

Implementation Of Functional Position Policy Of Civil Service Police In Jakarta Special Capital Region Province

Eko Wulandaru^{1*}, Muh Ilham², Dahyar Daraba³, Muhadam Labolo⁴

^{1,2,3,4} Institut Pemerintahan Dalam Negeri Jakarta, Indonesia

ekowulandaru2020@gmail.com¹, m.ilham@ipdn.ac.id², dahyardaraba@gmail.com³,
muhadamlabolo@gmail.com⁴

*Corresponding Email: ekowulandaru2020@gmail.com

Abstract

Enforcing local regulations and maintaining public order requires a professional and competent Satpol PP. However, the implementation of the functional position of the Civil Service Police is still low. Of the 30,104 civil servants in the national Satpol PP, only 5,642 hold functional positions. In DKI Jakarta, of the 2,811 members, only 538 hold functional positions. This study examines the low interest in functional positions in the Jakarta Municipal Police. The objectives of this study are to describe the policy on functional positions in the Jakarta Municipal Police; analyse the factors that hinder and support the implementation of this policy; and identify the implementation model for functional positions in the Jakarta Municipal Police. The research method used is a qualitative approach with a descriptive method that systematically describes the facts, characteristics of objects and subjects from empirical observations that are carried out concretely and measurably, taking into account the variations in the implementation of the functional position policy for Pol PP in DKI Jakarta Province. The research findings indicate that this policy has significant potential to enhance the professionalism of Pol PP, as evidenced by the establishment of clear competency standards and career progression, as well as improved welfare through salary adjustments. For the Jakarta Provincial Government, this policy is part of efforts to improve public services in the areas of public order and community protection through the enforcement of local regulations and ordinances. However, its implementation requires synergy with other government agencies such as the Civil Service Agency (BKD), the Human Resources Development Agency (BPSDM), and the Regional Development Planning Agency (BAPPEDA) due to the need for adequate human resources, budget, and infrastructure. Supporting and constraining factors significantly influence the speed of allocating positions for prospective functional-level Pol PP officials.

Keywords: policy implementation, functional positions, pamong praja police, Satpol PP.

1. INTRODUCTION

Minimum Service Standards are rules on the type and quality of basic services which are mandatory government affairs that every citizen is entitled to receive at a minimum. Meanwhile, basic services are public services to fulfil the basic needs of citizens affected by the enforcement of local regulations and Perkada. Law of the Republic of Indonesia Number 23 Year 2014, in Article 65 paragraph (1) letter b states that "The Regional Head has the task of maintaining public peace and order". Therefore, to fulfil the provisions referred to in the provinces and regencies/cities, a regional apparatus of the Pamong Praja Police Unit was established. This is in accordance with the mandate of Article 255 paragraph (1) that: "a Satuan Polisi Pamong Praja (Satpol PP) is formed to enforce regional regulations and percdas, organize public order and tranquillity, and organize community protection". Thus, it can be said that the only RGO (Regional Government Organization) whose institutional establishment is mentioned in the Law of the Republic of Indonesia Number 23 Year 2014 is the Satuan Polisi Pamong Praja (Satpol PP). Thus, the Pamong Praja Police Unit has a very strategic role in the region, namely maintaining public order and tranquillity and enforcing regional regulations and policies of the Regional Head as the implementation of regional regulations. Although functional positions are not explicitly listed in the organizational structure of the government bureaucracy, from the point of view of their function, these positions must still exist to enable the organization to carry out its main tasks. The appointment of functional positions aims as a means of developing professionalism and fostering the careers of civil servants. In addition, to achieve development goals, it is necessary to appoint functional officials who need to be fostered properly by using a career system and a work achievement system in order to create a government organization that is "poor in structure, but rich in functions".

With this policy, *Satpol PP* ranks are encouraged to master 14 Skill competencies and 18 Expertise competencies, and be ready to run *trantibumlinmas* services properly. The Ministry of Home Affairs through the Directorate General of Territorial Administration as the general supervisor and the local government as the technical operational supervisor of *Satpol PP* are determined to continue to form a professional, competent and high integrity Civil Service Police.



Figure 1. Recapitulation of *Satpol PP* Data throughout Indonesia (August 2, 2023)

Based on data from August 2023, the existence of *Satpol PP* nationally was recorded at 122,131 personnel, consisting of 30,104 civil servants and 92,027 non-civil servants. Then among them there are personnel who have held Structural Positions of Pamong Praja Police as many as 7,398 people, who serve as Functional Officials as many as 5,642 people and Civil Servant Investigators as many as 1,557 people. From the above data, it can be concluded that since the issuance of the regulation on the functional position of Civil Service Police in 2014 until now, out of 30,104 Civil Service Police members, only 5,642 people have become functional officials. There are 1,557 civil servant investigators. Those who become structural officials are 7,398 people. A total of 14,597 people. There are still around 15,417 people who have not become functional officials of the Civil Service Police. This research aims to identify the main obstacles and supporting factors in the implementation of the functional position policy of the Civil Service Police in DKI Jakarta Province as well as the policy implementation model. In this opportunity, Grand Theory of Government, Middle Line Theory of Bureaucratic Government according to Weber, and Applied Theory of Policy Implementation according to Merilee S. Grindle are used. This research will analyse internal factors (for example, organizational structure, organizational culture, employee competence) and external factors (for example, political support, budget availability) that affect the success of policy implementation. The results of the research are expected to provide more effective policy recommendations to improve the quality of public services provided by Pol PP through Jafung Pol PP.

2. METHOD

The data collection technique used the observer triangulation analysis method. This technique obtained data from three different angles such as observation, in-depth interviews and documentation. The data obtained was then analysed using the public policy effectiveness model from Richard Steers. The results of the public policy effectiveness analysis can then be processed directly or verified again. This research used a phenomenological approach that tries to explain views, ideas or thoughts on the basis of experiential phenomena experienced and realized by several individuals. Research with a phenomenological approach, its implementation was carried out as it is and truly in a natural state. Observations were carried out in DKI Jakarta Province, DKI Jakarta *Satpol PP* Office and the environment where DKI Jakarta *Satpol PP* works such as in markets, government buildings, and field duty places for *Satpol PP* members. The research time is May 2024 - May 2025.

3. RESULT AND DISCUSSION

3.1 Implementation of Functional Position Policy of Civil Service Police in DKI Jakarta Province

Policy implementation is in principle an effort made to improve the situation that occurs. If post-implementation changes in the policy cannot be felt by the community/group, then the benefits of the policy do not yet exist. Likewise, the implementation of policies related to the Functional Position of Civil Service Police in DKI Jakarta Province is a dynamic condition of managing the functional position of Civil Service Police which is carried out for a specific purpose. In the service environment and public positions, the implementation of functional position policies generally involves various stages, from appointment to coaching and career development. In jargon, policies in the government sector in particular aim to improve the professionalism and quality of public services, as well as to realize a competent and optimally performing State Civil Apparatus. One big thing that is not much mentioned and questioned in policy implementation efforts is the relationship or relationship between subjects and objects, or the relationship between the Government as the Policy Maker and the Community as the Policy Exposed Party. In policy implementation, the position between the government (as the subject) and the community (as the object) is interrelated and influential. The case examples presented in Chapter II tend to strengthen the hypothetical statement that the government as a policy maker and implementer has the main role in formulating and implementing policies, while the community is the target and beneficiary of these policies. This position illustrates that the government has the responsibility to provide effective public services, while the community has the right to be involved in the decision-making process and benefit from the policies implemented. In the context of the task of public peace and order, which is the main task of *Satpol PP*, this can actually be critically elaborated, especially in relation to the existence of the Government (personified through the Civil Service Police) and the Community (personified through MSME actors in street vendors).

a. Government:

- 1) Formulate and enact public policies aimed at solving problems in society.
- 2) Has the responsibility to implement the policy, either directly or through government agencies.
- 3) Ensure policies are implemented effectively and efficiently, and in accordance with established objectives.
- 4) Has the authority to make rules and regulations related to the implemented policies.

b. Society:

- 1) Are the targets and beneficiaries of public policies made and implemented by the government?
- 2) Have the right to be involved in decision-making processes regarding policies that affect their lives.
- 3) Have the right to be informed about the policies in place and how they are being implemented.
- 4) Have the right to criticize policies that are deemed ineffective or unfair.

In the free discussion with the *Satpol PP*, it is implied that the key word in the implementation of the task is collaboration or working together. When a *Satpol PP* carries out its duties to maintain public peace and order, effectively, there is a kind of symbiosis between the leader/officer and his/her followers. However, more than that, when the leader listens, responds, inspires, and delegates tasks well, there is a kind of synergy that occurs. Leaders and followers or can be understood as Officers/Government and MSMEs/Community must give each other their best; they can lift each other up both in terms of spirit and in terms of the work they do. This kind of leadership can uplift our behaviour, in terms of our moral and spiritual development as well. It becomes leadership of the highest order. In the context of this research, the importance of interrelated relationships in successful policy implementation is implied. In layman's terms, the message can be easily captured that successful policy implementation requires good cooperation between the government and the community. The community must support policy implementation so that it can run smoothly, while the government must be responsive to the aspirations and needs of the community in the implementation process. This is signalled by many as one of the important factors that influence implementation. There are several factors that are said to influence the success of a policy implementation, including:

- 1) Community involvement; the greater the community involvement in the implementation process, the higher the success rate.

- 2) Quality of human resources; competent and highly motivated government employees will be able to implement policies more effectively.
- 3) Availability of resources; adequate budget, infrastructure, and technology will also facilitate policy implementation.
- 4) Communication and coordination; effective communication between the government and the community, as well as good coordination between the various parties involved in policy implementation, will increase its effectiveness.

3.2 Policy Implementation Analysis of Functional Position of Civil Service Police of DKI Jakarta Province

Merilee S. Grindle explains that the success factor of policy implementation is determined by the Content of Policy and the Context of Implementation. Content of policy includes: interests affected; type of benefits; extent of change envisioned; site of decision making; program implementor; resources committed. Context of implementation includes: power, interests, and strategies of actors involved; institution and regime characteristics; compliance and responsiveness.

3.2.1 Policy Content Analysis

The implementation of a policy when implementing it, certainly has various interests. Interest in a policy implementation as an indicator has an argument that a policy in its implementation must involve many interests, and the extent to which these interests have an influence on its implementation. Thus, public policy includes a statement of goals, objectives, and means, elaborated into action programs aimed at achieving the objectives stated in a policy. It is clear that different programs can be developed in response to the same policy and objectives. The action program itself can be differentiated into more specific projects. Action programs and individual projects aim for changes in the policy environment, changes that can be considered as a result of the program.

3.2.2 Analysis of the Interests Affected Policy

The policy content variable, first of all, is related to the interests affected, both those that support and those that hinder a policy implementation, or includes the extent to which the interests of the target group are contained in the policy content. This indicator argues that a policy in its implementation must involve many interests, and the extent to which these interests have an influence on its implementation is what we want to know more about. To what extent are the interests of Pamong Praja Police resources as the target group contained and accommodated in the content of the Pamong Praja Police functional position policy? The interests that influence the policy content (interest affected) are related to the various interests that influence the implementation of the Pamong Praja Police functional position policy.

Interests affected literally means "interests that influence policy". In the context of the Pamong Praja Police functional position, this step means identifying who and what whose interests are affected (either positively or negatively) by the actions, decisions, and existence of the Pamong Praja Police itself.

In the context of *Satpol PP* functional position policy, the interests of *Satpol PP* members as policy implementers have actually been accommodated in Government Regulation of the Republic of Indonesia Number 16 of 2018 on Civil Service Police Unit and Minister of State Apparatus Empowerment and Bureaucratic Reform Regulation of the Republic of Indonesia Number 4 of 2014 on Functional Position of Civil Service Police and its Credit Score. These regulations explicitly regulate the duties, functions, and authorities of *Satpol PP* in enforcing local regulations and Perkada, as well as in maintaining public order and peace. Meanwhile, the career interests of members of the Civil Service Police to be more professional, competent, and have high integrity are pursued through the functional position of the Civil Service Police. Based on interviews and observations conducted by researchers in the field, it was found that the interests affected by the functional position policy of the Civil Service Police are related to various changes that will occur and are feared to be "detrimental to employees" if the implementation of the policy of the Minister of Administrative Reform and Bureaucratic Reform of the Republic of Indonesia Regulation Number 4 of 2014 is implemented. Most employees feel or (at least) suspect that this implementation will cause changes in the internal conditions of the *Satpol PP* institution (especially the personal interests of its people), local government and society.

3.2.3 Analysis of Type of Benefits to be Generated

Type of Benefits in the Policy Content dimension seeks to show or explain that in a policy there must be several types of benefits that show the positive impact generated by the implementation of the policy to be implemented. In this case, a policy that provides factual benefits (not just formal, ritual, or symbolic) to many actors is easier to implement than a policy that is less useful. What are the types of benefits received by the Civil Service Police related to efforts to increase their capacity and professionalism? This is related to the need for *Satpol PP* members to be professional, competent, and have high integrity. The content of the policy must be able to show that in the Pamong Praja Police functional position policy there are several types of benefits that show a positive impact.

3.2.4 Extent of Change Envisioned Analysis

To what extent have (measurable) changes occurred with the implementation of the Pamong Praja Police functional position policy? As mentioned, the main task of the Pamong Praja Police is to enforce local regulations and *Perkada*, as well as to organize public order, community peace and community protection. By making functional positions, it is expected that the professionalism of *Satpol PP* members is in accordance with what is described in the Circular Letter of the Minister of Home Affairs of the Republic of Indonesia Number 800/120/SJ dated January 15, 2016 concerning Competency Standards for Functional Position of Civil Service Police.

3.2.5 Analysis of the Position of the Policymaker (Site of Decision Making)

Is the decision-making position of the Pamong Praja Police functional position policy, correct? As explained earlier, the Pamong Praja Police functional position policy is regulated by the Regulation of the Minister of Administrative Reform and Bureaucratic Reform of the Republic of Indonesia Number 4 of 2014 concerning Functional Position of Pamong Praja Police and its Credit Score, which is followed up by the Joint Regulation of the Minister of Home Affairs of the Republic of Indonesia and the Head of the Civil Service Agency of the Republic of Indonesia Number 34 of 2015 and Number 9 of 2015 concerning Provisions on the Implementation of the Regulation of the Minister of Administrative Reform and Bureaucratic Reform of the Republic of Indonesia Number 4 of 2014 concerning Functional Position of Pamong Praja Police and its Credit Score. The Site of Decision Making in a policy plays an important role in the implementation or implementation of a policy, so this section explains where the decision-making of a policy to be implemented is located. A decision is a choice made on two or more alternatives. Therefore, decision making in a policy plays an important role in the implementation or implementation of a policy.

3.2.6 Analysis of Who Implement the Policy (Program Implementor)

Has the Pamong Praja Police functional position development policy mentioned its implementors in detail? In implementing a policy, it must be supported by competent and capable policy implementers for success. In the Government Regulation of the Republic of Indonesia Number 16 of 2018, it is only mentioned that the Governor, Regent and Mayor provide technical guidance for *Satpol PP* operations, while the Minister of Home Affairs provides general guidance for *Satpol PP*. Policy implementation must be supported by competent and capable policy implementers for the success of policy objectives. Program Implementation must be supported by competent and capable Program Implementors for the success of a policy. And this must be well informed, understood, and recorded whether a policy has mentioned its implementors in detail.

3.2.7 Resource Committed Analysis

Is the Pamong Praja Police functional position development policy supported by resources committed? Policy implementation must be supported by supporting resources so that implementation runs well. Government Regulation of the Republic of Indonesia Number 16 of 2018 states that the general development of *Satpol PP* in the regions is carried out through four things, namely: institutional capacity building, human resources, budget, and facilities and infrastructure. Resources committed (supporting resources) in this case means that the implementation of a policy must also have supporting resources so that the implementation of the policy runs well. Policy implementation must be supported by various resources needed to support the execution process of each activity.

3.3 Implementation Context Analysis

Context of Implementation analysis is the next important part in the study of policy implementation. The implementation context as a factor influencing implementation activities according to Grindle characterizes the interaction between policy makers, policy implementers, and policy users in an interactive model influenced by policy environment variables.

The success of a program can easily be influenced by the priorities of political officials or the outcomes of other programs. These factors imply that programs that are identical in content can still be implemented, but differently if the context in which they are achieved differs substantially. As Grindle suggests that in this context, power, interests, and strategies of actors involved; institution and regime characteristics; and compliance and responsiveness are relevant to reveal the implementation of the functional position policy of the Civil Service Police in local governments in order to carry out the main tasks and functions of enforcing local regulations.

Grindle explains, "the content of public programs and policies is an important factor in determining the outcome of implementation initiatives. Policy or program content is often a crucial factor because of the real or potential impact it can have on certain social, political and economic conditions". The content of programs and public policies is an important factor in determining the results of implementation efforts, so it is necessary to consider the context or environment in which administrative action is carried out, because implementation is an ongoing process in decision making involving various actors.

3.3.1 Analysis of Power, Interests, and Strategies of Actors Involved

What are the conditions of power, interests and strategies of the actors involved both in operational technical guidance and in general guidance of *Satpol PP*? In a policy, it is necessary to consider the strength or power, interests and strategies used by the actors involved (Governor, Regent/Mayor and Minister of Home Affairs) in order to facilitate the implementation of a policy implementation. Actor analysis, which examines the power, interests and strategies of actors involved in a particular problem or context is a valuable tool for understanding complex situations and developing effective solutions. This analysis helps identify (who are) the key actors, (what are) their motivations, and (what is) their potential influence.

3.3.2 Analysis of Institution and Regime Characteristics

What are the characteristics of the institution and the regime in power? A description of the environment of the ministry/institution, particularly the Directorate of Civil Service Police and Community Protection, where the Pamong Praja Police functional position policy is implemented, also influences its success, this section describes the characteristics of an institution that will influence the policy. Institution and Regime Characteristics analysis is an important part of the policy implementation context, which focuses on the characteristics of the institutions involved and the characteristics of the rulers or government that can affect the success or failure of implementation. Institution and Regime Characteristics refer to the characteristics of the institutions and political system that are in power in a country or region. This includes the structure, functions and rules that govern how the institutions operate and how the political system interacts with society. These characteristics influence how public policies are implemented and how the public responds to them. Institutions are rules, organizations, and social norms that govern human behaviour and interaction. Examples include the legal system, the legislature, the executive, and various other organizations. Characteristics of institutions include the power they have, how they operate, and how they interact with society. Regimes, on the other hand, are forms of government or political systems that govern how political power is exercised. It includes political structures, electoral methods, and the relationship between the government and society. Regime characteristics include how the government comes to power, mobilizes support, and suppresses dissent.

The characteristics of institutions and regimes can affect how public policies are implemented and how the public responds to them. For example, in the policy of organizing public peace and order. If a regime is authoritarian, it may be more difficult to implement policies that involve public participation, especially MSMEs who happen to be street vendors that do not fit the interests of the regime. Conversely, if an institution has a strong, independent and non-authoritarian structure, they may be more effective in implementing policies and ensuring public compliance. In short, understanding the characteristics of institutions and regimes is critical to understanding how public policies are implemented and how they affect society. This analysis involves identifying and evaluating the institutions involved, such as the

Jakarta Provincial *Satpol PP*, the Jakarta Provincial Civil Service Agency, the Jakarta Provincial Human Resources Development Agency, the Jakarta Provincial Secretariat (*Sekda*), the Jakarta DPRD, the Organization and Governance Bureau, the Inspectorate, and the Governor and Deputy Governor of DKI Jakarta.

3.3.3 Compliance and Responsiveness Analysis

What is the level of compliance and response from RGO *Satpol PP* as the institution that handles the Civil Service Police? This point describes the extent of compliance and response/support from the implementers (Governor, Regents and Mayors, and DPRD) in responding to the functional position policy of Civil Service Police.

Compliance and Responsiveness Analysis is an analysis that evaluates the extent to which an organization or individual meets legal obligations and social norms, and how quickly and effectively they respond to requests, complaints, or environmental changes. In a business context, this means evaluating whether employees and companies are responsive to customers and market needs. Compliance Analysis includes Compliance Evaluation, Nonconformance Identification, and Risk Control. Compliance evaluation here evaluates the extent to which an organization or individual meets legal requirements, regulations, internal policies, and industry standards. Non-conformance identification is to ensure that there are no gaps or discrepancies between current practices and applicable standards, which may lead to legal risks or sanctions. While risk control is intended to identify and mitigate compliance risks through monitoring, auditing, and corrective actions.

The Responsiveness Analysis includes Response to Requests, Fast and Proper Service, Ability to Listen and Solve Problems, and Adaptation to Change. Response to requests is assessing the company's or individual's ability to respond quickly and effectively to customer requests, questions, or complaints. Prompt and appropriate service is evaluating the quality of service provided, including the speed, accuracy, and clarity of information. Listening and problem-solving ability is assessing an employee's ability to listen to customer complaints, understand the problem, and provide a satisfactory solution.

3.3.4 Supporting and Hindering Factors in the Implementation of Functional Position Policy of Civil Service Police in DKI Jakarta Province

Grindle and Quade explained that to measure the performance of the implementation of a public policy must pay attention to policy, organizational, and environmental variables. This attention needs to be directed because through the selection of the right policy, the community can participate in optimal contributions to achieve the desired goals. Furthermore, when the selected policy is found, an implementing organization is needed, because in the organization there is authority and various resources that support the implementation of policies for public services. Meanwhile, the policy environment depends on its positive or negative nature. If the environment has a positive view of a policy, it will generate positive support so that the environment will affect the success of policy implementation. Conversely, if the environment has a negative view, there will be a clash of attitudes, so that the implementation process is threatened with failure.

More than these three aspects, policy target group compliance is a direct result of policy implementation that determines its effect on society. Based on Grindle's theory, the success of policy implementation is determined by the Content of Policy and Context of Implementation. Content of Policy includes interests affected; type of benefits; extent of change envisioned; site of decision making; program implementor; resources committed. Context of implementation includes power, interests, and strategies of actors involved; institution and regime characteristics; compliance and responsiveness.

4. CONCLUSION

The implementation of the Pamong Praja Police functional position policy in DKI Jakarta illustrates that this policy has significant potential to improve the professionalism of Pamong Praja Police members, which can be seen from the existence of competency standards and clear career paths as well as increased welfare for Pamong Praja Police functional officials through income improvement allowances. For the DKI Jakarta Government, this policy is closely related to the local government's efforts to improve the quality of public services in the field of organizing public peace and order and community protection, through the enforcement of local regulations and *perkada*. As for the community, this policy has an

impact on improving the quality of public services where the realization of the situation of peace and public order and community protection. The community will feel the direct impact of the improved performance of Pamong Praja Police members in carrying out their duties.

The potential increase in the number of functional Civil Service Police officers in *Satpol PP* DKI Jakarta is a great opportunity to improve the effectiveness of law-and-order enforcement. However, the success of this is highly dependent on the ability to overcome the existing barriers. With these measures, it is hoped that *Satpol PP* DKI Jakarta can utilize the full potential of the functional position policy.

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