

Implementation of Drinking Water Supply Programs And Sanitation Community Based (PAMSIMAS) (at Blora District, Blora Regency, Central Java)

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ABSTRACT

This research was initiated from the Psammomas program targets have not yet been achieved. The causes were limited water sources and raw water supply, sanitation and hygiene behavior, public awareness of the importance of healthy living behavior was low. This study was to describe and analyze the implementation of the Psammomas program and the supporting/inhibiting factors of the Program. This study used a qualitative approach by selecting key informants based on a purposive sample technique. The results showed that the implementation of the Pamsimas Program in Blora Sub-district was not optimal in terms of the variables as a prerequisite for program implementation. These prerequisites tend to be rigid, making it difficult for program implementers in the field to make decisions that are not included in the standard operational procedures (SOP). On the other hand, the individual and community behavior and participatory to the program in supporting the provision of clean water tube positive. Besides that, the factors of limited water sources and raw water supply, unsafe sanitation and drinking water remained unsolved. Recommendations of the conclusions of the study are the delegation of authority related to the bureaucratic structure, especially the standard operating procedures (SOP) and the absence / scarcity of raw water sources for clean waterhead needs attention to program managers in the field.

Keywords: Pamsimas, Participation, Authority, Sanitation.

RATIONALE

Social welfare development is part of social development that pays attention to the balance of human life to keep with social conditions improvement. Social community development is an integral part of national development aimed at increasing awareness, willingness and ability of the community to realize a better degree of prosperity, especially to improve rural and suburban residents' access to drinking water and sanitation facilities. Preliminary survey of the conditions showed that the coverage of the population in terms of access to drinking water, sanitation, and healthy living were not yet optimal. This gap phenomenon occurs due to several factors including limited water sources and raw water supply, poor sanitation and hygiene behavior and unhealthy drinking water, public awareness of healthy living behaviors was low and lack of hygiene behavior in the community. These problems are necessary to overcome by increasing awareness of the

importance of drinking water and healthy sanitation and healthy living behaviors, by implementing the Drinking Water Supply Program (PAMSIMAS) Community - Based.

Research Issues

The formulation of the problem in this study is:

1. How is the implementation of the Pamsimas Program in Blora District?
2. Supporting / inhibiting factors in the implementation of the Pamsimas Program in Blora District?

Research Objectives

1. Describe and analyze the Implementation of the Pamsimas Program in Blora District
2. Describe and analyze supporting / inhibiting factors for the implementation of the Pamsimas Program in Blora District.

Research Benefits

From the theoretical aspects, the results of this study are expected to be used as additional reference material for further research and contribution of ideas for other researchers in conducting research related to Pamsimas. While from the practical aspect the results of this research are expected to be able to contribute ideas to the parties concerned in the context of organizing the Pamsimas program for the community.

THEORETICAL FRAMEWORK

Public Policy Theory

According to Riant Nugroho (2008) Public Policy was a decision made by the government, as a strategy to realize the objectives of the country concerned, namely a strategy to take the community into a transition period towards the desired society. Thomas R. Dye in Budi Winarno's Book (2012) public policy was chosen by the government to do or not do (public policy was whatever the government chooses to do or not to do). The meaning of public policy was made by a government agency regarding choices that must be made or not made by a government agency.

The scope of public policy (Miftah Toha, 2008) included: the existence of community participation, the existence of a policy framework (policy framework), the existence of policy strategies (policy strategies); The existence of clarity about the interests of the public (public-interest), the further development of the ability of public policy, the contents of the policy and its evaluation.

Development Policy

Government policies in the form of development programs greatly determined the progress of a country or nation, meaning that with a development program it was able to create the ability of the state in the field of development within the framework of improving the welfare of society. However, based on the above mindset, it was questioned that activities related to development policies provided the maximum benefit in people's lives. The answer to this question could be clarified, namely:

1. Planning was a process of activities in order to produce a plan that would be used as a guide in carrying out development activities.

2. Development policy was an action echoed by rational thinking, the activity carried out systematically that could provide usage and benefits to support the fulfillment of human needs regulated in a development policy.

Policy Implementation

Lester and Stewart (Winarno, 2012) stated that the implementation of policy was seen in a broad sense and the stage of the policy process was run after the process of enacting the law. This meant that the implementation of the law involved various actors, organizations, procedures and techniques working together to carry out policies in an effort to achieve the goals of the policy or development program.

Implementation referred to a number of activities that follow the statement of intent on the program's objectives and desired outcomes by government officials. Implementation includes actions by various actors, especially bureaucrats who are intended to implement the program. In other words, the implementation of policies is one of the stages of the process of public policy undertaken by the government to see the extent to which government programs are carried out, whether it is in line with the original aims and objectives of whether there are still various problems or obstacles in the application or achievement of policies or programs conducted by the government. The implementation is an activity to see the extent to which the policy is implemented whether it is in accordance with the initial target as an effort to solve problems in the environment and development goals.

Policy Implementation Models.

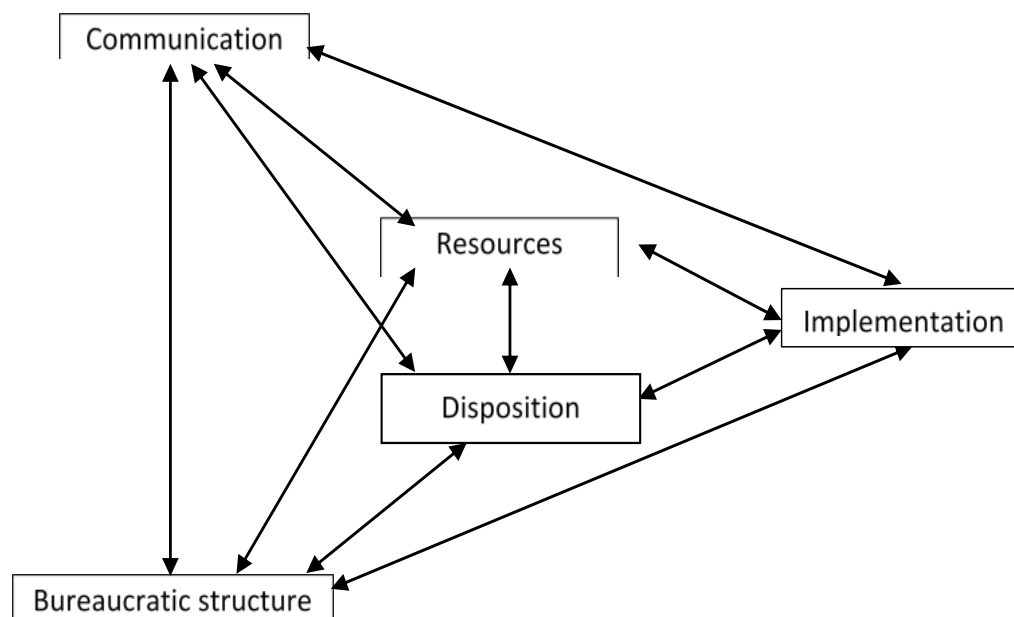
George Edward III (in Winarno, 2005) explained there are four factors or crucial variables in policy implementation. These factors work simultaneously and interact with each other to support and hinder policy implementation; the ideal approach is to reflect this complexity by discussing all the factors at once as a pre-requisite for successful policy implementation. Crucial factors include:

1. Communication, the process of delivering and receiving information as the first prerequisites for effective policy implementation to implement the decisions they must make. To distinguish organizational communication from communication outside the organization is a hierarchical structure which is a characteristic of each organization. Traditionally, an organizational structure is seen as a network through which information flows. George Edward III (in Subarsono, 2005) argues that the successful implementation of policies requires that the implementer knows what needs to be done, what are the goals and objectives of the policy must be transmitted to the target group (target group), they will distort implementation distortions.
2. Resources, although the contents of the policy have been clearly and consistently communicated, if the implementer lacks the resources to implement, implementation will not be effective. These resources can be in the form of human resources, namely the implementer's competence and financial resources. Resources are important factors for implementing policies to be effective. If the human resources owned by the organization meet the needs both in quality and quantity, then the implementation of the policy can run as expected. Conversely, if the human resources owned are of high quality and low quantity, it will hamper the effectiveness of the implementation of the policy itself.
3. Disposition is the character and characteristics possessed by implementer, such as commitment, honesty, democratic nature which is very important factors for successful

implementation. If the implementer has a good disposition, then he will be able to run the policy as well as what is desired by policy makers. When the implementer has an attitude or perspective that is different from policy making, the implementation process also becomes ineffective or threatened with success.

4. Bureaucratic structure, the organization comes along with the desire of humans to establish relationships with other humans due to the limitations possessed by every human being in meeting their needs. (Sondang P. Siagian, 2012) stated the characteristics that must be possessed by a good organization, namely: There are clear objectives; The goals of the organization must be understood by everyone in the organization; Organizational goals must be accepted by everyone in the organization; The existence of unity of direction (unity of direction); The existence of a unity of command (unity of command), There is a balance between the authority and responsibilities of a person; The distribution of tasks (distribution of work); The organizational structure should be arranged as simply as possible; The basic pattern of the organization must be as simple as possible; Security of tenure; The return of services provided to everyone must be commensurate with the services provided; Placement must be in accordance with the expertise (the right man on the right place) . Organizational goals can be achieved if the performance within the organization can run well. A good organizational performance will produce a good organization too. The concept of performance is a translation of the word performance which means usability, achievement and results.

Based on the description above, the factors that influence policy implementation can be described Follow :



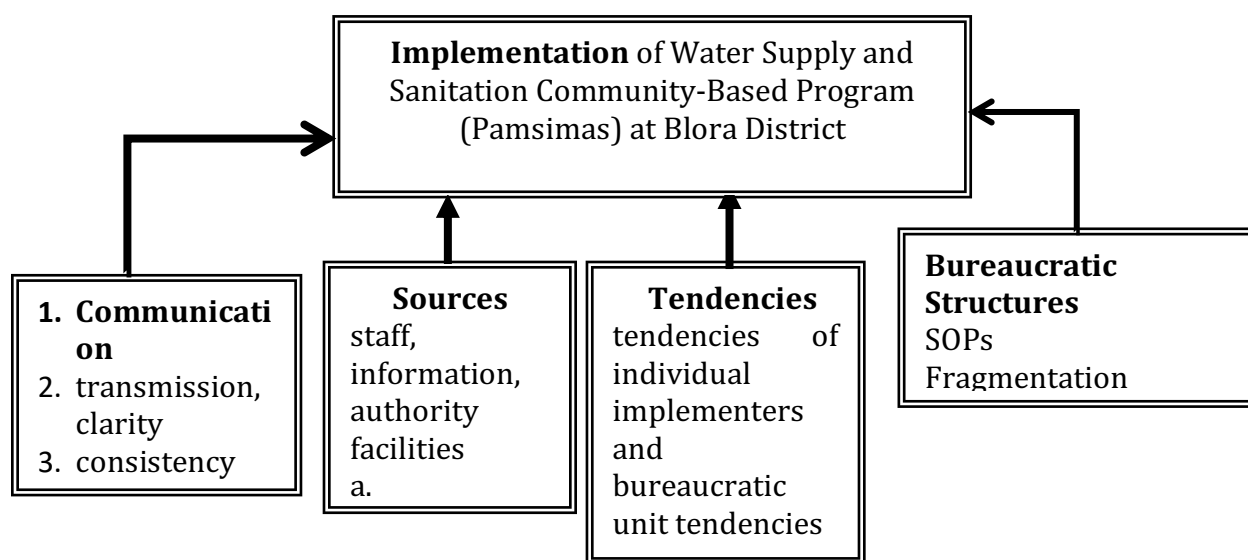
Source : Goeorge Edward III (in Winarno, 2005)

The Water Supply and Sanitation Community-Based Program (Pamsimas) is one of the public policies adopted by the central and regional governments to fulfill the basic rights of the community in the form of clean water and health. This program will be carried out in accordance with its objectives if it meets the pre-conditions above. Basically, policy implementers may know what is

being done and have enough desire and resources to do it. The implementation is still hampered by the organizational structures where they carry out the policy.

Thinking Framework

In implementing the Water Supply and Sanitation Community-Based Program (Pamsimas) will be effective if it meets the pre-implementation requirements, namely: Communication that includes transmission, clarity and consistency; Sources include: staff, information, authority and facilities; Tendencies which include: tendencies of individual implementers and bureaucratic unit tendencies; Bureaucratic structures which include SOPs and Fragmentation. The theoretical logic described above can be illustrated that if the variables as a pre-condition for the implementation of the Pamsimas program can be controlled by the program manager, then the Pamsimas program will run according to plan. From the brief description above, the basic framework of thought can be described as follows:



Source: Researcher

RESEARCH METHODOLOGY

Research Approach

This study used a qualitative descriptive approach that intended to understand phenomena about what was experienced by research subjects such as behavior, motivation, actions and so on holistically by describing in the form of words and language. In a special natural context and by utilizing various scientific methods (Moleong, 2006). In this study, understanding the implementation of Water Supply and Sanitation Community-Based Program (Pamsimas) at Blora District.

Research informants

Were key people who understood and were competent to provide information about the data that researchers needed. In qualitative descriptive research the informant has a very important position, the information / opinion / opinion of the informant was used as making a description and analysis to make the conclusions of the study.

Informants in this research determined based on purposive sample techniques, namely:

- a. Head of Housing, Settlement and Transportation Division of Blora Regency;
- b. Head of Department of Public Works and Spatial Planning "Cipta Karya"
- c. Blora District Head;
- d. Head of Section of Blora Sub district Development;
- e. Pamsimas User Community in Purwosari Village;
- f. Chairperson of APSPAMS (Association for Managing Water Supply and Sanitation Systems)
- g. Chairman of the KKM (Community Self-Help Group).

Research Instruments

In qualitative descriptive research instrument the researcher used was the researcher himself, in-depth interviews referring to interview guidelines that have been prepared based on data requirements in the implementation of the Pamsimas program.

Data Analysis

Moleong (2006) stated that data analysis was an effort made by working with data, organizing data, sorting it into manageable units, synthesizing it, searching and finding patterns, determining what was important and what was learned and deciding what may be told to others. Data analysis in this study was an interactive data analysis that is the analysis that in line with the data collection process. Among them were through three stages of the model namely data reduction, data presentation and verification (Burhan Bungin, 2006).

RESEARCH RESULTS AND DISCUSSION

Implementation of the Pamsimas Program in Blora District included actions by various actors, especially bureaucrats who were intended to make the program run based on pre-requisite variables:

1. Communication in the Pamsimas program at Blora Sub district lacked clarity of information to make it easier for implementers to carry out policies according to those outlined by policy makers. The inconsistent communication between policy makers and Pamsimas implementers in the field was quite disturbing, because of sudden changes disrupted the implementation of activities.
2. Resources in the implementation of Water Supply and Sanitation Community Based (Pamsimas) policies consisted of the central government, provincial governments, district governments, sub-district governments, villages and the community itself. They were in different capacities; as a result there were many different perceptions in the implementation of the program. Information was a source of strength for implementing organizations in the field, including facilities that were carried out by each department / agency functionally.
3. Disposition, including the character, attitudes and characteristics possessed by the implementer, such as commitment, honesty, democratic nature. The attitude of the implementer was their ability might not be implemented properly because the implementer rejected the policy objectives due to various pressures from the environment to reject the program.
4. Bureaucratic structure significantly influenced on policy implementation. One aspect of the bureaucratic structure was the standard operating procedures (SOP) that guide every implementer in acting. Organizational structure was too long it tended to weaken supervision and caused red-tape, which is an inflexible organizational activity procedure. As

a result, the program was not going well, it was hampered by the bureaucratic structure. In the Pamsimas program, delegation of authority was only given to the location of the program implementation, which is limited. The Implementation Guidelines and Technical Instructions issued by the ministry.

Supporting / Inhibiting Factors of PAMSIMAS Program implementation at Blora District

1. Factors that support the implementation of the Pamsimas program included: the level of community and regional apparatus organization was quite enthusiastic in the form of active participation in supporting the successful implementation of the Pamsimas program. Another supporting factor was the existing communication in the implementation of Pamsimas Current transmission, unchanging and clear. The other supporting factors were existing resources, both human resources and information, were sufficient to support the successful implementation of the Pamsimas program.
2. Inhibiting factors. The Pamsimas program at Blora District was the lack of availability of raw ground water as a source of clean water. This condition was difficult to overcome with small programs such as Pamsimas, mega-breakthrough projects such as: providing clean water. Another factor was the lack of authority delegated either to community groups, in making decisions related to problems. They must consult first to the central government. This condition was not ideal for emergency decision-making which must be decided quickly.

CONCLUSIONS

1. Implementation of the Pamsimas Program at Blora Sub-district has not been optimal based on resource studies. Communication. Individuals tended to be positive and participatory in supporting the implementation of the Pamsimas program. In many cases, the Operational Standards and Procedures (SOP) in the implementation of the Pamsimas Program are limiting, because they have been determined through the implementation instructions and existing instructions.
2. Supporting factors for the Pamsimas District Blora program included: community responses and participatory positively, empowerment of resources within the limits of their ability
3. While the inhibiting factors in the implementation of the Pamsimas program included: the absence / scarcity of raw water sources for clean water, the limited delegation of authority granted by the central government to implementers in the field.

Research Recommendations

1. Variables pre-requisite for program implementation need to be considered by policy makers and programs.
2. In the preparation of SOPs, it needs to be more flexible which makes it easier for implementers in the field to make decisions. Additional raw water for clean water is necessary as well.

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