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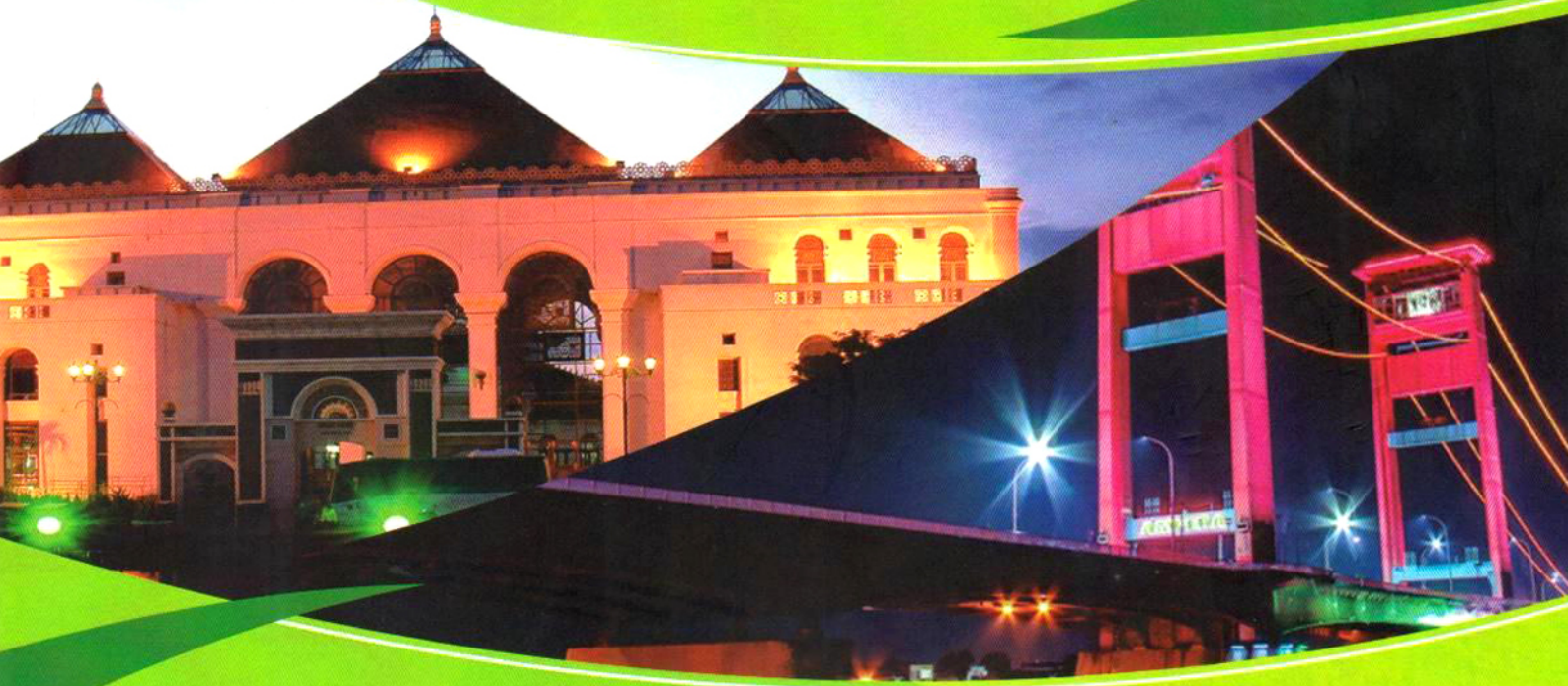


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THE SYMPTOMS OF PREMATURITY IN FORMULATIONS PUBLIC POLICY IN INDONESIA

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ABSTRACT

Prematurity is a concept in the field of medical science, which explains the birth of the baby are not ready to be born, and suffered immaturity in the process that led to the birth of infant and maternal mortality. By using the concept of prematurity, this paper attempts to analogize public policies issued by the government, a failure such as newborns, with the symptoms of prematurity. There are several factors in the formulation of public policy that can display symptoms such prematurity; the influence of external pressure, influence of old habits, personal characteristics influence, the influence of outside groups and the effect of past circumstances. The solution of the problem of prematurity in performing the initial stages of the policy is policy formulation by actor policy makers, supported by subsequent policy aspects, namely the socialization process, policy actions, policy implementers, policy control and evaluation of policies. With the implementation of this solution, it is expected the birth process is perfect and ideal developmental process of a public policy in Indonesia can be realized.

Key words: prematurity, public policy, formulation policy

INTRODUCTION

Symptoms of prematurity often occurs in the process of birth, where the baby is not yet ready to be born, must undergo a state where it was forced to be born. Prematurity in principle is a term in the field of medical science, prematurity is a problem for the birth of a baby, which have an impact on maternal and infant mortality. Some premature birth babies who are disabled, complications of the disease or even death, prematurity is defined as an immature state, which is found in infants who were born at the time of pregnancy has not reached 37 weeks (not yet ready to be born / no sign of normal birth). According to WHO (World Health Organization), premature babies are babies born alive before gestation week 37 (calculated from the first day of the last menstrual period). Premature or preterm infants are infants aged less than 37 weeks gestation regardless of weight. (Behrman, et all, 2000). There are many causes of premature births factors including; risk pregnancy, malnutrition, viral infections, congenital diseases and others. Treatment of premature babies can not arbitrarily required special techniques so that the baby is developing perfectly. Unpreparedness of parents in the treatment of premature babies can adversely impact the health of the baby and even cause death.

By adopting the concept of the medical science of prematurity, this paper attempts to analogize about government policies that have failed, due to the presence of the element of compulsion in the process of public policy until the birth of the policy. In other words, the policy of birth has not been on time or there are factors from both inside and outside the policy formulation process that led to the birth of public policy early. Mishandling to a premature policy making policies issued can not be implemented or even fail.

This paper attempts to raise issues of policy public immaturity of products using the illustration of prematurity of the medical world. Prematurity policy can be illustrated as product spending policies in the form of regulatory Undang-Undang, laws or in the form of programs, projects and activities that have not been perfect, both in judicial and in terms of readiness for the implementor of policies to be able to execute it. In addition, this product immaturity caused by actions hurry in taking decisions in public policy formulation process that can then be led to ineffective program to be implemented, inefficient, can not be implemented even have an impact on the implementation of a program failure. According to the Authority (1994, 2) the failure of a policy or program in achieving its objectives, based largely on the imperfections of the formulation stage management / policy formulation.

According to Nugroho (2004, 101-107) Formulation of policy public is at the core of policy public formulating policy boundaries it self. Public policies gived for doing intervention to the public life it self (because the focus is intervention, so the concern of policy public is policy public leads to actions that can be performed in areas that are able to intervene.

Next, still according to Nugroho, said that intervention is erroneously thought of policymakers who assume all under ideal conditions. Most of the public policies that are in the ideal domain that is trying to solve the whole problem down to the detail and does not provide room for bias policy, implementation bias, bias evaluation contextually space for public institutions and the public to sign give a complementary role. To do government intervention it self has limitations including limited resources, human resources, institutional constraints, shortage of funds and budget as well as limitations in formulating the policy it self.

Some public policy that shows symptoms of prematurity, including in the field of education, curriculum samples were taken in 2013, which turned out to be withdrawn for revision, due to the unpreparedness of the policy implementers. Yogyakarta Special Region Education Council considers that the draft curriculum in 2013 has many weaknesses. Chairman of the Board of Education Special Region of Yogyakarta (DIY) Wuryadi noted a number of weaknesses of the curriculum, which is planned to be implemented in the coming school year. Curriculum in 2013 contrary to Law Number 20 Year 2003 on National Education System for suppression of curriculum development based solely on pragmatic orientation. In addition, the 2013 curriculum is not based on an evaluation of the implementation of the Education Unit Level Curriculum (SBC) in 2006 so that the implementation can be confusing teachers and education stakeholders. Curriculum 2013 impressed forced to implement given the many aspects that need to be prepared. (Source: <http://edukasi.kompas.com>).

Next, the policy in the forestry sector showing signs of prematurity is still occur every year forest and land fires, disasters smog that disturb public, whereas environmental Undang-Undang regulating it, sanctions and clear rules. Smog that erupted in the middle of Borneo and Sumatra caused the failure of the government to overcome the clearing of forests and peatland destruction. Greenpeace analysis showed 3,464 hotspots this year was on peat in the various islands in Indonesia, including 75% of hotspots in Sumatra found in peat. (Source: <http://erabaru.net>).

In the health sector there is a national health insurance, which caused many problems, desire large government to provide health insurance to all people without exception not coupled with readiness in terms of budget and human resources and coordination between the implementing agencies involved. Implementation of the National Health Insurance Program (JKN) 2015 bit problematic. The problem occurs due to the beneficiary data verification dues unclear and too late. (Source: <http://jateng.tribunnews.com>).

The problems arise, leads to the symptoms that imperfections in policy planning. The policy issues are symptomatic of prematurity who rise to the assumption that there immaturity in the process of formulation on some public policy in Indonesia. So the question arises, what is a symptom of prematurity in the process of policy formulation? Are there factors that influence the policy formulation process that causes the symptoms of prematurity? How is the solution to overcome the problem of policies that have symptoms of prematurity. Will be discussed further in this article.

LITERATURE REVIEW

Policy Formulation Process

Policy formulation or the formulation of policies as part of the public policy process is the most crucial stage, this is due to the policy formulation process that will determine the process of implementation and evaluation of policies. Implementation and evaluation of policies can only be implemented if the policy formulation phase has been completed.

According Tjokroamidjojo (Islamy; 1991, 24) says that the policy formulation together with the establishment of a series of actions election policy alternatives conducted continuously and never finished, in this case could include decision-making. More about the process of policy-making state (public), Udoji (Wahab; 2001, 17) to formulate that policy making as a country;

“The whole process of articulating and defining problems, formulating possible solutions into political demands, channelling those demands into the political systems, seeking sanctions or legitimation of the preferred course of action, legitimation and implementation, monitoring and review (feedback)”.

These steps reflect the ongoing activity that happens all the time. Each stage is associated with the next stage and the last phase (of policy assessments) associated with the first phase (agenda setting) or the middle stage in activities that are not linear.

Policy formulation as a process according to Winarno (1989, 53), can be viewed in 2 (two) types of activities. The first activity is to decide in general what to do, or in other words the formulation aimed to obtain agreement on a policy alternative is chosen, a decision which approved the result of the process entirely. While further activities directed at how policy decisions are made, in this case a policy decision involves measures by someone official or official body to approve, modify or reject an alternative policy choice. In line with the opinion of Winarno, then Islamy (1991, 77) divides the process into the policy formulation stage of formulation of policy matters, preparation of the government's agenda, the formulation of policy proposals, policy validation, policy implementation and policy assessment. *

a. Formulation of policy issues

In principle, although some incident, circumstances and situations can cause one or a few problems, but that it may be a matter of public record does not only depend on the dimensions of its objective, but also subjectively, both by society and decision makers, seen as a problem that should be solved or overcome. Therefore, a problem, to be turned into a common problem not only sufficiently internalized by many as something of a problem that needs to be addressed, but the public needs to have political will to fight for it and more importantly, the problem was responded positively by policy makers and they are willing to fight for it to be a common problem policy problems, put it into the government's agenda and working on it to become public policy, then the first step that must be done by policy makers is to identify the problem to be solved then make that very clear formulation to the problem. This activity is an attempt to establish the identity of the policy problem by first know and understand the nature of the problem so that it will make it easier to determine the nature of the policy formulation process.

b. The preparation of the government's agenda

Because of public problems that have been identified so much the amount, the decision makers will choose and decide which problems should be prioritized to be taken seriously and actively, so that the government's agenda usually have distinctive features, more concrete and limited in number.

Next, after the problems of the public are included in the agenda of the government, the decision makers to process into phases, which by Jones (ibid) is divided into four (4) phases, namely: (1) problem definition agenda that matters (problem) who obtained the study and formulation of the active and serious decision makers; (2) a proposal on the agenda, namely matters (problem) which has reached the level proposed, where there has been a change in phase of formulating the problem into a phase of solving the problem; (3) bargaining agenda, namely the policy proposals had been offered to support actively and seriously; and (4) continuing agenda, that things (problems) are discussed and assessed continually.

c. The formulation of policy proposals

This stage is an activity formulate and develop a series of actions that need to solve the problem, including:

- Identify alternate done for the sake of solving the problem. Against the problem that is almost the same, or similar, can only be used alternative policies that have been selected, but the problems that are new, the policy-makers are required to be creative in finding and identifying alternative new policy so that each one obvious characteristics, because the identification correct and clear in every policy alternative will simplify the process of formulating an alternative.
- Define and formulate alternatives, intended that each of the alternatives that have been collected by the policy makers a clear understanding, because the more obvious alternative was made to understand, the easier policymakers assess and consider the positive and negative aspects of each of these alternatives.
- Assess the alternative, namely the activities of assigning weights to each alternative, so it is clear that every alternative has a weight value kindness and cons of each, so that by knowing the weight held by each alternative so decision makers can decide which alternative is more likely to implemented / used. To be able to assess the various alternatives with good, then it takes a certain criteria and other relevant information.
- Selecting a satisfactory alternative. The process of selecting a satisfactory alternative, or most likely to be implemented can only be done after a successful policy makers in assessing policy alternatives. An alternative that has been satisfactorily may be a policy proposal that has been anticipated to be

implemented and a positive impact. Phase satisfactory alternative choice is always objective and subjective in the sense that policy makers can assess policy alternatives in accordance with the ratio of its ability, based on consideration of the interests of the parties are gaining influence as a consequence of his choices.

d. The Validation Policy

As a collective process, validation of policy is a process of adjustment and mutual acceptance of the principles which are recognized and accepted (conforming to Recognized principles or accepted standards). The main runway is to approve their social variables such as the value system of society, the state ideology, political system and so forth.

The ratification process usually begins with a policy of persuasion and bargaining activities (Anderson; 1966, 80). Persuasion is defined as "Efforts to convince others about something the truth or value of one's position, so that they will accept it as your own." While bargaining translated as "A process in which two or more persons who have the power or authority to set / adjust at least some purposes that they do not agree in order to formulate a series of mutually acceptable measures even though it does not really ideal for them". That fall into the category of bargaining is an agreement (negotiation), reciprocity (take and give) and compromise. Neither persuasion nor bargaining, both complement each other so that the second application activity or the process will be able to expedite the process of ratification of the policy.

ANALYSIS OF THE SYMPTOMS OF PREMATURETY IN THE FORMULATION OF POLICY PUBLIC

Taking the term in the medical field of prematurity in policy formulation analogous developmental stages baby to be born in a premature state means that the policy is not ready to be born, but was forced to be born with some of the factors that are likely to display symptoms of prematurity. These factors have a considerable influence of the maturity of the product of a policy. These factors can be sourced from within and from outside in the process of policy formulation of policy. Factors that may influence the formulation of policies that gave rise to the symptoms of prematurity

There are several factors influencing the policy formulation process by Nigro and Nigro (Islamy; 1991, 25), among others:

a. The influence of external pressures.

Although no approach policy formulation under the name "rationale comprehensive," which means the administrator as policy-makers should consider alternatives that will be selected based on rational judgment alone, but the process and the formulation of the policy can not be separated from the real world, so that the pressure from the outside take effect the process of policy formulation. This pressure if not addressed could bring up policies that apply only to the interests of a few people, do not apply fully to all societies. For example, anti-drug UU, although it is treated the death penalty for all people but in certain circumstances a person who proved to be a suspect because human reason could be released.

b. The influence of old habits.

Old habits like habits capital investment organization, resources and time to the activities of a particular program will likely always be followed, although those decisions have been criticized as wrong that needs to be changed, especially if a pre-existing policy is deemed satisfactory. Factors old habits can come up with policies that follow the traditions or customs of a society. This policy can apply suitable for a community is not necessarily suitable for other communities. Examples of subsidized fertilizer aid policy for the farmers in a region in agricultural intensification program, but it needs the area is agricultural extension through the opening of agricultural land instead of intensification that production increased amount.

c. The influence of personal traits.

Various kinds of decisions made by policy makers are influenced by personal traits. Actor policymakers more subjective nature using his own opinion rather than viewed from a different lens. This gave rise to policies that seem unfair to the community. Examples eviction policy to curb illegal buildings of the city and open green areas. In making this policy decision-makers often do not account for the loss of society, because only looked at

in terms of the beauty of the city. In fact, not only in terms of the material but also socially there must be a reckoning where they should be moved and how they adjust to the new environment.

d. The influence of outside groups.

The social environment of policy-makers is also very influential, and often also the policy-making is done by considering the experience of others who previously were outside the policy formulation process. Factors influence of outside groups made a policy is often not understood by implementing policies for the experience of people outside the process does not consider the factors of the policy itself, such a mechanism must be passed actor readiness of policymakers and policy implementers. For example, the curriculum policy in 2013 which adopted the education system of another country, it turns out when applied to the executor can not implement them due to the lack of competence.

e. The influence of past circumstances.

Exercise experience and previous work experiences influential in policy making or even the people who work in the central office's decisions are not in accordance with the state of the field and this is because of concerns that the delegation of authority and responsibility to others to be abused. Example; policy of the National Examination (UN). Manufacture and distribution of the national question but every region has a different student capabilities supported by the facilities and services are acquired in each area. Equalizing these capabilities result in the failure of the National Examination results. Distrust of the education provider at the local level affect the implementation of this policy.

SOLUTION / RECOMMENDATION TO RESOLVE THE ISSUES OF THE SYMPTOMS OF PREMATURETY IN FORMULATION OF POLICY PUBLIC

Solution / recommendation of the problems of prematurity public policy lies in the perfection in carrying out the initial stages of the policy, namely the maturity of the process of policy formulation by the actor who made the policies, supported by the policy aspect after which the process of socialization comprehensive, policy actions, the readiness of the actors implementing the policy, control and evaluation of policies.

a. The maturity of the policy formulation process by actor policy makers

Actor policy maker is the person or the actors involved in the policy formulation process that will provide support as well as the demands and become targets of a policy generated by the system policy. The most dominant actors in the policy formulation phase to the demands that are internal, in the sense of having the power or authority to determine the content and give legitimacy to the formulation of the policy, called the policy maker (policy maker). Meanwhile, the actor who has the qualifications or other characteristics with external demands, known as interest groups, political parties, leaders of elite professions and others. To be able to survive to play in the system, they must have a commitment to the rule, which was originally formulated jointly by all actors. At this level of commitment of the actors akanmembuat they comply with the rules or norms shared. In addition, compliance with this norm even be a necessity, because it is assumed that the achievement of the purpose of the system would be realized if all actors adhere to common norms. Preparation of the actor in his duties policy makers in formulating policies would produce a clear policy direction and purpose.

b. Thorough socialization process

A policy programs should be introduced in order to have an impact or the desired destination. Socialization is seen as a process of interaction between a single device capable of objectives and actions to achieve policy objectives which the actors in the policy dissemination, organization. procedures, and techniques in use simultaneously. Because of that, socialization should be implemented fully and reach policy objectives in all aspects.

c. Targeted policy actions

The policy actions are a deliberate act which is always done in an organized and repetitive (steady) to form the patterns of action, which in turn can create norms of acting for the policy system. If at the initial stage of the growth of a system of policies and objectives of the system are set in advance to determine what action will be undertaken to achieve these objectives, then on the next turn, when the system has been running, the norms established by the pattern of action was going to change or at least influence the destination system. The policy actions should have a clear technical guidelines and directives of the leadership so that the implementation of the policy in accordance with the original purpose of policy-making.

d. Readiness actor implementing policies

Implementing a policy of parties pursuing a policy which consists of setting organizational goals and objectives, analysis and formulation of policies and strategies of the organization, decision-making, planning, programming, organizing, mobilizing the human, operational implementation, monitoring and assessment. (Tachjan: 2006) They play an important role in policy implementation stage. Readiness of the actor implementing the policy can have a big impact on the success and failure of policy implementation. It required an actor who has the qualities and competence in carrying out a policy. One of them with knowledge and skills to prepare the actors implementing the policy through development and training before kebijakan diimplementasikan.

e. Integrated Control Systems and periodic policy evaluation

Integrated control systems or monitoring is required to keep the implementation of the policy to be run according to the rules and set goals. Control is done through coordination of the various parties involved in the implementation of policies both inside and outside the organization implementing monitoring can also be done by community groups who were targeted policies. It is intended that the policy goes well and directed. Meanwhile, policy evaluation itself is required to determine whether the policy experience of success or failure, so normative, obtained on whether the policy may be continued; or need repairs before continuing, or even should be discontinued. Evaluation also assessed the relationship between theory (policy) with practice (implementation) in the form of policy impact, whether the impact in accordance with the expected or not. From the results of the evaluation as well as we can judge whether a policy / program provide benefits for society or not the destination. For that , policy evaluation should be done periodically or regularly so that policies can know the result and if there is a failure or problem can be immediately acted upon.

CONCLUSION

Some of the policy formulation process that is born of a hurry and be very premature to be implemented, so that when implemented appear obstacles that result in the policy difficult to achieve the desired results even failure. This occurs, due to the factors that influence public policy formulation process as well as well as systems and unpreparedness actor implementing the policy. These factors, among others; the influence of external pressure, influence of old habits, personal characteristics influence, the influence of outside groups and the effect of past circumstances. It required a solution / appropriate recommendations to overcome the existing problems include ensuring that the maturation process of policy formulation by the actors policymakers, the socialization process is thorough, policy actions directed by the instructions and rules are clear, the readiness of executive actors in implementing policies and there is integrated control system and periodic evaluation.

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