



Characteristics of Implementing Organizations in the Implementation of Investment Policy (Case study in Garut Regency)

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ABSTRACT:

The Endowment Development Strategy paradigm is one of the keys to success in carrying out development in our country. In the principles of the Endowment Development Strategy, one way to market the regional economic power is by opening up investment opportunities. However, the reality that has occurred regarding the development of investment in various regions (especially in Garut Regency) is still very far from expectations, where investment interest with investment realization is still far from the targeted figure. As for the purpose of this research is to find objective facts in the hope that the results of the research can be accepted as the truth. The research method used is a qualitative approach method with the object of institutional research, as well as the unit of analysis in this research is the DPMPT and other related Technical Services. The data analysis technique uses the triangulation method by synchronizing the data obtained among one informant and other informants. The results of the study show that existing SOPs at other Technical Services have not been integrated into the DPMPT so that they are still implemented partially. Based on field results there are still problems related to delays in issuing permits, this shows that the principle of excellent service, service that is fast, precise, certain, efficient and effective in accordance with the principles of good governance have not been maximized. The characteristics of implementing organizations in Garut Regency are still relatively weak, this is indicated by the unpreparedness of the human resources of the policy implementer, this is proved by the lack of understanding of the main tasks and functions (TUPOKSI) as well as Standards and the objectives of the policy itself. Based on this research, it is suggested that the implementing apparatus in the field should be involved in technical meetings in the context of integrated licensing services in order to understand the real purpose of the integrated licensing services policy. Building good and effective communication so that policy implementers have the courage to ask superiors about things they do not understand, especially about the objectives of the policies being implemented, the leaders must display a more responsive attitude, not arrogant and not authoritarian.

Keywords: Implementing Organization, Policy Implementation, Investment



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INTRODUCTION

Based on what is mandated in the Law on Regional Autonomy, namely that is written in law number 32 of 2004 and the Law of the Republic of Indonesia number 23 of 2014. The law

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regulates the authority of regional government in managing and improving each regional potential to develop their respective regions ([Aziz, 2016](#); [Mardiasmo, 2018](#); [Setiawan & Alamsyah, 2015](#)).

If we look at the meaning of the Endogenous Development Strategy that is harmonized with the Endowments factor, namely development capital, it means that the term aims to create a strategy that will strengthen the development of natural resources that is combined with the sustainable strength of human resources so that they are able to explore and discover potentials that owned by an area ([Marwayani et al., 2020](#); [G. Peng & Turel, 2020](#); [Setiawan & Alamsyah, 2015](#)). Exploring this potential is very important, so it will be able to have selling power to increase the economic capacity of an area where one of the ways is to open up investment opportunities. Because investment can produce good side effects for the area on an ongoing basis ([Elavarasan et al., 2021](#); [Sahbaie et al., 2022](#); [Widiani, 2021](#)).

The paradigm of the endowment development strategy is one of the keys to success in carrying out development in our country if the development is carried out according to a straight corridor referring to existing policies, the development of an area must be adjusted to the potential that exists in the area, meaning that economic development is carried out based on natural forces and the quality of human resources in the area so that most of the results will return to the area itself ([Liu et al., 2022](#); [W. Peng et al., 2022](#); [Susilowati, 2015](#)).

If we observe what is mandated in the Law on regional government and what is contained in the principles of the Endowment Development Strategy, one of the ways to market the regional economic power is by opening up investment opportunities ([Wang, 2022](#)). However, what has become a reality regarding investment developments in various regions is still very far from expectations, where investment interest with investment realization is still far from the targeted number ([Cai et al., 2022](#)). This shows that there are still obstacles in terms of investment with other investors. Based on the previous studies, this obstacle happened one of them is in implementing the policies that had been prepared by the government, this incident can be seen from existence of inconsistencies related to the Main Duties and Functions of the Service which handles licensing issues in Garut Regency in this case is by DPMPT, we can see in terms of licensing bureaucracy, where the bureaucracy that happens is complicated bureaucracy and has a long path so that it has an effect on the high cost of permits ([Prasetio et al., 2021](#)). Whereas what is mandated in policies related to investment is, where the licensing process must be carried out as simply as possible with clear SOPs / guidelines, what is found in the field is the out-of-sync information conveyed concerning rules or costs incurred by other technical services, this will have an embarrassing effect on investors in investing in the area, because of the implementation of the policy and the ambiguity of the implementing organization ([Lestari et al., 2020](#); [Permatasari, 2022](#)).

If we look at the problems that happened in Garut Regency, investment realization showed developments that were still fluctuating. In 2015 investment realization grew by 4.92%, in 2016 it was 43.33%, in 2017 it was 15.69%, in 2018 it was 12.80% and in 2019 grew by 10.83%.

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An illustration is obtained that the development of investment realization from 2011 to 2016 had fluctuated in all sectors. The tertiary sector is the biggest contributor in investment realization in Garut Regency. Meanwhile, the secondary sector or in this case the manufacturing sector has not given significant contribution to the total regional investment realization except in 2015 which contributed 41.66% of the total investment realization. Then in 2016 it dropped again and only contributed 6.56% of the total investment realization in 2016. Of course this must be thought by the Regional Government of Garut Regency, especially DPMPT to increase investment realization in the secondary sector. Considering that this sector is the sector with the greatest added value compared to other sectors, a number of strategies and strategic steps for the Regional Government are needed to overcome this problem ([Ardiyati, 2018](#); [Hakim et al., 2021](#); [Permatasari, 2022](#)).

If we look at the gap within the year of 2015-2020, in term of macro, investment interest with investment realization is still far from what is wanted, which we saw in the last year, namely 2016 where investment interest reached approximately 3 trillion, while the realization in 2016 was only reached approximately 1 trillion. This is a homework from Garut Regency government to continue increasing the competitiveness of investments in Garut Regency.

It was acknowledged by the regional government of Garut Regency, according to the results of an interview with one of the DPMPT who has a position as a policy maker, that one of the obstacles in terms of increasing this investment is the problem of licensing services. The PTSP implementation mechanism cannot be separated from the role of the related technical service, even the decision to issue a permit depends on the technical team of the related service ([Listantari et al., 2022](#); [Permatasari, 2022](#)). The technical team formed by the district head has not been able to speed up the service process, as in the example described above regarding the investment of licensing mechanism that must go through 6 related technical offices. This is because each technical service representative continues to return decisions to the respective technical service mechanisms. This can be seen and one of them is from the mechanism for managing investment permits. Based on these problems, if we observe the role of institutions that are very decisive in simplifying the licensing mechanism in Garut Regency, there are several variables that influence institutional factors that encourage the carrying capacity of regional economic growth and investors interest' in investing in the regions, namely legal certainty accompanied by law enforcement, support from policy agents, regional policies and regional regulations as well as budgeting factors ([Winarno, 2007](#)).

Since 2014 the central government has announced 3 packages of changes in economic policy, which are aimed to increase investment, including changes to simplification of permits. Licensing in Garut Regency has a very important role. This is adjusted to the vision that is owned by Garut Regency. Licensing is an investment entry point that should be an important priority for the region. Seeing the various existing data, it can be concluded that one of the problems that become a factor causing the low performance of DPMPT in the field of licensing services in Garut Regency is because the implementation of investment policies in Garut Regency has not been supported by the arrangement of mechanisms and procedures, authority and hierarchy, as well as structuring employees who support the implementation of policy implementation. Based

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on the facts described above, the researchers also mapped previous research, based on the Systematic Mapping Study, in this mapping process the researchers obtained 107 articles that met the inclusion criteria based on database searches from Scopus, the Indonesian Public Index and the Unpad library.

After mapping the 107 articles by searching the Scopus database, IPI, Unpad Library, the researcher found 17 articles which were the results of previous research which had similarities to what is being researched in this article, however there was only 1 that specifically discussed institutional aspects. Articles, and there are 9 articles that discussed about the Implementation of Investment Policy and there are 7 articles that are related to the role of management in investment. This article is very relevant to be used as a theoretical basis for realizing ideal institutions in the field of investment, because in realizing ideal institutions it is supported by good management and strengthened by policies in investment.

However, based on a review of previous research, research related to institutional aspects in the implementation of investment policies based on the results of the mapping only found 1 article, this shows that studies on institutional aspects are still rarely carried out. Based on that matter, it is necessary to conduct research on institutional aspects in investment. If we study in the journal about the institutional aspect mentioned, that if we take an analogy that this institutional aspect is like blood circulation in the human body. So it is very important if we do research on how to create good institutions ([Ribowo, 2018](#)).

Based on what is mandated in Presidential Regulation No. 97 of 2014 that licensing and non-licensing management must be carried out in one place, regarding the provision of excellent service by State Apparatuses must be carried out by means of:

1. Development of efficiency standards measurement,
2. Improving procedures and organizational rational work procedures that are more efficient and effective in proactive operational management,
3. Develop and utilize effective coordination mechanisms,
4. Control and simplify the bureaucracy with management by exception and minimize body contact in services, control, and simplification of permits and regulations that need more attention in terms of investment, business activities, land and building management and the smooth flow of goods ([Ardiyati, 2018](#); [Riofita, 2018](#)).

Based on the research background above, therefor the researcher wants to research the process of realizing the ideal institution at DPTPM of Garut Regency to implement investment policies with a one-door integrated approach, this is very interesting to study by giving the title **“Characteristics of Executing Organizations in the Implementation of Investment Policy” (Case study in Garut Regency)**.

METHOD

Research about Implementing Organizational Characteristics in the Implementation of Investment Policy starts from the gap between investment interest and investment realization in

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Garut Regency which has been described by the author in the previous chapter within the year of 2015-2020. Based on that phenomenon, it shows that the government of Garut Regency in attracting as many investors as possible in accordance with the existing resources has not been maximized. There are several possible reasons for the delays in attracting those investors, namely: 1). Institutional factors; 2). Socio-political factors; 3). Regional economic factors; 4). labor and productivity factors; 5). Physical infrastructure factor. Therefor based on those things, what researchers will examine are institutional factors related to the characteristics of implementing organizations in implementing policies.

In reviewing institutional factors, the writers conducted this research, because with good institutions, the implementation of policies related to investment will run well. The phenomenon that happened in Garut Regency related to investment has not been maximal, and this phenomenon is trying to be explained with the help of institutional theory and the concept of investment which will assist researchers in conducting an analysis of institutional aspects, besides it is also assisted by other sciences such as sociological theory which deals a lot with institutional aspects and economics which will discuss investment ([Earl & Hall, 2021](#); [Styhre, 2019](#); [Van Meter & Van Horn, 1975](#)).

From the formulation of the problem or research question that has been determined based on the desire of the researcher to obtain data as a whole, the researcher uses a qualitative research method, namely by collecting detailed information by prioritizing in-depth mastery of the problem under study.

The qualitative method was chosen because it is able to describe complex settings and interactions, explore types of information, and describe phenomena, understand process, and obtain clarity on the meaning of each pattern of behavior shown by actors formulating policies and implementing policies in the implementation of decentralization of investment ([Creswell, 2017](#); [Moleong, 2018](#); [Sugiyono, 2022](#)). The data and information needed in this research are related to the symptoms, data, and facts of the government in the administration of investment decentralization in Garut Regency as the research locus.

The object of this research is the Institutional Aspect. The institutional aspect is related to characteristics of implementing organizations in the implementation of investment policies (a case study in Garut Regency), as for the unit of analysis as certain units that are counted as research subjects in the form of objects or people are The Investment and Integrated Services Office and other related technical services ([Arikunto, 2013](#)).

The purpose of research is to find objective facts in the hope that the results of the research can be accepted as the truth. The accepted truth is supported by a theory that can be accounted for. In conducting qualitative research, the truth must be searched to obtain certainty and authenticity. In a qualitative research, this research is the main instrument so that researchers continue to try to collect data according to the research object. The data obtained must be data that can be accounted for, where it is not enough for the researcher to just process the data, but in qualitative research, if there are results from the research that are doubtful, the researcher

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continues to process them by means of triangulation. Triangulation is data processing or data checking by using or utilizing both primary and secondary data sources. This researcher continues to process data to find the truth by conducting in-depth interviews with informants who are in direct contact with the object of research and any results obtained will continue to carry out discussions with the supervisor so that it will facilitate researchers both in the process of analysis, interpretation and gathering conclusions ([Bogdan & Taylor, 2015](#); [Creswell & Creswell, 2018](#); [Miles & Huberman, 1994](#)).

Data validation technique is done through triangulation. The triangulation technique was carried out to seek validity by synchronizing the data obtained among informants. Another thing that can be done is to use other methods, namely making comparisons between one information and other information obtained from observation or documentation. Furthermore, what researchers do to get even better data is to triangulate different data sources by examining evidence from these sources and use it to build coherent justifications for themes ([Creswell & Creswell, 2018](#)).

RESULT AND DISCUSSION

The results of research in the field show that by paying attention to the organizational characteristics of implementing an integrated licensing service policy in Garut Regency, especially in regional apparatus organizations (OPD) within the Garut Regency government, an overview of the organizational structure is obtained in the Integrated Investment and Licensing Service, as well as in other Regional Apparatus Organizations involved in the implementation of an integrated licensing service policy that are oriented towards a mechanical pattern, where the system adopted is the end-of-task system, this is what makes it appear that there is a division of tasks where an employee has the principle that his duties are more important and this has an impact on the lack of respect for the duties and responsibilities of other employees.

Like government organizations in general, in this case the assignment of tasks and responsibilities inter sectors/fields, inter departments, inter concerns, and so on is lacking in balance. In other words, there is still an uneven assignment of duties and responsibilities inter sectors/fields, inter sections, and inter concerns.

Technological support as a whole is also one of the obstacles in carrying out the tasks carried out by policy implementers in an organization, this will hinder the implementation of the task of the implementer. For example, what happened was a permit application that lingered for a long time in one section. With the implementation of an information service system and investment licensing services electronically, this can detect the course of the licensing process, and can easily detect what is the problem with the delay in the licensing and a solution can quickly be found. Another thing that can be done is to use an automated system, then the DPMPT and other technical services will quickly check if there is a delay in issuing permits, then the issuance of these permits will be carried out efficiently, transparently, quickly and precisely. In connection with the validity period of permits that have been issued, Garut Regency Government needs to

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have a database system for permit applicants and recipients, which can display an early warning for all licensing processes and permit recipients whose expiration date is 60 days ahead and what can be done is where the permit recipient can be reminded to extend it within 30 days.

Based on the results of observations at the Regional Apparatus Organization (OPD) as a technical service involved in integrated licensing services in Garut Regency, it is known that each technical service has a Standard Operating Procedure (SOP). However, SOPs have not been integrated into DPMPT and are still partial, so SOPs that exist at the empirical level are often ignored.

The achievement of a policy will be obtained through an identification of the characteristics of implementing agencies that cannot be separated from the bureaucratic structure. Characteristics and norms as well as patterns of relationships that occur repeatedly in an executive body will have both potential and real relationships in carrying out a policy, this is called a characteristic.

The organization is a system of communication networks between one another within an organization and outside the organization. In an organization, there is always social interaction to solve problems within the organization, and this interaction does not only occur within the organization, but will occur among other organizations.

The appropriate implementing agencies will also determine the performance of policy implementation. Because this is very closely related to the policy context, the policy context must be implemented consistently and precisely, it is necessary for implementing agents who really understand the contents of the policy. Implementing agents that are democratic and persuasive are needed and must also master the scope and limits of authority to implement the policy.

According to Edwards III, the two main characteristics of the bureaucratic structure are standard work procedures (SOP = Standard Operating Procedures) and fragmentation.

- 1) Standard Operating Procedures (SOP). SOPs were developed as an internal response to the time and resource limitations of implementers and the desire for uniformity in the workings of complex organizations and widely distributed. SOPs that are routine are designed for typical situations in the past that might hinder changes in policy because they are not suitable for new situations or programs. SOPs are very likely to hinder the implementation of new policies that require new ways of working or new types of personnel to implement policies. The greater the policy requires changes in the routine ways of an organization, the greater the probability of SOP hindering implementation (Edwards III, 1980: 22).
- 2) Fragmentation. Fragmentation comes from mainly from pressures outside bureaucratic units, such as legislative committees, interest groups, executive officials, state constitutions and the nature of policies affecting public bureaucratic organizations. Fragmentation is the distribution of responsibility for a policy area among several organizational units. "fragmentation is the dispersion of responsibility for a policy area among several organizational units." (Edwards III, 1980: 36). The more actors and agencies involved in a certain policy and the more interrelated their decisions are, the less likely the success of implementation will be. Edward stated that in general, the more coordination needed to implement a policy, the less chance it will succeed.

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Garut Regency has an Integrated Investment and Licensing Service (DPMPT) which has the authority or direct contact with resolving licensing issues. The formation of this DPMPT is an elaboration of Government Regulation no. 41 of 2007 about Regional Apparatus Organizations, released into Regional Regulation Number 27 of 2016 about Position and organizational structure of regional apparatuses that the Integrated Investment and Licensing Service, which has the main task of carrying out coordination and organizing administrative services in the licensing sector in an integrated manner with the principle of coordination, integration, synchronization, simplification, security and certainty. The formation of the DPMPT is one form of the efforts to improve the regulation of public service bureaucratic reform policies in the government of Garut Regency.

Based on the regional regulations of Garut Regency, the DPMPT is in charge of carrying out licensing administration services and coordinating with other technical services in an integrated manner which includes management, administration, service, monitoring, evaluation, complaint handling also supervision and control.

To carry out the main tasks mentioned above, the Integrated Investment and Licensing Service of Garut Regency, it has the following functions, such as:

1. Organizing the drafting of the Service program;
2. Organizing of administrative services and licensing development;
3. Organizing Coordination process of licensing services;
4. Organizing administration of licensing services and complaint handling;
5. Organizing monitoring and evaluation of the process of granting licensing services.

Factors that will affect the implementation of policies may have quite small consequences. Implementation of this policy is a very dynamic process. This policy implementation study must be carried out holistically so that it continues to be sustainable, because the implementation of this policy has a relationship with one another where these relationships will be identified at a certain time. The linkages between one element and another are expected to be able to describe and justify the relationship that is being studied.

For officials, the characteristics of policy implementing organizations are resource elements related to policy implementers in other organizations. In building the loyalty of policy implementers, officials at the top level can use various ways to build the characteristics of implementing organizations, namely through creation and staffing, coordination of organizational resources and services to target groups. The characteristics of the implementing organization are influenced by economic, social and political conditions so that the external conditions faced by the implementing organization will not cause instabilities.

What happened in the field, there are still problems related to delays in issuing licenses, this shows that the principle of excellent service, services that are fast, precise, certain, efficient and effective in accordance with the principles of good governance hve not been maximal, this occurred because there was an indication that there was still a low level of awareness in giving service.

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Based on the problems above, so the agency that interconnects with permits in Garut Regency shows that there are still weak characteristics of the implementing organization. The weak characteristics of implementing organizations are shown by the unpreparedness of human resources implementing policies in the government of Garut Regency. This is one of evidence related to the mentality of policy implementers who do not have the initiative to act, they are only waiting for orders from superiors, and there are two reasons why this happens. The first is because they do not understand their main tasks and functions (TUPOKSI) and the second is they do not understand the standards and objectives of the policy itself. Finally, policy implementers are not creative and responsive in accepting transformations and changes, as in the case in implementing integrated licensing service policies.

The process of policy implementation is the activity of elaborating a policy formulation that is macro (abstract) into micro (concrete) actions. Technically, the implementation process begins when the goals and objectives have been set, the program of activities has been prepared, and funds have been prepared to achieve these goals (Nugroho, 2009: 494).

Associated with the implementation of the policy of implementing integrated licensing services in Garut Regency, the unpreparedness of human resources for policy implementers in the Garut Regency Government is an attitude or habit. All this time, employees are always waiting for existing (technical) implementation instructions. So this causes them to be uncreative, difficult to accept changes in organizational structure, technology and work culture as well as in terms of implementing integrated licensing service policies.

Therefore, the efforts that need to be done by Garut Regency Government are: a) It is necessary for implementing apparatus in the field to be involved in technical meetings in the context of integrated licensing services so that they can understand the true purpose of an integrated licensing service policy. Technical meetings should not only be attended by the leader level. At least, after participating in technical meeting activities, the leader concerned must optimally transfer the results of technical meeting agreements to his subordinates by utilizing various communication channels; b) In order for the policy implementing apparatus to have the courage to ask superiors about things they do not understand, especially regarding with the objectives of the implemented policy, the leaders must display a more responsive attitude, not arrogant and not authoritarian. The attitude of an arrogant and authoritarian leader in general can cause subordinates to be reluctant to deal with superiors even though there are many things that actually need to be asked.

The success of implementing this policy, of course, depends on the implementor of the policy itself, the implementer must know what they are supposed to do. What these implementers can do is how to make a good communication, the communication that is carried out must be accurate and must be well understood by policy implementers. If this implementation goes well, the operational guidelines (juklak) and technical instructions (9 technical guidelines) must also be understood by the policy implementers themselves. The operational guidelines and technical guidelines must be implemented consistently, this will be the output that will be conveyed to the

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public. Policy implementers will feel confused if they do not understand what the operational guidelines and technical guidelines are, they will be confused about what they should do.

It is undeniable that in fact there are still policies that are issued that do not cover the interests of the community, in fact most of them do not benefit the real needs of the community and it is not surprising that when the policies were enacted they even created new problems in the community.

If the implementation instructions are not clear, then the implementers will experience confusion about what they should do. Not all public policies issued by the government so far have met the expectations of the society, even some of these policies have tended to be less profitable than the real conditions of people's life. Apart from being detrimental, the resulting policy output also tends to raise to new problems that are no less complicated.

Failure to implement policies is caused by many factors, such as the lack of intensity in conveying information properly which causes an inaccurate image, this happens both to the object of the policy and to the implementors of the policy. By still not being good at distributing information about policy objects, it will result in blurring of the contents and objectives of the policy, the firmness between rights and obligations in the policy itself. This shows clearly that the weakness lies in the resources that exist within the organization and the policy itself, indicates a very significant deficiencies or shortages concerning supplementary resources, support and so on.

More effective communication channels must continue to be built with the aim of continuing to reduce errors in conveying policy standards and objectives because this good communication channel will bring into line of communication messages and implement the right policies and will build confidence in the community.

If we want a policy to be implemented effectively the parameters are understanding what become the standards and objectives of the policy of the individuals who will be responsible for implementing the policy ([Van Meter & Van Horn, 1975](#)). Thus the standards and objectives of these policies must be understood and conveyed properly by communicating them clearly so that the implementation of these policies, both aims and standards are achieved and there is uniformity from various sources of information.

Standards and objectives of a policy will not be achieved if clarity and consistency as well as uniformity of standards and objectives are not clear. Policy implementers can know what must be done and what must be performed from the clarity and objectives of the policy. Communication is a complex problem in an organization. What always happens is the process of informing downward policies within the organization or from one organization to another, this often experiences disruption either intentionally or starting from ignorance. If we experience unequal communication sources or experience unequal interpretations towards a standard or goal, what will happen is where policy implementers will experience cases that are very difficult to carry out policies intensively.

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Communication that is built properly by policy implementers accurately and consistently, then policy implementation will run effectively. Besides good communication, doing coordination is also a powerful mechanism for implementing policies, if coordination is carried out properly, the possibility of errors in implementing policies is very small.

CONCLUSION

Based on the observations at the Regional Apparatus Organization (OPD) as a technical service involved in integrated licensing services in Garut Regency, that each technical service has a Standard Operating Procedure (SOP). However, SOPs have not been integrated into DPMP1 so they are still being implemented partially, so SOPs that exist at the empirical level are often ignored.

The results in the field showed that there were problems related to delays in issuing licenses, this showed that the principle of excellent service, services that are fast, precise, certain, efficient and effective in accordance with the principles of good governance, have not been maximized. This is due to the low level of awareness in providing service time.

The characteristics of implementing organizations in Garut Regency are still relatively weak, this is indicated by the unpreparedness of the human resources of policy implementers. One of the evidences related to the mentality of policy implementers who do not have the initiative to act, they are only waiting for orders from their superiors, which is the reason why this tends to occur in two ways. First, because they do not understand the main tasks and functions (TUPOKSI). Second, they do not understand the standards and objectives of the policy itself. Finally, policy implementers are not creative and unresponsive in accepting transformations and changes, as is the case in implementing integrated licensing service policies.

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