

# *Concept of George C. Edwards III on Implementation of Regional Regulations No. 12 of 2017 Concerning Youth in Granting Youth Service in West Sumatera*

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**Abstract** -This study aims to reveal the implementation of Regional Regulation No.12 of 2017 concerning youth in the provision of youth services in West Sumatra as well as obstacles and efforts made in implementing policies according to the concept of George C. Edwards III in West Sumatra. Pene This type of research is qualitative research using descriptive methods, informants are determined purposively. The research location at the Department of Youth and Sports of West Sumatra Province, the type of data consists of primary and secondary data. Data was collected through interviews, participatory observation, documentation, and literature studies. The results of the study showed the study of the concept of George C. Edwards III's concept of the implementation of regional regulation No.12 of 2017 concerning youth in the provision of youth services in West Sumatra consisting of four results namely 1. Communication, in terms of communication has been running well, 2. Resources, in resources still running less or not maximal in the division of labor. 3. Disposition, while in the attitude of the implementer (disposition) can not be categorized as good because there are still many youth organizations that have not implemented the policy, 4. The bureaucratic structure of the mechanism and procedures is quite simple, and the division of tasks and responsibilities is clear, but coordination between institutions is not maximized . In the study also found several obstacles including human resources, facilities and infrastructure and low knowledge and interest of young people. In order for the implementation of regional regulations on youth to work effectively, the researchers suggested that the Provincial Government of West Sumatra improve coordination and communication between relevant stakeholders in implementing regional regulations.

**Keywords** - Implication, Policy, George Edwards III, Youth.

## I. INTRODUCTION

Public policy is a kind of answer to a problem because it is an attempt to solve, reduce and prevent an evil and instead becomes an advocate of innovation and the leader of the occurrence of goodness with the best way and directed action. According to N. Dunn , stating that public *policy* is "a complex pattern of dependence on interdependent collective choices, including decisions to act made by government agencies or offices " (N. Dunn, 2000: 132 ).

Based on the perspective of policy issues, as introduced by Edwards III (1984: 9-10), implementation policy is

needed because of it policy issues that need to be addressed and solved. Edwards III introduced approach to problem implementation with questioned what factors support and inhibit success policy implementation.

Based on the rhetorical question was formulated four factors as the source of the problem as well as preconditions for success implementation process, namely communication, resources, bureaucratic attitudes or executor, and organizational structure including the bureaucratic workflow system. Four these factors are the criteria You need to have it in the implementation of a policy ( QAbib; 2010: 13)

Referring to the opinion of Edward III regarding important criteria in policy implementation, can be stated four factors as sources problems as well as preconditions for success implementation process, communication, resources, bureaucratic attitudes or executor and organizational structure, including the bureaucratic workflow system. Communication of a program can only be well implemented if clear for implementers. This is related information delivery process, clarity information and consistency of information Resources, including four components, namely adequate staff (quantity and quality), information needed for decision making, sufficient authority carry out duties or responsibilities and facilities needed in implementation. Disposition or attitude the executor is the implementing commitment against the program. Bureaucratic structure based on operational procedures standards governing the flow system work and implementation of policies.

Based on Law No. 40 of 2009. that , there are two things in youth empowerment that must be done. First, awareness about the dangers of free sex, drug abuse, sexual abuse. Second, empowerment. Later, he said, there would be an increase in the insights of youth such as youth in anti-drug cadres, state defense, the central youth jamboree and the regional youth jamboree. There is also an increase in the capacity of young people who carry out activities such as the youth of the Indonesian archipelago, ASEAN youth vessels. ( Singgalang: December 13, 2017; 17.56)

With the ratification of the Regional Regulation of West Sumatra Province Number 12 of 2017 concerning youth this has become a policy that will provide guidance for Youth Services in West Sumatra Province, in the provision of youth services in the province of West Sumatra there is certainly an organization that becomes the leading secretary in implementation regional regulation. Regional Regulation of West Sumatra Province Number 8 of 2016 concerning the Formation and arrangement of regional equipment of West Sumatra Province said that the Department of Youth and Sports, is a regional apparatus organization holding governmental affairs in the field of Youth and Sports; As mentioned in the Regulation of the Governor P rovincial West Sumatra No. 22 of 2017, that one of the tasks and functions of the Department of Youth and Sports of West Sumatra province is the operation of government affairs and public services in the field of youth that includes its affairs in the organization and regeneration of youth, business development insights nationality and youth leadership, and youth empowerment affairs. Departing in a Policy Implementation certainly regional

regulations have an important role in the implementation of a program that has been implemented by the government . In a policy on youth this certainly becomes interesting when there is a legal umbrella that has been accommodated in a government policy as in the West Sumatra Provincial Regulation Number 12 of 2017 concerning Youth , Youth organizing activities in youth organizations each involved less government, so that communication and coordination between local governments was less effective so communication needed to continue in the context of youth.

Based on the above description, it looks very important. Implementation of Regional Regulation Policy No.12 of 2017 concerning youth in the study of the concept of George C. Edwards III because with this we can see the problem with complex, so we see based on the formula, among others;

1. How is the Implementation of Regional Regulation No.12 of 2017 concerning Youth in the Delivery of Youth Services Based on the Study of the Concept of G.Edwards III in West Sumatra Province ?
2. What are the obstacles that arise in the implementation and what efforts are made for overcoming these obstacles in the Implementation of Regional Regulation No.12 of 2017 concerning Youth in the Delivery of Youth Services Based on the Study of the Concept of the Theory of G. Edwards III in the Province of West Sumatra ?

## II. LITERATURE REVIEW

### A. Public Policy

Etymologically, the term policy or policy comes from the Greek "*polis*" means the state, the city is then entered into Latin became "*politia*" meaning the country. Finally it entered into English "*policie*" which means it deals with controlling public problems or government administration. The term "policy" or "*policy*" is used to designate the behavior of an actor (such as an official , a group or a government agency) or a number of actors in a particular field of activity. We can use this definition of policy and is relatively adequate for the needs of ordinary talks, but becomes inadequate for talks that are more scientific and systematic regarding public policy analysis (Asna; 2010: 5)

## B. Implementation Of Public Policy

Theoretical study in the study of the implementation of public policy is a very complex study, in this study it becomes very important, in addition to the *problem structuring* stage, because failure or failure of a policy depends on its implementation. As *delivery process*, stage or implementation study policy will greatly determine whether targets (*policy outputs*) and objectives (*policy outcomes*) will be achieved. The achievement of these two parameters will determine the achievement of policy performance (*policy performance*).

One well-known theory of public policy implementation is the implementation theory by George Edward III. In the public policy cycle, policy implementation is a very important stage. Implementation is often seen as merely an implementation of what has been decided by the legislature or decision makers, as if this stage is less influential. But in reality, the stages of implementation become so important because a policy will not mean anything if it cannot be implemented properly and correctly. In other words, implementation is a stage where a policy is carried out maximally and can achieve the objectives of the policy itself. In reviewing the implementation of public policy,

### 1). Communication

Communication is an activity that causes other people to interpret an idea / idea, especially what is intended by the speaker or writer through a system that is normal (*prevalent*) both with symbols, signals, and behavior (Wardhani, Hasiolan, & Minarsih, 2016). According to Agustino (2006: 157); "Communication is one of the important variables that influence the implementation of public policy, communication is crucial to 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 that is known to decision makers can only be obtained through good communication.

### 2) Resource

In the implementation of policies must be supported by resources human resources, materials and methods. The goals, objectives and contents of the policy even though it has been communicated clearly and consistently, but if the implementor lacks the resources to implement, the implementation will not run effectively and efficiently. Without resources, the policy of only staying on paper is just a document not realized to provide solutions

to problems that exist in the community and efforts to provide servants to the community

Edwards III (1980: 11) categorizes organizational resources consisting of: "*Staff, information, authority, facilities; building, equipment, land and supplies*". Edward III (1980: 1) suggests that these resources can be measured from aspects of adequacy in which conformity and clarity are implied; "*Insufficient resources will not be developed and will not be implemented*".

The resource is positioned as *input* in the organization as a system that has economic and technological implications. Economically, resources are related to costs or direct sacrifices incurred by an organization that reflect potential values or uses in their transformation into *output*. Being technologically, resources are related to the transformation capabilities of the organization. (Tachjan, 2006: 135)

### 3) Disposition

Disposition, is the character and characteristics or attitudes held by the implementor such as commitment, honesty, democratic nature. If the implementor has a good disposition, then he will be able to run the policy well as what is desired by policy makers. When the implementor has different characteristics or perspectives from policy makers, the process of implementing the policy also becomes ineffective. (Juliartha, Edward. 2009: 58).

While the factors that are of concern to Edward III in Agustinus (2006: 159-160) regarding the disposition of policy implementation consist of:

1. Appointment of bureaucracy. Disposition or attitude of the implementer will cause real obstacles to the implementation of the policy if the existing personnel do not implement the policies desired by the higher officials. Therefore, the appointment and selection of policy implementing personnel must be people who have a dedication to established policies, more specifically to the interests of citizens.
2. Incentives are one of the techniques suggested to overcome the problem of the attitude of policy implementers by manipulating incentives. Basically people move based on their own interests, then manipulating incentives by policy makers influences the actions of policy implementers. By adding a profit or a particular fee probably will be the driving factor that makes the executive running the command

properly. This is done as an effort to meet personal or organizational interests.

#### 4) Bureaucratic Structure

Understanding of Robbins's bureaucratic structure in his organizational behavior conveys (2007; 18) defines organizational structure as determining how work is divided, divided, and formally grouped. Whereas the organization is a consciously coordinated social unit, consisting of two or more people, and functions on a relatively continuous basis in order to achieve a series of common goals.

Although the sources for implementing a policy are sufficient and the implementers (*implementors*) know what and how to do it, and have the desire to do it, Edward III in Widodo (2010: 106) states that "policy implementation may still not be effective because of inefficiency bureaucratic structure ". This bureaucratic structure according to Edward III in Widodo (2010: 106) includes aspects such as bureaucratic structure, division of authority, relations between organizational units and so on.

#### 5) Youth

Youth are individuals who when viewed physically are experiencing development and psychologically are experiencing emotional development, so that young people are human development resources both now and later that will replace the previous generation. Youth is an individual with a dynamic character, even turbulent and optimistic but has no stable emotional control. Youth face a period of social and cultural change.

There are many definitions of youth, both physical and psychological definitions of who are worthy of being called youth and whether youth are always associated with enthusiasm and age . According to Hasan Alwy 2000 ; 847 ) and Poerwadarmita (1986) Darlan (2011) the young man is "a man, teenager, cadet, who will be the leader" The young man who is named according to the author is not limited to you men but even young women enter. It is realized or not that youth acts as a substitute for the previous young generation.

### III. RESULTS AND DISCUSSION

#### 1. Implementation of Regional Regulation No.12 of 2017 concerning Youth in the Delivery of Youth Services Based on the Study of the Concept of Theory of G. Edwards III in the Province of West Sumatera.

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public policy cycle, policy implementation is a very important stage. Implementation is often seen as merely an implementation of what has been decided by the legislature or decision makers, as if this stage is less influential. But in reality, the stages of implementation become so important because a policy will not mean anything if it cannot be implemented properly and correctly. In other words , implementation is a stage where a policy is carried out maximally and can achieve the objectives of the policy itself. Based on the results of research through interview methods that researchers have done directly that after the issuance of Regional Regulation No.12 of 2017 concerning youth, then the implementation was seen with the theory of Charles G. Erdrads III, where at this stage the author saw that at that stage the results of his interview were found namely the Socialization Stage, and the Service Provision Phase.

#### A. Communication

Based on the Edward III Policy Model theory above, the authors will describe it one by one in more detail, including:

##### 1. Communication relating to:

- a) Implementor from the Regional Regulation No. 12 of 2017 concerning Youth is the Head of Service, the secretariat supervising the Head of Subdivision, the sub-directorate oversees the section head and all employees who work at the Youth and Sports Agency of West Sumatra Province. As for the target group of the West Sumatra Provincial Government Regulation No. 12 of 2017 concerning Youth is to all youth and Youth Organizations in West Sumatra.
- b) Socialization of the Regional Regulation of the West Sumatra Provincial Government No 12 of 2017 concerning Youth, carried out through the method of caramah and counseling. Then socialization is also carried out by informing the internet media through the Infirmal network data and laws of West Sumatra provincial government. While the level of intensity of communication carried out at the Department of Youth and Sports can be maintained, because the Head of Youth and Sports Service always routinely tells all employees that every activity must be refer to Regional Regulation No.12 of 2017 concerning Youth.

## B. Human Resources

According to Henry Fayol in Mondy (1993: 362 and 376), said that the division of work / tasks must be adjusted to the ability and expertise so that the implementation of work goes well. Therefore the placement of employees must use the principle "*The Right Man In The Right Place*", division of labor must be rational / objective.

In the results of interviews with researchers and documentation studies that Based on the Documents List of Employees of the Department of Youth and Sports of West Sumatera, in terms of human resources all employees have positions starting from the head of department, secretary, sub-section head, field head, section head, on average already have undergraduate and postgraduate / master level education, but in terms of division of labor (duties and functions) have not been adjusted to the ability and expertise so that the implementation of work does not go well.

## C. Disposition (Implementing Attitude)

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## D. Bureaucratic Structure

According to Edward-III that in addition to communication, resources and disposition factors, the bureaucratic structure is a facto important fourth in the implementation of a public policy/ program. This bureaucratic structure includes two important aspects, namely the mechanism or standard of implementation procedures (*standard operating procedure* or SOP), and organizational structure or division of labor. Edward III said, "the implementers of policies / programs may already

know what they have to do, and they have sufficient attitudes and resources to implement policies, but they may be hampered in implementing policies by prominent bureaucratic structures, namely standard procedures implementation (SOP) and division of labor "(Rusli, 2013).

## 2. Constraints that affect the implementation of the George C. Edwards III concept theory study on Regional Regulation No. 12 of 2017 concerning Youth in providing youth services in West Sumatra and Efforts to overcome obstacles.

Human resources or so-called HR is the potential possessed by humans to realize their role as adaptive and transformative social beings who are able to manage themselves and all the potentials contained in nature towards achieving prosperity in a balanced and sustainable life. However, in the practical sense of everyday HR is more interpreted as an integral part of the system that forms an organization.

Human resources relating to the adequacy of both the quantity and quality of the implementor or the implementer of the policy / program, which can cover all target groups . While financial resources concerns the availability or adequacy of funds for a policy or program (Edward III in Nugrono, 2009). In research this ability of human resources in quantity is seen from the adequacy of the number of employees of the Department of Youth and Sports of West Sumatera Province for the implementation of service tasks ; while the ability of the resource is in terms of quality seen from the level of education and the level of understanding of work tasks and skills possessed so that the implementation can be realized related to the implementation of policies.

### a) Availability of reliable human resources

This means that there is a need for active, creative and innovative human resources in carrying out a program determined by Agency.

And start thinking in increasing the ability and work of the brain itself because there are no humans whose resources are limited because what starts to be creative will definitely get excessive abilities. Means as a human being, he will not surrender to the things that other people or institutions do to his life.

**b) The essence of cooperation is needed**

The close cooperation needed is whether all parties involved in cooperation have been an assembling product, and if it is associated with efforts that have been made in overcoming efforts in the post-implementation of regional regulations No.12 of 2017 concerning youth in the provision of regional service in West Sumatera it's between:

- 1) Improvement of socialization / communication between related parties regarding the implementation of Regional Regulation No. 12 of 2017 concerning youth with other institutions both government, private and youth organizations.
- 2) The socialization carried out in the implementation of Regional Regulation No.12 of 2017 concerning youth should have to involve all sectors and provide understanding for all youth organizations to understand the rules that have been made properly.

**IV. CONCLUSIONS AND RECOMMENDATIONS**

**1. Conclusion**

Based on the results of the findings and the results of the discussions that have been conducted with regard to the concept of George Edwards III in the implementation of policies at the Department of Youth and Sports of West Sumatera Province, it can be concluded as follows:

- 1) Implementation of Regional Regulation Policy Number 12 of 2017 concerning Youth in the provision of youth services in West Sumatera based on the study of the theory of George C. Edwards III has not been implemented well. This can be seen from the results of the research:
- 2) Based on the theory of Gorge Edward III on the Implementation of Regional Regulation Policy No.12 of 2017 concerning youth in youth services there are still a number of things that still need to be improved and improved, namely from communication between the government and target so that youth services can run in accordance with program programs that has been communicated.
- 3) Constraints and factors that influence the implementation of Regional Regulation No.12 of 2017 concerning youth in the provision of youth services consist of several factors as follows: a) Human Resources (HR), human resource

capabilities for the implementation of the youth service program of the Department of Youth and Sports of the Province of West Sumatera both in terms of quantity and quality are felt to be adequate, b) Facilities and infrastructure in providing services, facilities and infrastructure as well as human resources at the Department of Youth and Sports are still inadequate in serving youth organizations or youth services. C) Low interest and knowledge of youth so that this becomes an obstacle in the implementation of policies, especially studies in George C Edwards' concept theory, especially in the form of communication and coordination.

- 4) Efforts are being made to overcome the obstacles to the implementation of the Regional Regulation No. 12 of 2017 concerning Youth in the delivery of youth services in West Sumatera by carrying out increased capacities of human resources for the Department of Youth Sports, enhancing the development of its competencies through education and training in human resources, and providing increased youth capacity.

**2. Suggestion**

Based on the results of the study, the researcher provided input on the following suggestions:

1. In implementing regional regulations with the concept of George Edwards III on policy, it can assist in the implementation of youth service policies in accordance with Regional Regulation No 12 of 2017 concerning Youth at the Department of Youth and Sports.
2. Hopefully all important aspects in order the effective implementation of youth service policies / programs (communication, resources, position, and bureaucratic structure) still needs to be improved at the Department of Youth and Sports of Sumatra Bara Province, especially in the field of communication
3. As a form of advice to the West Sumatera Provincial Government to increase the budget allocation for youth services programs need to be increased so that the youth service program can reach all youth organizations at the West Sumatera Province level.

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