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Implementation of village road infrastructure development policy using Van Meter and Van Horn models

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ABSTRACT

The researcher wants to know how far the implementation of policies in the field of road construction has been carried out by the local government and various parties involved in road construction in villages using the Van Meter and Van Horn models which are based on six variables, namely: 1). Policy standards and targets/measurements and policy objectives, 2). Resources, 3). Characteristics of implementing organizations, 4). Attitude of executors, 5). Communication between related organizations and implementation activities, 6). Social, economic and political environment. This type of research is a type of qualitative descriptive research using data collection methods through observation, interviews. Results. This research can be seen from the six variables in the Van Mater and Van Horn models on the implementation of road infrastructure development policies in subdistricts, namely the implementation of the policy has been successful. From the results of this study it is known that through the Van Mater and Van Horn models the implementation of road infrastructure development policies in sub-district has been successful. The construction of a 9.3 Km road connecting the village is almost complete. It would be nice if the construction continues until all existing access roads are good.

Kevwords:

implementation; policy; Van Meter and Van Horn models

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INTRODUCTION

One very important aspect in accelerating national development is through infrastructure development. The main role of infrastructure is as a driving force for the progress and welfare of society in the fields of economy, health, education and various other

social activities. This is because economic progress and growth cannot be separated from the existence of infrastructure such as telecommunications, sanitation, transportation and energy. Therefore, this infrastructure development becomes a strong basis for developing economic growth for the future.

If the economy of a region is supported by good infrastructure services, the economy of that region will experience very rapid improvement. Apart from that, the goods and services produced will be better (Hadi, 2006; Palilu, 2018). The village is one of the villages that is a fairly large source of rice. Road access to the village is quite worrying, especially when the rainy and dry seasons arrive. During the dry season, the roads are full of dust, making it difficult for motorists to see the road, especially motorbike riders. Furthermore, when the rainy season arrives, the roads are muddy and muddy, many vehicles fall off the road (Rahim, Al Kamil, et al., 2023).

The poor condition of roads during the rainy season has an impact on the community's economy, where there are delays in the supply of basic necessities, vegetables and fish to the village. As a result, the prices of basic necessities, vegetables and fish in the village skyrocketed. Apart from the economic sector, road access is also very important in the education, health and social sectors. In the education sector, for example, for students attending school, poor road conditions really disrupt the learning process and also endanger safety. Furthermore, difficulties in road access, especially during the rainy season in the health sector to hospitals, affect public safety. Not to mention that when the holiday season arrives, it is difficult for people to go on holiday to the city.

With the development of road infrastructure, it is hoped that road users can utilize and use roads as access to facilitate and expedite various activities such as mobilizing goods and services, marketing agricultural products, transporting agricultural products and so on (Rahim, Al Kamil, et al., 2023). The function of the road must be maintained properly through regular maintenance and maintenance of the road. This is because roads have a very important role in supporting the development and progress of social, economic, cultural, defense and security activities (Andi & Muhammad, 2020).

Community welfare, both in the socio-economic, health and improving the quality of education, can be successful and successful, one of which is due to the development of road infrastructure. Through the construction of road infrastructure, village residents' income will increase, coupled with smooth mobility of people and goods. Researchers want to know the extent of policy implementation in the field of road construction that has been carried out by the local government and various parties involved in road construction in villages using the Van Meter and Van Horn models. Which is based on six variables, namely: 1). Policy standards and targets/policy measures and objectives, 2). Resources, 3). Characteristics of the implementing organization, 4). the attitude of the implementers, 5). Communication between related organizations and implementation activities, 6). Social, economic and political environment.

Concept of Policy Implementation Policy implementation is an action taken to achieve a goal. Policy implementation is usually carried out by an individual, government institution or private sector. Implementation is related to various activities that are focused on implementing the program. In this case, an administration is needed that can regulate or organize policies, interpret and implement previously agreed policies (Rahim, Auliadin, et al., 2023). Policy implementation is a process of translating regulations into action so that in practice policy implementation can be said to be a very complex and politically charged process because there is influence from various interests (Agustino, 2016; Yuniarti et al., 2023).

According to Pulzl and Treib, the history of the development of public policy implementation has three generations of development starting from the 1970s until now (Kurniawan & Maani, 2020). We can see that the first theory of policy implementation is theory top-down or also called topdowner or fordwar-mapping is a theory of policy implementation which at that time was used as an initial milestone for implementation. This was done to answer the question of why many implementations fail and how to produce an implementation formula that has a low failure rate. Theorytop-dawn this was developed by several Wildsky scholars, From Matter and Van Horn, Mazmanian and Sabatier. Theory Top down It has shortcomings in that this theory still focuses on the perspective of policy makers and the perspective approach used is limited in time and space.

Van Meter and Van Horn Policy Implementation Model *A Model of the Policy Implementation* is the implementation of the policy formulated by Van Metter and Van Horn. Through various variables, this implementation process is an activity carried out to achieve high policy implementation performance. *A Model of the Policy Implementation* assumes that policy implementation proceeds linearly from political decisions, implementers and public policy performance (Lestari, 2015). This model explains that policy performance is influenced by several interrelated variables, these variables are (Agustino, 2016): 1). Policy standards and targets/policy measures and objectives, 2). Resources, 3). Characteristics of the implementing organization, 4). The attitude of the implementers, 5). Communication between related organizations and implementation activities, 6). Social, economic and political environment. The six variables in Van Meter and Van Horn can be seen in the figure below.

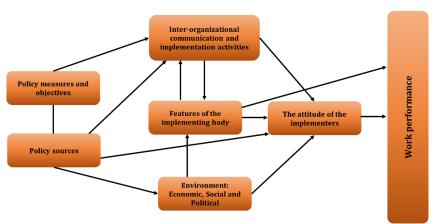


Figure 1. Variables in the Van Meter and Van Horn models

Variables in the implementation of public policy models *Van Meter* and *By Horn* explained as follows: First are policy standards and targets/policy measures and objectives, measuring the level of success of policy implementation performance can be measured through policy objectives at the policy implementing level that are realistic with sociocultural characteristics. If the size and targets of the policy to be implemented are too ideal (utopian), then the policy will be difficult to realize (Agustino, 2016). *Van Meter* and *Van Horn* stated that: "To measure the performance of policy implementation, it must emphasize certain standards and targets that must be achieved by policy implementers. Policy performance is basically an assessment of the level of achievement of these standards and targets" (Wahab & Solichin, 2012).

Second, Resources, the success of policy implementation depends on the ability to utilize available resources. Three resources that must be considered in carrying out policy implementation are human, financial and time data sources. Humans are the most important

resource in determining the success of a policy implementation. The existence of quality human resources in accordance with the work required by policies that have been determined politically is required at every stage of implementation. Financial resources determine the implementation of a policy. If financial resources are problematic then policy implementation will be disrupted or even hampered. Maulana & Nugroho (2019) emphasized that: "Policy resources (policy resources) are no less important than communication. These policy resources must also be available in order to expedite the administration of implementing a policy. These resources consist of funds or other incentives that can facilitate the implementation of a policy. Limited funds or other incentives in implementing policies are a major contribution to the failure of policy implementation." If we sort them one by one regarding the experts' formulations regarding the meaning and nature of implementation for a program, of course this paper will be very long, so on this occasion we can emphasize that implementation is a very important instrument for the government as an implementer in achieving goals and agreements, a program that has been agreed or has been formulated. In other words, the success or failure of a program depends on how successfully the program can be implemented and how big the effect is obtained from the implementation of the program (Ani & Sulistio, 2017; Limart et al., 2023).

Third, the characteristics of implementing organizations, the policy implementing agents involved include formal organizations and informal organizations. The policy implementation performance of the implementing organization is influenced by the appropriate characteristics and suitability of the implementing agents. This is related to the context of the policy to be implemented. Policy implementers are required to be strict and disciplined in several policies. In other contexts, democratic and persuasive implementing agents are needed. Determining the policy implementing agent is also influenced by the scope or size of the policy area.

Fourth, the attitude of the implementers. In the opinion of Van Meter and Van Horn, "the attitude of acceptance or rejection of policy implementing agents greatly influences the success or failure of implementing public policy" (Agustino, 2016). This is very likely to happen because the policies implemented are not the result of formulations by local residents who are very familiar with the problems and issues they are experiencing. However, public policy is usually top down, meaning it is very likely that decision makers do not know or are unable to touch the needs, desires or problems that must be resolved." The attitude of implementers is influenced by how they view and see the influence of policy, organizational interests and their personal interests. Van Meter and Van Horn explained that policy implementation begins by filtering the perceptions of the implementers and within what limits the policy will be implemented. There are three types of response elements that can influence the ability and willingness of implementers to implement a policy, including: (cognition), understanding and deepening (comprehension Knowledge understanding) towards the policy, (2) The direction of their response whether they accept, neutral or reject (acceptance, neutrality, and rejection), and (3) Intensity of policy (Pantow et al., 2018).

Fifth, communication between related organizations and implementation activities. Related and Implementation Activities Standards and policy implementation objectives must be well communicated to implementing agents. Therefore, Van Meter and Van Horn, say that: "what is the standard objective must be understood by everyone implementors (Haluana'a & Sembiring, 2016).

Sixth, social, economic, social and political environment. In assessing the performance of policy implementation, the last thing we must pay attention to is to see how successful the

policy has been. The external environment in question includes the social, economic and political environment. External environmental conditions that are not conducive can be the cause of failure in policy implementation performance. Therefore, efforts need to be made to make the external environmental conditions conducive so that policy implementation can run smoothly. Development is an effort to increase all resources through the principles of power and efficiency planned, sustainable, equitable and fair (Latif et al., 2019; Maulana & Nugroho, 2019). In Law number 38 of 2004 about roads, that road infrastructure has an important role in the field economic, political, socio-cultural, defense and security, environment, as well used to a large extent prosperity of the people. Roads as infrastructure for distribution of goods, services and humans are an important factor in life, without road access good, then all human activities in various areas of life will be hampered. Roads are a unified system network that connects and binds the entire territory of the Republic Indonesia. According to Government Regulations number 34 of 2006 explains the way based on its designation, it consists of roads special and public roads. Public roads are grouped according to system (primary and secondary), function (arterial, collector and local), status (national, provincial and district or city) and class (regulated in accordance with the provisions of laws and regulations in the field of traffic and road transportation).

From the background of the problem above, the author feels interested in conducting research with the title: Implementation of Road Infrastructure Development Policy in Villages Using the Van Meter and Van Horn Model.

METHOD

This type of research is a qualitative descriptive type of research using data collection methods through observation and interviews. This research places more emphasis on meaning. According to Moleong (2014) research location is a place or area used for research by obtaining accurate data. Determining the research location is an important stage in qualitative research, because determining the research location determines the object and objectives of the research, making it easier for the writer to conduct research. Research was conducted in several villages. Miles and Huberman stated that: "data analysis in qualitative research is carried out while data collection is taking place, and after data collection has been completed in a certain period" (Pahleviannur, 2022).

RESULT AND DISCUSSION

Study Implementation road infrastructure development policy in villages using a model Van Meter than Van Hornfocuses on six variables, namely, standards; objective; and policy targets, resources, characteristics of implementing organizations, attitudes of implementers, communication between organizations, socio-economic and political environment. Based on the findings of the research conducted, the researcher will describe the influence of the six variables in the model Van Meter than Van Horntowards the implementation of village road infrastructure development policies.

One of the policy standards, goals and targets for road infrastructure development in Gantar village, sub-district Gantar, Indramayu Regency, which is planned to be built over a distance of 9.3 km starting in 2021. In 2023, construction will reach approximately 8.2 km. The history of the construction of this road came from a proposal from the community and rice and rice entrepreneurs who wanted road access that could facilitate all activities in various areas of life. Moreover, the condition of the road, which is still rocky, worsens during the rainy and dry seasons. The roads became so muddy that many vehicles were stuck in deep holes, hampering the distribution of goods or human mobility as seen in Figure 2.



Figure 2. Road conditions after rain

During the dry season the roads are filled with thick dust because many large cars pass along the road as in Figure 3. The road in Gantar is a road that is often used by cars with large loads. These cars carry agricultural products and processed products from paddy and rice entrepreneurs in Gantar. Cars with large loads can damage roads by creating holes in the road, therefore it is important to make roads according to central government specification standards. The standard for the road being built is a road specification with number one quality, so that the road can be passed by vehicles with loads of more than 30 tonnes/car every day.



Figure 3. Road conditions during the dry season

Good quality road construction policy standards will make access for the mobilization of goods and people smoother, safety, order and security in traffic can be achieved. The aims and objectives of this road infrastructure development policy are accessibility, smooth flow of goods and people, for example facilitating access to education, health and so on. Improving the community economy by making it easier to transport agricultural products and facilitating community access to district government.

The implementation of road infrastructure development policies in villages is influenced by resources, human, financial and time. Resource humans can already be categorized as quality resources and support in policy implementation construction of road infrastructure in the village. However if seen from financial and time factors implementation of development policies There is little infrastructure in the village hampered, this is due to several things such as: (1) The funds available for road infrastructure development are used in stages in accordance with the APBD program, to manage roads that are in a damaged

condition into good conditions, and (2) the APBD is limited so that the development process adjusts to the existing budget.

The focus of attention is on implementing agents which include formal and informal organizations consisting of service Indramayu Regency public works are assisted by local residents. The characteristics of the implementing organization are very important because implementation performance is very important influenced by the appropriate and suitable characteristics of the implementing agents.

In this case, for example, the public works department of development orders regulates use budget with its UPTK, companies involved in road infrastructure development contribute to every stage of planning, construction and maintenance of roads in the village. Implementation of this road construction policy takes the form of assistance with heavy equipment, materials and funds. Based on characteristics of the implementing organization of Van Meter than Van Horn, something the implementing organization must be democratic and persuasive in implementing policies. Democratic here means in implementation implementation of agents' policies executor as community trustee carrying out policy implementation road infrastructure development in village well and adjusted to standards, goals and policy targets to be achieved. Meanwhile, persuasive here means is that implementing agents must can invite the community and parties company to maintain conditions road to remain in steady condition. In its implementation, implementation road infrastructure development policy in the village have obstacles, but overall these problems can be resolved by agents executor so there is no problem drag on.

Attitude of acceptance or rejection of the implementing agent is very influential success or failure of implementation public policy (Agustino, 2016). Attitude for executor in implementation policy road infrastructure development in the village is very support. Implementing organization carry out activities that support policy implementation through planning activities initial development by doing field survey (check road conditions), provide material contributions, heavy equipment and funding during the process road construction. Do maintenance of road segments having damaged. Implementation of policies according to Van Meter than Van Horn started filtering the perceptions of implementers. Through this perception filtering stage It is known that there are three types of response elements which can affect abilities and willingness to implement policies, including (1) Knowledge, understanding and deepening of the policy, (2) The direction of their response whether accepting, neutral or rejecting, and (3) Intensity of the policy implemented (Pasolong, 2019).

From the results of the research conducted the implementing organization has knowledge, understanding and deepening of the policy this is very good because of the agents executor completely has realized the standards and objectives of the road infrastructure development policy itself. The direction of response (disposition) from the implementing organization is "crucial". Since it was built in 2021, the length of the road that has been built until 2023 is approximately 8.2 km. This shows that the implementing organizations accept every policy implemented so that the intensity of the policy increases. Each organization has its own role and responsibility in implementing the policies that have been decided. The success of policy implementation can be seen from deep acceptance of standards and goals policies by implementers carried out with deep responsibility implement this policy (Pantow et al., 2018).

A policy can be implemented effectively, when what becomes goal standards can be understood by para *implementor* (individual organization executor). Standards and goals must be communicated to implementers. Communication within the framework of delivery information to policy implementers about what are the standards and goals must be

consistent (Kurniadi et al., 2017). Communication between organizations from information obtained from the public works department is smooth, where in the process there is regular reporting and meetings between organizations regarding the division of tasks and responsibilities also prove that there is good communication between implementing organizations in implementation. Development policy road infrastructure in the village.

Social environmental conditions in the relevant village implementation policy road infrastructure development in Villages are very involved in the implementation of policies this starts from the development proposal road, until the community obeys in use of roads for the development process the road can run smoothly. People understand its importance construction of the road for improve inner well-being various areas such as improvement in economic, social, educational, health and others. In the field politics of implementing development infrastructure walk village is a form of government presence in improving community welfare. From social, economic and political conditions, we can assess implementation performance policy road infrastructure development. So that, from the information obtained that external environmental conditions that contribute to success policy.

CONCLUSION

Policy standards and targets/policy measures and objectives: making roads with number one quality for access to the mobilization of goods and people be smoother, safety, order and security in traffic can be achieved. Goals and objectives in policy road infrastructure development: 1) for accessibility, smooth flow of goods and humans, for example making access easier education, health and others; 2) Improving the community economy by simplifying the collection of agricultural results agriculture; 3) Make it easier community access. Resources: 1) Human resources: already support policy implementation; 2) Financial resources: available, but the budget is carried out in stages every contract year; 3) Time resources: depending on the single year contract and existing financing.

Characteristics of the implementing organization. Based on the characteristics of implementing organizations from Van Mater and Van Horn, an implementing organization must be democratic and persuasive in implementing policies. Democratic here means that in the implementation of policy implementation the implementing agents as community representatives carry out the implementation of road infrastructure development policies in the village well and in accordance with the standards, goals and objectives of the policy to be achieved. Meanwhile, persuasiveness means that implementing agents must be able to persuade the public and companies to maintain road conditions so that they remain in good condition.

Communication between related organizations implementation activities smoothly. In the process there is regular reporting periodically and there are meetings between organizations regarding the division of tasks and responsibility also proves good communication between three implementing organizations.

Disposition or attitude of the implementers. From the results of the research conducted by the three implementing organizations, they have very good understanding and in-depth knowledge of the policy, this is because the implementing agents are fully aware of the standards and objectives of the road infrastructure development policy in the village, which has been the community's ideals and hopes for a long time. The implementing organizations accept every policy implemented so that the intensity of policy increases. Every organization has a role and respective responsibilities in carrying out policy implementation which has been decided.

Social, economic and environmental conditions are political. Social Conditions: society plays an active role in its implementation. Implementation of this policy starts from proposal for road construction, up to community compliance in use so that the road construction process can be carried out going smoothly. Society understands the importance of building this road to improve welfare such as improvement in the economy, health, education, sociocultural public. In the political field, the implementation of road infrastructure development in villages is the existence of the presence of the government in improving community welfare.

Judging from the six variables in the model Van Mater than Van Horn on implementation of development policies, road infrastructure in the village can be said to have been successful. So it would be good if development continues until all road access in the village is completely good in accordance with the policies that have been made.

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