Implementation of Road Infrastructure Development Program in East Lombok Regency (Study at the East Lombok Regency Pupr Service)

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Article Info	Abstract
Article history: Received : 19 March 2024 Published : 31 March 2024 **Keywords:** Program Implementation, Road Infrastructure Development	*This research is entitled Implementation of the Road Infrastructure Development Program in East Lombok Regency. The aim of this research is to find out the extent of the implementation of the Public Works and Spatial Planning Service program in Road Infrastructure Development in East Lombok Regency. The research method used is descriptive qualitative with data collection techniques through observation, interviews, documentation and triangulation. Informants in this research included various related parties, ranging from officials from the Public Works and Spatial Planning Department to the general public. The data obtained was analyzed through data reduction techniques, data presentation, and drawing conclusions. The research results show that the implementation of the road infrastructure development program in East Lombok Regency by the Public Works and Spatial Planning Service has not gone well. Communication is still lacking, as can be seen from the lack of response to community proposals, resources, especially in terms of budget and human resources, are still an obstacle, even though the disposition of the Department is considered good. The bureaucratic structure is also considered not optimal because there are still damaged and potholed roads.*

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1. INTRODUCTION

With increasing activity in people's social life, the role of roads is increasingly important. Today, roads are not only used to facilitate the movement of people, goods and services, but are also closely related to aspects of social, economic, cultural and environmental life. Efforts to develop roads using a regional development approach are crucial for achieving balance in the allocation of development funds between regions, strengthening national unity, and forming a spatial structure that supports the achievement of national development targets. This concept is regulated in the Minister of Public Works Regulation Number 13/PRT/M/2011, which outlines procedures for road maintenance and administration of national, provincial and district/city roads. Furthermore, this regulation provides space for community participation in road maintenance, as long as it does not disturb the public interest.

The success of implementing a policy can be assessed from the process and the achievement of the desired final goal. This concept is in line with the views of Meriee S. Grindle (1980) who states that evaluation of implementation success can be seen from two things: first, the extent to which the program is carried out in accordance with the plan that has been set, and second, whether the program objectives are achieved. This opinion is taken from the book "Basics of Public Policy" by Leo Agustino (2012: 139), and quoted in a journal discussing the Implementation of the Road Maintenance Program in the Public Works and Spatial Planning Service (PUPR) Regency of Pandeglang [1]

East Lombok Regency is located in the eastern part of Lombok Island, West Nusa Tenggara Province, Indonesia, and is included in the Level II Region or district category.

The capital of East Lombok Regency is located in Selong sub-district. The total length of roads owned by East Lombok Regency reaches 1,018,835 kilometers. This district is divided into 21 sub-districts, 15 sub-districts and 239 villages. Based on the results of initial observations and investigations at the East Lombok Regency PUPR Service, road conditions in East Lombok Regency were divided into three categories, namely heavily damaged, moderately damaged, and good. Roads that are classified as moderate and good are considered to be stable, while those that are heavily damaged are considered to be unstable. During this four-year period, the percentage of road stability conditions has changed. In 2018, of the total length of 1,018 kilometers of district roads, only 47 percent were classified as being in good condition. In 2019, this figure increased to 52.71 percent, and in 2021, it increased again to 67 percent. However, the steady improvement in road conditions in 2020 experienced obstacles due to the impact of the Covid-19 pandemic. Furthermore, in 2022, around 90 kilometers of roads in East Lombok Regency will be repaired with hot mix. This repair process is still ongoing and is expected to be completed in December. If this project is completed in 2022, the total length of roads in good condition in the district could reach around 80 percent or more than 780 kilometers. East Lombok Regency has the longest district roads compared to other districts or cities in West Nusa Tenggara Province.

In principle, the existence of quality infrastructure in an area can be an indication of good economic conditions. On the other hand, if the infrastructure in an area is not good, usually the economy will also tend to be less good. Infrastructure development has a big influence on the economic growth of a region. According to research conducted by Warsilah and Ahmad (2015), road infrastructure has a significant impact on the economic growth of a region. The better access to road infrastructure, the smoother the mobility of people and the flow of goods, which will ultimately result in increased economic growth.

Based on this statement, the author would like to review the implementation of the Road Infrastructure Development Program in East Lombok Regency, by looking at the actual situation in the area. The author realizes that there are still many roads that have not received attention and that many are still damaged and have not been repaired. Therefore, this research is considered important to provide recommendations to the East Lombok Regency Public Works and Spatial Planning Department so that the development of road infrastructure which is still neglected can become a priority. The main reason for this research is to increase travel time efficiency on long journeys, ensure better accessibility between producers and supervisors, and improve the smooth running of community activities within the city.

FORMULATION OF THE PROBLEM

Based on the background description that has been put forward, the formulation of this problem is: implementation of the Road Infrastructure Development Program in East Lombok Regency.

2. REVIEW OF RELATED REFERENCES
1. Understanding Program Implementation

Implementation comes from English which means "implementation". Implementation is considered the main manifestation and a very determining stage in the policy process. This view is reinforced by Edwards III's (1990) statement that: "Without effective implementation, policy makers' decisions will not be successfully implemented."

Next, Grindle (in Winarno 1996) expressed his views on implementation by stating that: in general, the function of implementation is to build relationships that facilitate the achievement of policy objectives as a result of government activities. Daniel Mazmanian and Paul A. Sabatier (1983) explain the meaning of implementation as "the

implementation of basic policy decisions, which often take the form of legislation, but can also take the form of significant executive orders or decisions of judicial bodies." Usually, these decisions identify problems that need to be addressed, clearly define the goals or targets to be achieved, and formulate various ways to organize or regulate the implementation process [2]

Implementation is an activity that is visible after a valid directive is issued from a policy which includes efforts to manage inputs and outcomes for the community. Implementation is a dynamic process, where policy implementers carry out an activity or activities, so that in the end they will get a result that is in accordance with the goals or objectives of the policy itself.

Meanwhile, according to Jones (1984), the definition of the program itself is a method that is approved to achieve goals. So, this understanding illustrates that the program appears in the Ministry/Agency Strategic Plan or Government Work Plan (RKP) (Wirdaynti, 2021:10).

1. Implementation Perspective

Experts have identified three phases in policy implementation research. According to Goggin (1986 in Parawangi, 2011), the first phase is to review everything that can contribute to further development. The second phase involves research strategies with "top down" and "bottom up" models. The third phase involves systematic testing based on comparative and statistical research designs.

DeLeon (2002) also expressed a similar view to Goggin, dividing approaches to implementing public policy into three generations. The first generation, in the 1970s, highlighted policy implementation as a problem between policy and implementation. The second generation, in the 1980s, emphasized a "top-down" approach to policy implementation, while a "bottom-up" approach also emerged. The third generation, in the 1990s, emphasized the role of behavioral factors in the success of policy implementation, as well as the emergence of a contingency or situational approach in policy implementation.

Although deLeon expressed concern that the study of policy implementation in the 2000s had reached a certain point, in fact, the study was not at a stopping point. The influence of various scientific disciplines has contributed to the study of policy implementation, bringing practical implications. Furthermore, the latest development is the Fourth Generation, where management, especially business management, has had a significant influence in the development of policy implementation models that recognize the importance of policy formulation, the implementation process, and the impact of the results of these policies.

2. Policy Implementation Model
 1) Model George C. Edward III.

[3] explains that this model is called Direct And Indirect Impact On Implementation. According to Edward, there are 4 things that really determine policy, namely: (1) communication (2) resources (3) disposition (4) bureaucratic structure. The George C. Edward III model can be seen in the following image.
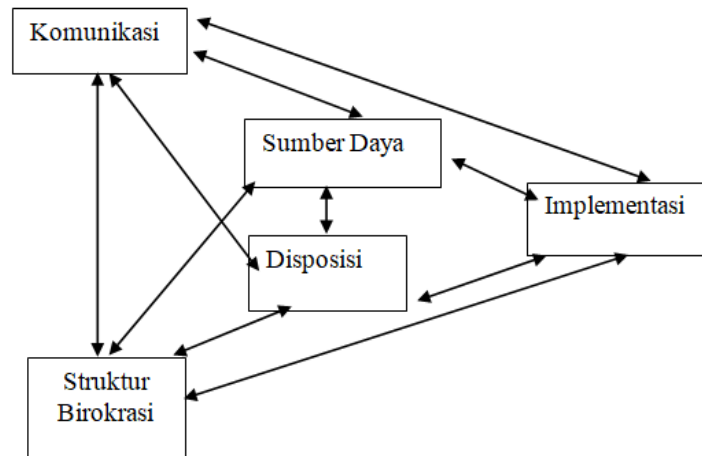
a) According to Edward in Budi Winarno (2007: 174) communication is concerned with how policies are communicated to organizations or the public and the attitudes and responses of the parties involved. Meanwhile, the definition of communication itself is the process of conveying information from communication to the communicant.

b) Resources, resources are an important factor in implementing public policy. Resources include human resources, budget resources, and facility resources. Human resources are concerned   implementing skillspublic policy to implement policies effectively.

c) Disposition, is a character or characteristic   which are owned   by implementor. Disposition determines the success of a policy implementation. If the implementor has a good disposition then he will be able to carry out the policy well as desired by the policy maker.

d) Bureaucratic Structure, there are two main characteristics of bureaucracy according to Edward, namely basic work procedures or often referred to as Standard Operating Procedures (SOP) and fragmentation (Winarno, 2014: 206). A good SOP is one that includes a framework that is clear, systematic, not complicated and easy for anyone to understand because it will be a reference for the implementor's work.

Understanding of Road Infrastructure Development

a. Infrastructure

Infrastructure is not something foreign to the public's ears. "Infrastructure" refers to the physical systems that provide transportation, water, buildings, and other public facilities needed to meet basic human needs economically and socially. Infrastructure:" the basic elements of a city; the main building of an activity; activity support buildings". Decree of the Minister of Public Works No. 378/1987 concerning Indonesian Building Construction Standards, "Environmental Infrastructure is roads, drinking water channels, waste water channels, rain water channels, waste disposal, electricity networks." Six broad categories of infrastructure (Grigg, 1988):

1) Road group (road, highway, bridge);
2) Transportation service group (transit, rail, port, airport);
3) Water group (clean water, dirty water, all water systems, including waterways);
4) Waste management group (solid waste management system);
5) Group of outdoor sports buildings and facilities;
6) Energy production and distribution group (electricity and gas);

Basically, highway construction is the process of opening up traffic space that overcomes various geographic obstacles. This process involves shifting the surface of the earth, building bridges and tunnels, and even diversionsvegetation. (This may involve clearing forests). Various types of road building machines will be used for this process. The surface of the earth must be tested to see its ability to accommodate the vehicle load. Next, if necessary, the soft soil will be replaced with harder soil. This soil layer will be the base layer. Next on top of this base layer will be coated with another layer called the surface layer. Usually, the surface layer is made with asphalt or cement.

b. Road

Referring to the Republic of Indonesia Law, number 38 of 2004, article 1 paragraph 4. Roads are land transportation infrastructure which includes all parts of the road, including complementary buildings intended for traffic on the ground surface, above the ground surface, below the surface land and/or water, as well as above the water surface, except railway roads, truck roads and cable roads.

3. RESEARCH METHOD

The research uses qualitative research to describe or describe phenomena according to the research object regarding the road infrastructure development program in East Lombok Regency. This research uses a qualitative descriptive research type where this type of research clearly describes the road infrastructure development program in East Lombok Regency. This research uses the George C. Edward III Model as policy implementation.

Data collection techniques are the most strategic step in research, because the main aim of research is to obtain data. Without knowing data collection techniques, researchers will not get data that meets the established data standards (Sugiyono 2013:62). (Wirdayanti; 2021). In this research the author used data collection techniques, namely:

1. Participant Observation

Nasution (1988) stated that observation is the basis of all science. Scientists can only work based on data, namely facts of the real world obtained by observation. Where researchers go directly into the field to collect the necessary data.

2. Interview

Esterberg (2002) defines an interview as a meeting between two people to exchange information and ideas through questions and answers, so that meaning can be constructed on a particular topic. For example, conducting interviews with East Lombok PUPR department staff such as the Head of Roads and Bridges, Head of Road and Bridge Construction and District Inspectorate as well as road users.

3. Document

Documents are records of past events. Documents can be in the form of writing, images, or monumental works by someone. Documents in written form, for example diaries, life histories, stories, biographies, regulations, policies. Where Researcher 5 collects data via the internet, theses, and proposals and journals as needed. Such as taking data from the 2018-2023 East Lombok district medium-term development plan and the East Lombok district Strategic Plan.

4. Triangulation

In data collection techniques, triangulation is defined as a data collection technique that combines various existing data collection techniques and data sources.

Data analysis technique

The data analysis technique used in this research is interactive model data analysis (Miles and Huberman 1984 in Sugiyono 2013:91-99), as follows:
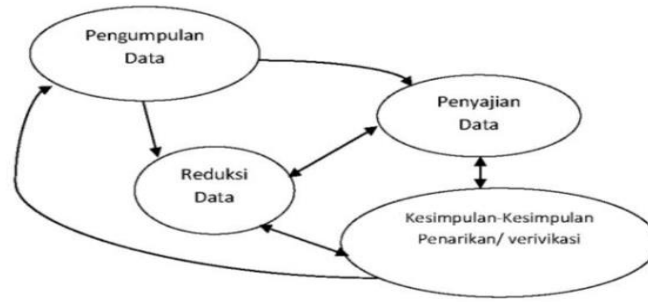
1. **Data reduction (data reduction)**
   Data reduction is the process of selecting or simplifying raw data that has been collected by creating abstractions.
2. **Presentation of data (data display)**
   Data presentation is the process of presenting data that has been reduced to the form of narrative text descriptions of practical forms of social behavior in society.
3. **Withdrawalconclusion and verification (Conclusion Drawing/verification)**
   Drawing conclusions and verification is the final process, namely concluding data that has been simplified.

4. RESEARCH RESULT

The focus of this research uses Edward III's theory, namely that this research wants to know why the implementation of the East Lombok Regency Public Works and Spatial Planning Service program in road infrastructure development is not implemented well. By using Edward III's theory or George C. Edward III's model to explain the success of policy implementation.

Policy implementation is seen as a method or method flow of implementation of policy from the policy method perspective of social and political change, where the policies carried out by the government are intended to create improvements or changes in society as the target group. Policy implementation has an important aspect in measuring the success of a policy implementation, by looking at the following aspects:

1. Communication

Communication is one of the significant elements that influences the implementation of public policy. The success of a policy can be seen from the existing communication. Policies must be conveyed to related parties, so that the information conveyed must be accurate. If the delivery of the aims and targets of a policy is not transparent, does not provide interpretation or, moreover, the aims and targets of the policy are not known at all to the target group, then it is likely that opposition or resistance will arise from the relevant target group.

Therefore, three things are needed, namely good distribution (transmission) which will create good implementation, transparency that is accepted by policy implementers so that there are no mistakes in implementation, and stability provided by policy implementation. If what is communicated is inconsistent, it will be making mistakes in implementing the policy in question. Researchers discuss communication phenomena by paying attention to transmission and clarity which are adapted to the research results. Based on the results of interviews conducted with informants, in terms of communication from the East Lombok Regency Public Works and Spatial Planning Service, the goals and objectives of the policy must be transmitted to the target group so that it will reduce distortions in implementation, in this case the target of the policy is the community. The East Lombok Regency Public Works and Spatial Planning Department continues to strive to implement the public works and spatial planning department programs optimally in accordance with community expectations.

In connection with the results of observations made by researchers that the implementation of the East Lombok Regency Public Works and Spatial Planning Service program in road infrastructure development has been carried out but has not been maximized because the budget is limited so that not every proposal proposed by the community is followed up because it is limited and development Road infrastructure uses a priority scale which is a reference in the road infrastructure development program in East Lombok Regency.

2. Resources

Resources are an important element in the implementation of public policy. Resources include human resources and budget resources. Human resources relate to the skills of public policy implementers to implement policies effectively. Georg Edward (in Tangkilisan, 2003:55-88) said that resources are good in terms of human resources, budget and facilities. Human resources in an organization are important. Staff availability and quality in this research is about the availability of task forces that can be used to replace certain tasks from implementors regarding the implementation of road infrastructure development programs.

Based on the results of interviews conducted with informants, budget resources for road infrastructure development depend on the amount of budget given to the East Lombok Regency Public Works and Spatial Planning Service because the supporting factor for the successful implementation of the road infrastructure development program is the funding factor. Then, human resources for implementers are still lacking, seeing as two echelon official positions are vacant and technical personnel are in positions as supervisory staff.

Based on this, it can be concluded that the implementation of the East Lombok Road District Public Works and Spatial Planning Service program. cannot run well without support from the budget. The budget provided by the central government is given to the East Lombok Regency Public Works and Spatial Planning Service and is used for all operational funds for the Public Works and Spatial Planning Service

East Lombok Regency Room. In terms of the policy for the road infrastructure development program in East Lombok, the budget obtained is still relatively small, because the Public Works and Spatial Planning Department itself does not only deal with road construction programs, so the budget obtained is distributed among other activity programs.

The availability of human resources as part of the task force implementing road infrastructure development in East Lombok Regency owned by the Public Works Department is still lacking, seen from the vacant positions of officials and technical staff for supervisors. If the implementor lacks human resources to carry out policy implementation, the policy will not run effectively and efficiently.

3. Disposition

Disposition is the disposition or character of the executor. Disposition determines the success of a policy implementation. If the implementor has a good disposition then the implementer will be able to implement the policy well in accordance with what is expected by the policy maker. Disposition plays an important role in the success of policy implementation. This is because in carrying out their duties, a person must understand and have a good view regarding the policy (Budi Winarno, 2007: 174).

Based on the results of interviews conducted with informants, the character or characteristics possessed by the East Lombok Regency Public Works and Spatial Planning Service as the implementer of the East Lombok Regency Road infrastructure development program are good because the implementor has carried out his work and responsibilities well in accordance with his duties related to the program. East Lombok

Regency Road infrastructure development, the Public Works and Spatial Planning Department itself carries out activity programs based on the available budget by looking at the priority scale.

Based on this, it can be concluded that the disposition aspect is the character and characteristics of the implementer in the construction of road infrastructure in East Lombok Regency, the Public Works and Spatial Planning Service has worked according to the capabilities he has by looking at the construction of road infrastructure which is basic infrastructure because the consequences have many positive effects. including the general public's access to growth and improvement of the community's economy and communication between sub-districts.

4. Bureaucratic Structure

Bureaucratic structure is one of the most important elements in policy implementation. According to Edward, there are two main characteristics of bureaucracy, namely basic work procedures or often referred to as Standard Operating Procedures (SOP) and fragmentation (Winarno, 2014: 206). A good SOP is one that provides a work form that is transparent, structured, not complicated and easy for anyone to understand because it will serve as a reference for the implementor's work. It is hoped that with the existence of an SOP, policy-making resources will be able to carry out their duties in accordance with the standards specified in the SOP so that it can lead to effectiveness and efficiency in performance, while the implementing organizational structure should stay away from things that are complicated, long and convoluted as much as possible.

5. CONCLUSIONS AND RECOMMENDATIONS

A. Conclusion

The conclusions from this research conducted in the field regarding the implementation of the Public Works and Spatial Planning Department program in the construction of road infrastructure in Watampone City, East Lombok Regency can be concluded as follows:

1. Communication between the Public Works and Spatial Planning Department with the community regarding the East Lombok Regency Road infrastructure development program was carried out during the musrenbang. However, it is not yet optimal because road improvement proposals are not being responded to or responded to.

2. Resources in implementing the road infrastructure development program in East Lombok Regency, human resources for implementers are still lacking, namely technical personnel in positions as supervisory staff who have educational backgrounds in civil engineering and architectural engineering. Then, budget resources for implementing the road infrastructure development program depend on the amount of budget available in the district.

3. The character disposition or characteristics of the implementor in the road infrastructure development program in East Lombok Regency, the implementor has worked in accordance with the capabilities he has and the responsibilities given in accordance with his duties and functions.

4. Bureaucratic Structure of the East Lombok Regency Public Works and Spatial Planning Service in the road infrastructure development program, implementers carry out their duties in accordance with the standards determined in the SOP so that implementation is structured and each organizational structure has a decree in their respective fields.

B. Suggestion

Based on the conclusions above, the following are input materials for the East Lombok Regency Public Works and Spatial Planning Service:

1. The East Lombok Regency Public Works and Spatial Planning Service is expected to carry out its duties and functions to build good communication with the community who are the targets/objectives of the policy so that the programs created are expected to run effectively and efficiently.
2. The East Lombok Regency Public Works and Spatial Planning Service is expected to conduct a budget revision evaluation so that the required budget is sufficient and on target. And implementer resources must be met so that the program created can be implemented well.
3. The East Lombok Regency Public Works and Spatial Planning Service is expected to implement the road infrastructure development program in order to improve the welfare of the people of East Lombok Regency.

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