

Implementation of Distrik Web Organization & Governance Policy in Kabupaten Keerom

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Abstract - Organization and work procedures in an institution contain everything that regulates the main tasks and functions of each personnel that can be accounted for based on work relations in an institution. This study aims to highlight the Implementation of the Keerom Regency Regional Regulation Policy Number 5 of 2013 concerning the Organization & Work Procedures of the Keerom Regency Web District, then reveal the supporting and inhibiting factors in implementing the policy. This research is a type of public policy research that highlights aspects of policy implementation. This research is a descriptive qualitative type. Determination of key informants was carried out purposively by selecting representatives from the Web district leadership, and staff employees. The data collection techniques used were in-depth interviews and observation. Data analysis includes the stages of data reduction, data presentation and conclusion drawing. The results showed that in terms of communication, there are directions and instructions that are right on target from the leadership to provide excellent service. In terms of resources, it is still lacking, both in quantity and quality. besides that the facility environment is still inadequate. Disposition runs quite well based on commitment in carrying out the assigned tasks. Then, the Bureaucratic Structure is based on the authority and responsibility given in governance. although in terms of structure there are still vacancies and discrepancies with the existing OTK. the supporting factor is the authority of firm leadership and the commitment of all personnel in the midst of their limitations. the inhibiting factor is the quality and quantity of human resources that are still very lacking and the lack of facilities and infrastructure in support. research recommendations, it is very necessary to recruit additional personnel and carry out training and technical guidance and increase the level of education to improve aspects of management and service delivery, as well as the completeness of supporting facilities that support the organization and its governance.

Keywords: Implementation, policy, organization, governance, Distrik Web, Kabupaten Keerom

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1. Introduction

Organizational structure is a basic need for all organizations, both small and large organizations, both government and private organizations. For small organizations, even though their activities are not so complex, they still need an organizational structure even though it is still informal. For large organizations that tend to have a high level of complexity both in terms of activities and the number of people involved in them, having a formal organizational structure is a must because the dynamics and complexity of organizational problems will be overcome if the division of labor is carried out. The paradoxical thing is that when division of work is unavoidable, work coordination also becomes a must-mandatory (Kamaluddin, 2019)). Work coordination means giving authority and responsibility to someone to organize and coordinate work. When work coordination has been implemented, it means that someone becomes more powerful and responsible than others. At that time in the organization there is a division of power / authority, both government organizations and private organizations (Irawan, 2017).

Quality human resources are one of the indicators in running the system of organization and governance in government organizations. Because human resources are the main driver of the wheels of the organization. Where with the existence of quality human resources, as productive individuals who

work as drivers of an organization, both in government institutions and companies that have functions as assets so that they must be trained and developed their abilities (Isjianto, 2013). Human resources are one of the most important factors that must be managed properly to increase the effectiveness and efficiency of an organization or company. Therefore, human resource management is a program of activities to obtain human resources, develop, maintain and utilize them to support the organization in achieving its goals (Hariandja, 2002).

Thus, this shows that a good organizational and governance structure, which is also supported by quality human resources, is needed to improve services (Tyasotyningarum & Muzaqi 2021). Governance is related to actions or behaviors that direct, control or influence public affairs to realize public service values that provide excellent service to the public for administrative issues and as a matter of priority for the presence of government in the outermost region to improve services. Especially in areas classified as new autonomous regions such as several districts in Papua. One of them is Keerom Regency.

Keerom Regency was formed based on Law No. 26 of 2002 concerning the Establishment of Sarmi Regency, Keerom Regency, South Sorong Regency, Raja Ampat Regency, Bintang Mountains Regency, Yahukimo Regency, Tolikara Regency, Waropen Regency, Kaimana Regency, Bouven Digul Regency, Asmat Regency, Mappi Regency, Teluk Wondama Regency, Teluk Bintuni Regency, in Papua Province (State Gazette of 2002 Number 129, Supplement to State Gazette Number 4245), with an area of 9,365 Km². The layout of Keerom Regency is geographically directly adjacent and extends in the border area of the Republic of Indonesia with the State of Papua New Guinea (PNG).

Keerom is one of the districts in Papua Province which is included in the 3 T region (Outermost, remote, and Disadvantaged), which is difficult to reach for various reasons such as geography (islands, mountains, land, forests and swamps), transportation, social, and economic conditions, and which is relatively less developed than other regions on a national scale and has a relatively underdeveloped population. Not only this, Keerom Regency is also one of the administrative regions in Indonesia that borders directly with the State of Papua New Guinea. This certainly makes Keerom Regency one of the districts that must receive special attention, especially related to development issues.

As an outermost region, Keerom Regency must certainly get support in terms of governance and public services in order to facilitate all community affairs, which are related to administrative issues that support their lives (Alawiyah, 2018). Governance is very important and vital, because governance concerns the use of economic, political and administrative authority to manage state affairs at all levels, which in the context of Keerom Regency, both at the Regency, District and Village levels. Governance encompasses all the mechanisms, processes and institutions through which citizens and community groups express their interests, exercise their legal rights, fulfill their obligations and bridge their differences.

Web District is one of the districts included in the administrative area of Keerom Regency which is also included in the 3T area category (Remote, Isolated, and Outermost). Web District is the center of collection and distribution of forestry products, especially timber from surrounding villages for the southern region of Keerom Regency by improving supporting facilities to facilitate the marketing of production products originating from inland areas.

Web District basically already has a connecting road with the Waris district, but this road is badly damaged and can no longer be passed by vehicles, so to reach this area requires air transportation. Web District transportation services do not exist, the area is isolated, there is no road network and adequate modes of transportation, so people have to walk. The condition of the village government is also very sober, although it is known that the village and district governments are the spearhead in carrying out government services in the Web District which is the outermost district directly bordering Papua New Guinea.

Building *good governance* is about changing the way the state works, making the government *accountable*, and building enough actors outside the state to play a role in creating a new system that benefits the public (Handayani & Nur, 2019). In this context, no single development goal can be realized

properly by simply changing the characteristics and workings of state and government institutions. We must remember that to accommodate diversity, *good governance* must also reach various levels of political territory. Building *good governance* is therefore a major social project. Therefore, to be realistic, the effort must be carried out in stages. In the Indonesian context, flexibility in understanding this concept is necessary in order to deal with the existing reality (Effendi, 2006).

The characteristics of *governance* are political legitimacy, cooperation with civil society institutions, freedom of association and participation, bureaucratic and *financial* accountability, efficient public sector management, freedom of information and expression, a fair and trustworthy judicial system. While the World Bank reveals a number of characteristics of good governance are a strong and participatory civil society, open, predictable policy making, accountable executives, professional bureaucracy and the rule of law. The Asian Development Bank itself emphasizes the general consensus that *good governance* is based on four pillars, namely (1) *accountability*, (2) *transparency*, (3) *predictability*, and (4) *participation*. It is clear that the number of components or principles that underlie good governance varies greatly from one institution to another, from one expert to another. However, at least there are a number of principles that are considered as the main principles underlying good governance, namely (1) Accountability, (2) Transparency, and (3) Public Participation (Agus, 2005).

In creating *good governance*, the mechanism of managing economic and social resources involves the influence of the state sector and the non-government sector in a collective effort. This definition assumes that there are many actors involved, none of which is so dominant that it determines the actions of others. The first message of the term *governance* refutes the formal understanding of the operation of state institutions. *Governance* recognizes that within society there are many decision-making centers operating at different levels (Effendi, 2006; Agus, 2005).

While recognizing that there are many actors involved in social processes, governance is not something that happens *chaotically*, *randomly* or unpredictably. There are rules of the game that different actors follow. One important rule of the game is the authority exercised by the state. But it must be remembered, in the concept of governance, authority is assumed not to be applied unilaterally, but through a kind of consensus of different actors. Therefore, because it involves many parties and does not work based on government domination, actors outside the government must have the competence to participate in shaping, controlling and complying with the collectively formed authority.

For this reason, Keerom's governance regulations are based on the Keerom Regency Regional Regulation Number 5 of 2013 concerning Organization and Work Procedures. This regulation is the basis for determining the structure of the Organization and guidelines in implementing governance for all administrative areas in Keerom Regency. In Web District, which is one of the outermost districts directly bordering Papua New Guinea, shows alarming conditions. The implementation of governance is less effective due to several things, although the Web District has civilian human resources reaching 59 people, but the conditions of the work environment, facilities and infrastructure are all minimal causing the implementation of governance and public services to not run as it should. For this reason, I became interested in diving into the problems experienced by the Web District of Keerom Regency, by highlighting the Keerom Regency Regional Policy Number 5 of 2013 concerning Organization and Work Procedures, how it is implemented, diving into the supporting and inhibiting factors in implementing the policy, and formulating recommendations in improving governance and improving services in the Web District of Keerom Regency as one of the outermost regions in Papua.

2. Research Methods

The research method used in this research is a qualitative method with a descriptive approach. According to Bogdan and Taylor (in Moleong, 2010), qualitative research methods produce descriptive data in the form of written or spoken words from individuals and behaviors observed in an intact context. This approach allows researchers to understand phenomena in depth by not isolating research variables separately, but rather seeing them as part of a complex system. The focus of this research is the implementation of Web District organization and governance policies in Keerom District, by examining

the factors that play a role in the implementation of Keerom District Regional Regulation Number 5 of 2013 concerning Organization and Work Procedures. In addition, this study describes the determinant factors that influence the implementation of these regulations, both supporting and inhibiting factors in their implementation. The research location is centered in Web District, Keerom Regency, as the main unit of analysis to obtain empirical data on the implementation of the policy. The selection of this location is based on direct relevance to the research topic, as well as the dynamics in policy implementation that need to be studied in depth.

The data collection techniques in this research include in-depth interviews, documentation, and literature study. In-depth interviews were conducted with government officials in the Web District as well as local communities related to the implementation of district organization and governance policies. According to Moleong (2010), interviews in qualitative research are conversations with a specific purpose to obtain data relevant to the problem being studied. Data obtained from interviews will be validated using the triangulation method, which compares the results of interviews with data from other sources such as official documents and literature studies. The documentation technique is used to collect secondary data related to government regulations and policies in the Web District. Literature study complements the data collection method by reviewing academic references, scientific journals, and relevant regulations to obtain a strong theoretical foundation. In determining informants, this study used purposive sampling and snowball sampling techniques as stated by Sugiyono (2010). Purposive sampling is used to select informants based on certain considerations that are considered to have relevance to the research, while snowball sampling is used to gradually expand the scope of informants until sufficient data is obtained.

Data analysis in this study used the interactive analysis method as proposed by Miles and Huberman (in Sugiyono, 2010). The analysis process is carried out iteratively and consists of several main stages, namely data reduction, data presentation, and conclusion drawing or verification. Data reduction is done by summarizing and sorting out important information from the data collected so that it is more focused on the main aspects of the research. Data presentation was done to provide a systematic overview of the research findings, both in the form of descriptive narratives and conceptual schemes. Conclusions were drawn by verifying the data that had been analyzed to ensure its validity and credibility. Data triangulation was used to increase the validity of the findings by comparing various data sources obtained during the research. With this analytical approach, the research is expected to produce a more comprehensive understanding of the implementation of organizational and governance policies in Web District, Keerom Regency.

3. Results and Discussion

3.1. Implementation of the Keerom District Web District Organization and Work Procedure Policy

Public policy implementation is one of the activities in the public policy process that determines whether a policy is in contact with public interests and can be accepted by the public. In this case, it can be emphasized that it is possible that the planning and policy formulation stages are carried out as well as possible, but if at the implementation stage the optimization is not considered, then of course it is not clear what is expected from a policy product. In the end, it is certain that at the policy evaluation stage, it will result in an assessment that the formulation and implementation of the policy are not in line, that the implementation of the policy is not as expected, even making the policy product a stumbling block for the policy maker itself.

Policy implementation is, in principle, a way for a policy to achieve its objectives. No more and no less. To implement public policies, there are two choices of steps available, namely directly implementing in the form of programs or through the formulation of derivative policies or derivatives of these public policies. The series of policy implementation can be clearly observed, starting from programs, to projects and to activities. The model adapts mechanisms that are common in management, especially public sector management. Policies are derived in the form of programs, which are then reduced to projects, and finally take the form of activities, whether carried out by the government, the

community or government cooperation with the community. According to Syauckani *et al.* (2003: 295) implementation is one of the stages in the public policy process in a country. Usually, implementation is carried out after a policy is formulated with clear objectives, including short, medium and long term goals.

Meanwhile, according to Winarno (2014: 101-102) policy implementation is seen in a broad sense, it is a legal administration tool where various actors, organizations, procedures, and techniques work together to carry out policies to achieve the desired impact or goals.

From the understanding expressed above, implementation is a series of activities to channel policies to the community so that policies can bring the desired results. The series of activities includes first, the preparation of a set of further regulations which are the interpretation of the policy. From a law comes a Government Regulation, Presidential Decree, Regional Regulation, and others. Second, preparing resources to drive implementation activities including facilities and infrastructure, financial resources, and determining who is responsible for implementing the policy. And the third is how to deliver concrete policies to the community (Syauckani *et al.*, 2003: 295-296).

In line with the above statement, Van Meter and Van Horn in Winarno (2014: 102) limit policy implementation as actions taken by individuals (or groups) of government and private sectors directed at achieving the objectives set out in previous policy decisions. These actions include efforts to transform decisions into operational actions within a certain period of time as well as in order to continue efforts to achieve major and minor changes set by policy decisions.

The policy implementation stage will not begin until goals and objectives are set or identified by policy decisions. Thus, the implementation stage only occurs after laws are enacted and funds are provided to finance policy implementation. Van Meter and Van Horn in Winarno (2014: 102) emphasize that implementation on the other hand is a complex phenomenon that may be understood as a process, output, or as an outcome. The implementation process will vary depending on the nature of the policy being implemented. Different decisions will show the characteristics, structures and relationships between the factors that influence the implementation of public policies so that the implementation process will also experience differences.

Therefore, policy implementation is an important aspect of the entire policy process. This shows that there is a close relationship between policy formulation and policy implementation in the sense that even though the formulation is carried out perfectly, if the implementation process does not work according to requirements, the originally good policy will become bad and vice versa.

In this regard, as stated by Wahab (2008: 51), policy implementation is important, even more important than policy making. Wisdom is just a dream or a good plan stored in an archive if it cannot be implemented. By using the policy implementation approach proposed by Edwards III (in Nugroho, 2003), we can dissect the policy implementation process based on 4 indicators, namely Communication, Resources, Communication, Disposition, and Bureaucratic Structure which in the context of this study discusses the implementation of the Keerom Regency Regional Regulation Policy Number 5 of 2013 concerning the Organization and Work Procedures of the Keerom Regency Web District described below:

3.1.1. Communication

A policy that will be implemented, of course, must go through the process of channeling policy information, must maintain good communication, as a transmission mechanism or policy communication pattern for implementers. Communication is spread in accordance with policy orders, including those related to resources, (Nugroho, 2003) . According to Agustino (2006: 157), communication is one of the important variables affecting the implementation of public policy, communication determines the success of achieving the objectives of public policy implementation. Effective implementation will be carried out, if decision makers know about what they will do. Information known to decision makers can only be obtained through good communication. There are three indicators that can be used in measuring the success of communication variables. Edward III in

Agustino (2006: 157-158) suggests these three variables, namely:

Transmission. A good communication channel will be able to produce a good implementation as well. Often there are problems in the distribution of communication, namely misunderstanding (*miss communication*) due to the many levels of bureaucracy that must be passed in the communication process, so that what is expected is directed in the middle of the road. Clarity. Communication received by policy implementers (*street-level bureaucrats*) must be clear and not confusing or unambiguous / ambiguous.

Consistency. Orders given in the implementation of a communication must be consistent and clear to be determined or carried out. If the orders given change frequently, it can cause confusion for implementers in the field. Related to providing information and communication carried out to implement policies. Regarding the communication aspect of the Policy Implementation of Keerom Regency Regional Regulation No. 5 of 2013 concerning the Organization and Work Procedures of the Keerom Regency Web District, the following is the exposure of research informants:

The distribution of information from the organization's work procedures policy is conveyed in a directed manner by the leadership to all staff employees, so that all of them work according to their respective main duties and functions in providing services to the local community.

Based on the description of the informants above, it shows that related to communication, in implementing the policy of Keerom District Regulation No. 5 of 2013 concerning the Organization and Work Procedure of the Web District of Keerom Regency, the Web District office is carried out in a directed manner with instructions given directly by the leadership of the relevant agencies, in this case it is to the District to provide direction to all employees in the institution to work in accordance with the work procedures of the organization by heeding what is the main task and function of each personnel on duty, in order to provide maximum service to the community.

Although, it is known that the facilities there are also very limited, but with the existence of good information distribution and command and coordination systems between each part, both hierarchical, and non-structural can work together in communicating and coordinating what is needed to create a climate of public services in the Web District that is oriented towards public satisfaction.

3.1.2. Resources

In order to implement a policy, it is necessary to allocate resources to support the implementation of a policy. Edwards III (in Winarno, 2014) categorizes organizational resources consisting of: "Staff, information, authority, facilities; buildings, equipment, land and supplies". Edward III (in Winarno, 2014) suggests that these resources can be measured in terms of their adequacy, which implies suitability and clarity; "Insufficient resources mean that laws will not be enforced, services will not be provided, and reasonable regulations will not be developed".

Resources are positioned as inputs in the organization as a system which has economic and technological implications. Economically, resources relate to direct costs or sacrifices incurred by the organization that reflect the value or potential usefulness in its transformation into output. While technologically, resources are related to the transformation capabilities of the organization" (Tangkilsan, 2002).

Resources are related to policy implementation support, (Nugroho, 2003). The condition for running an organization is the ownership of resources. An expert in the field of resources, Schermerchorn, Jr (in Winarno, 2014) categorizes resources into: "Information, Materials, Equipment, Facilities, Money, People". While Hodge (in Winarno, 2014) categorizes resources into: "Human resources, material resources, financial resources and information resources". This grouping is derived from a more specific categorization, namely human resources into: "Human resources can be classified in various ways; laborers, engineers, accountants, faculty, nurses, and others". Material resources are

categorized into: "Material resources - equipment, buildings, facilities, materials, offices, supplies, etc". Financial resources are categorized into: "Financial resources - cash on hand, debt financing, owner investment, sales revenue, etc.". Information resources are divided into: "Resource data-historical, projective, cost, revenue, labor data, etc.".

According to Edward III in Agustino (2006: 158-159), resources are important in implementing good policies. The indicators used to see the extent to which resources affect policy implementation consist of:

- Staff. The main resource in policy implementation is staff or employees (*street-level bureaucrats*). Failures that often occur in policy implementation are caused by staff/employees who are inadequate, insufficient, or incompetent in their fields. Increasing the number of staff and implementers alone is not enough to solve the problem of policy implementation, but it is necessary to have sufficient staff with the necessary expertise and abilities (competent and capable) in implementing policies.
- Information. In policy implementation, information has two forms, namely: First, information related to how to implement the policy. Second, information regarding compliance data from implementers to established government rules and regulations.
- Authority. In general, authority must be formal so that orders can be carried out effectively. Authority is the authority or legitimacy for implementers in implementing politically determined policies. When authority does not exist, the power of the implementers in the eyes of the public is not legitimized, which can thwart the implementation of public policies. But in another context, when formal authority is available, there is often a mistake in seeing the effectiveness of authority. On the one hand, the effectiveness of authority is needed in policy implementation; but on the other hand, effectiveness will diminish when authority is misused by implementers for their own or their group's interests.
- Facilities. Physical facilities are an important factor in policy implementation. Implementors may have sufficient, capable and competent staff, but without supporting facilities (facilities and infrastructure), the policy implementation will not be successful.

In the context of implementing the policy of Keerom Regency Regional Regulation Number 5 of 2013 concerning the Organization and Work Procedures of the Web District of Keerom Regency, the availability of resources is still very limited, both the resources in question are human resources, as well as other resources in the form of facilities, and supporting facilities and infrastructure.

Regarding the deployment of resources in implementing the Keerom District Regional Regulation No. 5 of 2013 concerning the Organization and Work Procedures of the Keerom District Web District, the following research informants said:

Human resources are still lacking, even echelon positions have not been promoted, such as section heads or sections. Because human resources are lacking. And supporting resources are also lacking. In remote border areas. There are very few facilities and infrastructure available, so we work to run the service as it is, with all the limitations we have.

Based on the description of the informants above, it shows that regarding the deployment of resources to implement the policy of Keerom Regency Regional Regulation No. 5 of 2013 concerning the Organization and Work Procedure of the Web District of Keerom Regency, the Web District office is still very minimal and limited, both in terms of the quality of human resources personnel staff and existing structural staff, as well as related to inadequate facilities and infrastructure so that the work procedures of the Web district government organization are not supported by available resources, so the services provided to the community are less than optimal.

3.1.3. Disposition

According to the opinion of Van Metter and Van Horn in Augustine (2006: 162): the attitude of

acceptance or rejection of policy implementing agents greatly influences the success or failure of public policy implementation. This is very likely to happen because the policies implemented are not the result of the formulation of local residents who know very well the problems and problems they feel. But public policies are usually top down, which is very likely that decision makers do not know or even cannot touch the needs, desires or problems that must be resolved.

According to Edward III in Winarno (2014: 142-143), tendencies or dispositions are one of the factors that have important consequences for effective policy implementation. If the implementers have a positive tendency or attitude or support for policy implementation, there is a high probability that policy implementation will be carried out in accordance with the initial decision. Conversely, if the implementers are negative or reject policy implementation due to conflicts of interest, policy implementation will face serious obstacles.

The form of rejection can vary as Edward III suggests about the "zone of indifference" where policy implementers through their discretion in a subtle way hinder policy implementation by ignoring, delaying and other inhibiting actions.

The factors of concern to Edward III in Agustino (2006: 159-160) regarding disposition in policy implementation consist of:

- Bureaucratic appointments. The disposition or attitude of implementers will create real obstacles to policy implementation if existing personnel do not implement the policies desired by higher officials. Therefore, the appointment and selection of policy implementation personnel must be people who are dedicated to the policies that have been determined, more specifically to the interests of the citizens.
- Incentives are one of the techniques suggested to overcome the attitude problems of policy implementers by manipulating incentives. Basically, people move based on their own interests, so manipulating incentives by policy makers affects the actions of policy implementers. By adding certain benefits or costs, it may be a motivating factor that makes implementers carry out orders properly. This is done in an effort to fulfill personal or organizational interests.

Disposition is defined as the commitment of policy implementers to complete what the policy orders, (Nugroho, 2003) . Disposition determines the range of alignment between the expectations of policy designers and the actions of implementers. Therefore, disposition is closely related to the attitude of policy implementers and the form of efforts to mobilize (incentive manipulation). Regarding disposition in policy implementation. Regarding the disposition aspect of the Policy Implementation of Keerom Regency Regional Regulation No. 5 of 2013 concerning the Organization and Work Procedures of the Web District of Keerom Regency, the following is the exposure of research informants:

The appointment of bureaucratic officials is still not done, there are many echelons that are still vacant. It is not because the leadership is blocking it. So, sometimes the personnel who occupy certain positions are not in accordance with their expertise, but the leadership places them so that there are no vacancies. Regarding performance improvement, there are incentives provided, but they have not been able to meet the level of employee welfare, so that the resulting performance is also what it is, which is clear that the point is that services to the community are running.

So based on the explanation of the informant above, it shows that, actually related to the disposition of the appointment of bureaucratic officials in the government structure of the Web District of Keerom Regency, there is always a vacancy in filling the echelon, because there are no personnel who meet the requirements to be appointed as head of section or head of section. And sometimes the placement of existing personnel is not in accordance with their expertise. Then regarding the manipulation of incentives, incentives are still given to improve performance, but with all the shortcomings that exist, both the quality of human resources owned, as well as the supporting facilities available, it has a significant effect on the performance provided by personnel who do not experience

development. For this reason, in the future it is very necessary to hold technical guidance, increase education for existing personnel and provide supporting facilities that support the implementation of good governance.

3.1.4. Bureaucratic Structure

Bureaucracy is one of the institutions that most often and even entirely implement activities. The existence of bureaucracy is not only in government structures, but also in private organizations, educational institutions and so on. Even in certain cases the bureaucracy is created only to carry out a certain policy. Ripley and Franklin in Winarno (2014: 149-160) identify six characteristics of bureaucracy as a result of observations of bureaucracy in the United States, namely: Bureaucracy was created as an instrument in handling public affairs.

The bureaucracy is the dominant institution in the implementation of public policy that has different interests in each hierarchy. The bureaucracy has a number of different objectives. Bureaucracy functions in a complex and broad environment. Bureaucracies have a high survival instinct, so it is rare to find a dead bureaucracy. Bureaucracy is not a neutral force and is not under the full control of outsiders.

The implementation of complex policies requires the cooperation of many parties. When the bureaucratic structure is not conducive to the implementation of a policy, this will cause ineffectiveness and hinder policy implementation.

Based on the explanation above, understanding the structure of the bureaucracy is a fundamental factor in studying the implementation of public policies. According to Edwards III in Winarno (2014: 150) there are two main characteristics of bureaucracy, namely: "Standard Operational Procedure (SOP) and fragmentation".

Standard operational procedure (SOP) is the development of internal demands for certainty of time, resources and the need for uniformity in complex and extensive work organizations ". (Winarno, 2014: 150). This basic measure of SOP or work procedure is commonly used to deal with common circumstances in various public and private sectors. By using SOPs, implementers can optimize the time available and can serve to homogenize the actions of officials in complex and widespread organizations, so as to create great flexibility and great similarity in the application of regulations.

Based on the results of Edward III's research summarized by Winarno (2014: 152) explains that "SOPs are very likely to be an obstacle to the implementation of new policies that require new ways of working or new types of personnel to implement policies. That way, the greater the policy requires changes in the ways that are prevalent in an organization, the greater the probability of SOPs hindering implementation.

However, while SOPs hinder policy implementation, they also have benefits. Organizations with flexible planning procedures and considerable control over flexible programs may be better able to adjust to new responsibilities than bureaucracies without these features. Related to the bureaucratic structure in which there are indicators that SOP (Standard Operating Procedures) and the division and distribution of responsibilities. Related to SOPs in policy implementation. Regarding the disposition aspect of the Policy Implementation of Keerom Regency Regional Regulation No. 5 of 2013 concerning the Organization and Work Procedures of the Web District of Keerom Regency, the following is the exposure of research informants:

There are SOPs that are used as a reference in organizing governance based on established regulations. However, in its implementation in the field, it does not always follow the SOP. Because of the limitations that exist, the office alone is very inadequate. So the point is that we can provide services to the community first. Because if we want to follow the SOP, then the service will not run. Kasin community. We are already in a remote area like this, especially if services at the District office are also difficult. We are like that.

Based on the description expressed by the informant above, it is true that in carrying out governance in the Web District, it must refer to the existing SOPs in Keerom Regency Regional Regulation No. 5 of 2013 concerning the Organization and Work Procedures of the Web District of Keerom Regency, but the practice in the field is not the case. In conducting the community, personnel are directed by the leadership to provide services as best they can, and ignore the existing SOPs, because the most important thing is that the district office must provide services even with very limited conditions.

3.2. Supporting and Inhibiting Factors for the Implementation of District Organization and Work Procedure Policies

Keerom District Web

3.2.1. Supporting Factors

The supporting factors in the implementation of the Keerom District Regional Regulation No. 5 of 2013 concerning the Organization and Administration of the Web District of Keerom Regency are explained as follows:

First, there is firm leadership and high authority from the head of the Web District to prioritize services that must be provided to the community. This is one of the main supporters, because the characteristics of a charismatic leader are able to mobilize the awareness of personnel to provide services to the community, even with all the limitations they have. There have also been endless proposals for the procurement of supporting facilities submitted so that the web district is noticed, both from the government and the community have voiced their aspirations, but have not been responded to properly by the district and provincial governments.

Second, the commitment of all existing personnel in providing services. The leadership has provided examples and direction to work well, for the benefit of the community. So that the government at the district level continues to run and show performance, or at least the breath of the wheels of government at the district level does not stop, thus showing that the representation of government in the Web district on the Papua Indonesia-Papua New Guinea border is still running. Because in this way, it is hoped that it can spark the attention of the central or regional government to look at and improve facilities and infrastructure so that government services are evenly distributed to all areas, both urban, rural and border areas which are the veranda of the country and the front guard in maintaining state sovereignty in the border region.

3.2.2. Inhibiting Factors

The supporting factors in the implementation of the Keerom District Regional Regulation No. 5 of 2013 concerning the Organization and Administration of the Web District of Keerom Regency are explained as follows:

First, the quality of human resources is still very lacking. The vacancy in the placement of echelons and the placement of personnel who are not in accordance with their scientific background and expertise have illustrated that the actual quality of human resources owned by the Web District government is still very inadequate. Which then, this also has an impact on the quality of services provided, even though there is a commitment to providing services, directions and instructions from the leadership have been carried out. Still, if the quality of human resources is inadequate, it can hamper performance in governance and organization in the Web District office. Therefore, through technical guidance and continuing education is one step to improve the quality of human resources so that the quality of services provided can also be maximized again, because it is understood that the fighting spirit and commitment and consistency are already owned by each existing personnel. So that improving the quality of human resources can complement the shortcomings that are owned.

Second, the lack of facilities and infrastructure in supporting governance and services to the community. As one of the remote districts on the border, Web District lacks supporting facilities, so this also contributes greatly to creating an atmosphere of ineffective and inefficient governance. Therefore,

the central and regional governments must pay attention to this to be able to provide or complete the facilities needed, so that people on the border get good service and governance in the Web District also experiences effective management as well.

4. Conclusion

Implementation of the We District Organization and Governance policy based on Keerom Regency Regional Regulation Number 5 of 2013 concerning the Organization and Work Procedure of the Web District of Keerom Regency. Judging from the aspects of communication and information dissemination, there have been directed instructions and directions by the leadership to run the wheels of government by providing good service. In the aspect of resources, the Keerom District Web District has insufficient quality resources and fulfills the adequacy aspect, so it is very necessary to hold training and technical guidance and increase the level of education to improve aspects of management and service delivery. Then the District office facility environment is still inadequate to support performance. Disposition runs quite well based on the high commitment that exists at the District office level. Then, the Bureaucratic Structure is based on the authority and responsibility given in governance.

Supporting factors are the existence of firm leadership and high authority from the head of the Web District to prioritize services that must be provided to the community and the commitment of all existing personnel in managing governance and providing services to the community. Then the inhibiting factors are the quality of human resources that are still very lacking and the lack of facilities and infrastructure in supporting governance and services to the community.

Regarding the availability of Human Resources, the results of this study indicate that the human resources owned by the Web District are still very limited, both in quantity and quality. Therefore, as a recommendation from the results of this research, it is very necessary to recruit additional personnel to increase the quantity of apparatus in the Web district. Because there are indeed many vacancies that have not been filled, both structurally and functionally. Then, on the other hand, the quality of available human resources is also still far from the competencies that should be owned and needed by the institution. Therefore, in order to increase the capacity and capability of existing human resources, the recommendations from the results of this research suggest improving the quality of existing human resources by including them in training and technical guidance activities and increasing the level of education to increase their knowledge, capacity, capability and skills in aspects of management and service delivery,

Then, supporting resources such as facilities and infrastructure in the Web District. The results showed that the completeness of supporting facilities and infrastructure in order to carry out the main tasks and functions in the framework of organizational work procedures, the condition is still very drinking and alarming and can even be said to be very rough. Therefore, the results of this research recommend that to optimize organizational work procedures at the Web District office it is very necessary to procure the completeness of supporting facilities that support the needs of organizational work procedures and governance.

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