structures.* (Wahab, 2012)

Meanwhile, according to Rondinelli and Cheema (in Nugroho, 2009), there are four factors that are seen as influencing the implementation of policies, namely: environmental conditions: Inter organizational relationship; available resources; and characteristic of implementing agencies. If it is related to existing policy implementation problems, the significance of the relationship of influence between one variable and another in influencing program implementation varies greatly in one situation with another.

Therefore, based on some of the above expert views, it can be concluded that there are many factors affecting the process of policy implementation. However, not all of the factors that have been put forward have become relevant in the research arena. By sticking to research procedures and relying on research data, 4 factors were found that became problems in implementing decentralization policies through the Nafas Cita Flagship Program, namely: (1) Communication, (2) Resources, (3) The character of the Implementer institution (4) Social, political, and economic conditions.

1. Communication

Communication factors are important that determine the process of implementing a policy. Successful policy implementation requires that the implementer know what to do. What is the goal and objective of the policy must be transmitted to the target group so that it will reduce the distortion of implementation? If the goals and objectives of a policy are not known at all, there is a possibility of resistance. The problem with these communication constraints in practice is almost all found in the policy implementation model.

This is because truly perfect communication is actually a difficult condition to realize. Although there are various ways that may be able to help in integrating the necessary information flows. This information cannot yet guarantee that the data, suggestions and commands produced are completely understood as what the party sending it wants. Some of these communication obstacles are still found and also affect the work rhythm of the implementers. As stated by one of the I.M speakers who is also a member of the Gorontalo regency legislature. According to him, communication problems still appear to be seen among fellow OPDs (Regional Apparatus Organizations) which make several programs in the community hampered.

"This is the main obstacle is undirected communication, for example in the discussion of the APBDP, between fellow OPDs still claiming each other, this matter should have been resolved first at the OPD level. there is a budget that has been approved for discussion by the DPRD in 2018, but then the service unit itself correspondence to the DPRD and the Prosecutor's Office where according to its study that this cannot be continued, even though the program is already running." (Interview June 3, 2019)

The same thing was also revealed by one of the speakers who was part of the Implementer Program, namely Mr. BBG. According to him, this communication is a problem that often becomes an obstacle because there are also OPDs that are indeed overlapping in the practice of implementing programs in the field. As long as the leadership is happy. So the reports and their realizations are often different. As revealed in the following interview.

"This is a lot of OPD that is ABS (As long as the Boss is Happy). We often counter back when there is awkward data in the OPD. Ohhh it is not as planned. What is communicated is sometimes capricious. The most difficult thing is if the change comes from the Regent. Suddenly, if from outside the area, there was another one he made. for example, there are other coconut meeting events. That's what it's called bureaucracy. There's the term bureaucracy half-demonic angelic. So dorang mo set it up leadership with dorang have want to be allowed. The young people are still idealistic, and are usually surprised by that communication pattern" (interview, June 9, 2019)

In this study, communication problems are an important obstacle that affects the sustainability of the program and all activities carried out. Although the spirit of this breath of mind program is often echoed by local governments, an overview of these communication

constraints is still found in this study. So that it is serious enough to be noticed by relevant stakeholders.

2. Resources

Resources are an important factor for policy implementation to be effective. Without resources, policies only stay on paper into documents. Although the content of the policy has been communicated clearly and consistently, if the implementer lacks the resources to implement, the implementation will not run effectively. These resources can be in the form of human resources to carry them out, namely the competence of the implementer, and financial resources. Edward III stated that the resource factor has an important role in policy implementation. According to Edward III in Widodo (2007) that these resources include: 1) Human resources, 2) Budget resources, 3) Equipment resources, 4) Authority resources.(Widodo, 2009)

The resources in this study are inputs used so that the program can be carried out properly, namely in the form of implementers, namely employees as human resources, supporting data and information, as well as facilities that include infrastructure and the important thing is funds or budgets. The results of the study found That most respondents assessed that resources were not sufficient, especially the budget in an effort to achieve program objectives. Likewise, with human resources, namely implementers. Some parts of this resource factor are still found to be lacking, this was stated by one of the speakers, Mr. C.K from BAPPEDA, Gorontalo regency.

"When viewed from the structure of the REGIONAL BUDGET of Gorontalo Regency, which is second only to the Province, but the number of employees in Gorontalo Regency is around 85%. So that the operational burden of the budget is quite large and in terms of human resources, the apparatus still has many weaknesses, especially in terms of quality." (interview 4 June 2019).

In implementing a resource policy plays an important role and determines the success of the policy, therefore in implementing the policy must be supported by adequate officials, qualifications (quality) of officials, adequate facilities and infrastructure as well as adequate operational fund support provided. This hr constraint problem is not a new thing in the bureaucratic environment, several efforts to increase capacity are also carried out. The results of an interview with one of the informants as an official in the field of Planning I.D. explained the following facts:

"Actually, what is a disease is that there is no willingness from ASN to participate in training, especially Technical Training. Especially as an ASN still adheres to the Open Career system. Besides, there are also Budget constraints which are still very limited in their allocation." Interview 4, June 2019)

The same thing was also stated by one of the informants in charge of the creative economy program. Based on the interviews that the researchers conducted, facts were found about hr ability problems which from the beginning were believed to hinder the

implementation of the program. There are still many apparatuses who do not understand the planning system made so that in its implementation some activities must be hampered. This was stated by Mr. F.S in the following interview results:

"In general, there are still many officials who do not understand the national development planning system. HR has not yet understood exactly about budget planning. This is what happens the program is there but the budget is not there. activities that should have been realized earlier in 2018 could not be carried out due to this misunderstanding. As a result, specifically in the field of creative economy, this can only be implemented in 2019'. (interview 7 august 2019)

Based on some of the findings stated above. It is clear that the main resource issues related to hr capabilities and budget support are the main obstacles in the implementation of the Nafas Cita program in Gorontalo. This forms a serious concern so that these obstacles can be minimized or even overcome so that they will not harm the public as the object of the policies that have been made by the government.

3. Characteristics and capabilities of the executing agent (*characteristic implementing agencies*)

In the process of implementing a policy. The characteristics of the implementing institution and the ability of the implementer as an implementing agent are important to understand. The focus of attention to the implementing agency includes formal organizations and informal organizations that will be involved in the implementation of policies. This is important because the performance of policy implementation will be greatly influenced by the right characteristics and matches the implementing agents. Why is that, because it relates to the context of the policy to be implemented.

In some policies, strict and disciplined policy implementers are required. In other contexts, a democratic and persuasive implementing agent is needed. It is important to know how a policy can be implemented properly. So that the obstacles that occur in the process of implementing programs and activities can be minimized. This obstacle was raised by one of the informants, Mr. I.M who is also a member of the Gorontalo district legislature in the following interview excerpt:

"Similarly to the Xxx Service, there is a program that has been budgeted for about 3 billion, but then correspondence to the Prosecutor's Office that the program cannot continue. The very fatal thing is that there is no coordination between OPD / SKPD which may be caused by incomprehension or lack of competent human resources in their fields. So that preliminary studies before the program is budgeted and discussed at the DPRD level, it is urgently needed so that the program in the form of later projects is not problematic in its implementation" (Interview, August 4, 2019).

Based on the informant's explanation, an overview of the problem of the ability of the implementing agent to translate each policy that has been made is obtained. If a

program that has been budgeted and is ready to be done but cannot be continued the procedure, of course, there is something wrong in the process. Standard operating procedures (SOPs) that are routinely designed for typical situations in the past may be mooring changes in policy because they do not fit into the new situation or program.

Therefore, SOPs are very likely to hinder the implementation of new policies that require new ways of working or new types of personnel to implement policies. Nevertheless, SOPs were developed as an internal response to the limited time and resources of the implementers and the desire for uniformity in the work of complex and widespread organizations. The greater the policy requires a change in the routine ways of an organization. However, the ability of this implementing agent can of course also be fragmented by itself. Intended fragmentation is the spread of responsibility towards a policy area among several organizational units.(Anggara, 2018)

This fragmentation comes from pressures outside the bureaucratic units, such as, executive officers, legislatures and other interest groups that affect the organization of the public bureaucracy. This was explained by Mr. BBG, one of the implementing agents who is a related official in the local government of Gorontalo Regency.

"The obstacles and obstacles are the problem of mutations/moves that are too long or even months, so that it does not make it convenient for officials and affects the Bureaucracy itself and cannot make decisions in their respective OPDs. (Interview, June 15, 2019)

This was also elaborated by the informant, Mr. CK, who explained the same problem. Although it does not expressly place this problem as an obstacle in the program implementation process. As stated by other sources:

"The problem of mutations that seem to be too long, this is also an obstacle and obstacle for an ASN to work in improving the performance of the Bureaucracy. Because now it looks more at the process than the output" (Interview, August 25, 2019)

It must be admitted, the fragmentation that arises as described above causes the involvement of many actors in decision making, thus affecting professionalism in the implementation of the programs that have been formulated. Related to this, it was also conveyed by Mr. I.M the following:

" . Indeed, this mutation that is often delayed sometimes for how many months is a matter of delay in persecuting programs. There will be mutations later, it's better to just wait for it to run out" (Interview June 9, 2019)

4. Social, political, and economic conditions.

A social, economic and political environment that is not conducive can be the cause of the failure of policy implementation performance. This can be observed from the extent to which interest groups provide support for policy implementation; in this case the

characteristics of the participants, namely supporting or rejecting; what is the nature of public opinion that exists in the environment; and whether the political elite supports the implementation of policies. The role of the elites and also the actors of this policy determines the environmental conditions of the policy.

According to Madani, the so-called policy actors are those who have always been and must be involved in every public policy analysis process, both functioning as drafters and pressure groups who are always active and proactive in carrying out interactions and interrelations in the context of public policy analysis.(Munawir et al., 2019)

Meanwhile, in its broader context, Anderson stated that policy actors include internal bureaucratic actors and external actors, consisting of individual and group actors who participate in every conversation and debate about public policy. So, it can be said that public policy actors are always related to the actors and determinants of a policy who interact and interrelate in the stages of the public policy process.(Winarno, 2012) According to Winarno's view (2002) in Madani (2011:41) the groups involved in the public policy process are formal groups and non-formal groups such as government administrative bodies which include the executive, legislative and judicial.

Meanwhile, non-formal groups may consist of interest groups such as workers and corporate groups, political party groups, and individual citizens. If reviewed further, it can be concluded that policy actors who are often involved in the negotiation process and internal policy making of the bureaucracy can be in the form of:

1. People who have a certain power. This group of people is called a formal group and consists of the legislative, executive, and judicial institutions.
2. People who are classified as unofficial participants or actors or who are referred to as interest groups, namely people who are often involved outside the group either directly support or reject the results of existing policies.

All of these types of actors greatly affect the sustainability and conditioning efforts of a policy environment.

In this study, it was found that, although most of the implementers supported the implementation of the program, it was seen that the actors and political elites in the legislature did not support the program that was carried out because it was judged to be a condition with the individual interests of the Regent. And also influenced by the existence of sectoral attitudes and egoism in related agencies or OPDs. As can be seen from the results of the interview with Mr. I.M.P below:

"The very fatal thing is that there is no coordination between OPD/SKPD which may be caused by incomprehension or lack of competent human resources in their fields. So that preliminary studies before the program is budgeted and discussed at the DPRD level, it is very necessary so that the program in the form of later projects is not problematic in its implementation". (Interview July 8, 2019)

The same thing was also explained by one of the speakers, namely Mr. S.H as the chairman of the Gorontalo regency DPRD. According to him, various programs are made by

the current government. Impressed without careful planning and very sporadic. It is feared that this will affect the sustainability of the program in the community as described in the following interview piece:

"There are a lot of factors that we have to look at, not just providing the cost of education, even health issues, housing and others, this has to be cross-cutting and this has to be focused as well. What is being done now is only sporadic, for example, children need nutrition, what is done is only providing nutrition". (Interview July 9, 2019)

In his explanation, all activities carried out are still in the early stages so that intense improvement and development efforts are needed. As further explained in the following interview:

"Most of it is still at the level of laying the foundation of the program itself, and it takes continuity of the program. The weakness is that there is no continuity of the program itself, so I can say that it is still sporadic, and it still needs intense development, and in terms of infrastructure, indeed the DPRD 2 years ago encouraged the priority of improving infrastructure in order to facilitate access to community production". (Interview July 9, 2019)

Besides the weak planning and implementation of the program also found in this study, is a factor in the communication relationship built between the government elite and the political elite in the legislature. This communication gap then gave rise to a lot of speculation that developed in the community. Mainly regarding support for the implementation of policies that triggered a disruption of balance in the implementation of the Nafas Cita program as a responsibility and political promises The couple Nelson Pomalingo and Fadli Hasan when elected regent and deputy regent.

CONCLUSION

In its implementation, policy implementation is not just a mechanism for how to translate policy objectives into routine procedures and techniques, but further than that, involves various factors that affect the failure and success of program implementation in the community. These factors include the following:

1. Communication,

Communication problems are still visible among fellow OPDs (Regional Apparatus Organizations) which make some programs in the community hampered, communication problems are very clearly visible when some programs that should have been planned were carried out at the beginning of 2018 first but suddenly the journey was postponed or even stopped.

2. Resources.

The results of the study found That most respondents assessed that resources were not sufficient, especially the budget in an effort to achieve program objectives. Likewise, with human resources, namely implementers. the interviews that the researchers conducted

found facts about hr ability problems which from the beginning were believed to hinder the implementation of the program. There are still many apparatuses who do not understand the planning system made so that in its implementation some activities must be hampered

3. Characteristics and capabilities of the executing agent

the performance of policy implementation will be greatly influenced by the right characteristics and matches the implementing agents. However, the ability of this implementing agent can of course also be fragmented by itself. Intended fragmentation is the spread of responsibility towards a policy area among several organizational units, this fragmentation comes from pressures outside the bureaucratic units, such as, executive officers, legislatures and other interest groups that affect the organization of the public bureaucracy. So, the more actors and bodies involved in a particular policy and the more interrelated their decisions are, the less likely the successful implementation will be.(Purwanto & Sulistyastuti, 2012)

In this study, facts were found about fragmentation that occurs as a result of pressures from within and also from outside the bureaucracy. One example is the fact about the problem of mutations that seem too long, and even the "echoes" have been conveyed long ago and even months. This is an obstacle and obstacle for an ASN to work and improve the performance of the Bureaucracy in accordance with the targets set.

4. Social, political, and economic conditions.

A social, economic and political environment that is not conducive can be the cause of failure of policy implementation performance. This can be observed from the extent to which interest groups provide support for policy implementation. The results showed that in the study, although the implementer in this case supports the implementation of the program, it can be seen that actors and political elites in the legislature tend not to support the program carried out because it is considered a condition with the individual interests of the Regent. And also influenced by the existence of sectoral attitudes and egoism in related agencies or OPDs. Therefore, serious efforts are needed from local governments so that the legitimacy of the implementation of this program policy continues and is fully supported by the public as users of every policy breakthrough made by the government.

SUGGESTION

Based on some of the descriptions of the conclusions above, the researcher formulated several things that were considered necessary as input for the government and also for related parties as material for evaluating the implementation of government policies in implementing their programs and activities. Which among others are the following:

1. The local government of Gorontalo district, especially the program implementers, needs to design a clear work plan or procedure, not just limited to procedural coordination. But it is also well spelled out. What is the desire of the Regent must be based on the

vision and mission contained in the RPJMD to be conveyed? The impression of bureaucracy that is only as long as the boss is happy (ABS) should be abandoned. This often interferes with the performance of employees as implementers. Changes that occur without reference to the program plan that has been made can cause turbulence in the acceleration of the running program. Consistency of information is important. It may be that the interpretation made by each implementer as a communicant will be different from the intention of the superior as a communicator. Therefore, it is necessary to pay attention to good organizational communication patterns so that these semantic and technical communication barriers can be minimized.

2. In terms of resources, broadly speaking, the problem of economic resources and human resources is the main obstacle. for this reason, the government needs to design and improve economic development that correlates with existing resource allocation problems. Mainly labour or human resources. As a determinant of production factors. This is very important, the development of the quality of human resources must be continuously improved. Especially for program implementers. It is necessary to conduct training with a specially designed system in order to meet the needs and expectations of the program.
3. Bureaucratic characteristics largely determine the ability of implementers as program implementing agents. The fact of bureaucratic fragmentation that occurs inside and outside the bureaucracy also affects the performance of program implementation. For this reason, the Regent as a Political Supervisor in his territory must be neutral. So did the superiors and leaders of the relevant OPD. There must be no Unfair treatment for every employee. There should be no interpretation of the law that attaches importance to the interests of individuals or groups. Favouritism in interpreting the rules should not be exercised. Officials or employees must follow the applicable rules; this is the determining factor so that employees as bureaucratic machines can work properly.

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