

Effectiveness of Implementation Teams in Enforcing Minimum Service Standards Policies in Provinces and Regencies/Cities Across Papua

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KEYWORDS	ABSTRACT
Cost-cost transaction theory; Papua land; Minimum Service Standards; Coordination	Basic mandatory affairs or better known as Minimum Service Standards are the Government's efforts in realizing community welfare through service indicators that have been determined through policy regulations, namely Education, Health, Public Works, Public Housing, Trantibumlinmas and Social. However, there are still problems in the implementation of the policy because the policy implementing actors are still not optimal in the implementation of coordination which should be represented in the SPM implementation team which is legalized through a Regional Head Decree. Tanah Papua is an object of discussion in the effectiveness of the coordination team because there are still many provinces and districts/cities that have not formed SPM implementation teams, which can be a potential problem in implementing SPM in Tanah Papua. Transaction cost theory analysis is the basis of the research, supported by opinions from Provincial and District/City stakeholders according to factual conditions in Papua. The result of this policy paper is that a strong coordination commitment and reduced sectoral ego will optimally reduce transaction costs in SPM implementation, although transaction costs in coordination cannot be eliminated but can be reduced. The policy recommendations in this paper are that Regional Heads, Deputy Regional Heads and Regional Secretaries as well as Heads of Regional Apparatus Organizations who are members of the SPM implementation team in Papua can formulate SPM policies for the people in their areas.

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Introduction

The phenomenon of public services has now changed greatly, where the community who is the object of service must be fulfilled with their basic rights. People must be able to get proper education, health services, clean water and sanitation, public order and protection, and social services (Al-Azhar et al., 2024; Amrizal et al., 2024).

These six basic service areas have been formulated in the Minimum Service Standards policy contained in Government Regulation number 2 of 2018 concerning Minimum Service Standards and Minister of Home Affairs Regulation number 59 of 2021 concerning the Implementation of

Minimum Service Standards. Both regulations elaborate the general provisions that the Government must implement.

Through the representation of these minimum service standards, the state is present in fulfilling the basic rights of the community in obtaining proper education. Health, Public Works, Public Housing, Trantibumlinmas and Social. For this reason, it is necessary to understand the application of minimum service standards by the Central, Provincial and Regency / City Governments.

Based on data processed from the Directorate General of Regional Development's e-spm, SPM implementation in 2023 nationally for all sectors amounted to 83.29%, where for 2023 the national target for SPM implementation has been well exceeded at 80%.



Figure 1. E-SPM Outcomes in 2023

Source: e-SPM Ditjen Bina Bangda in 2023

From the data shown in the figure above, it can be seen that the achievement of SPM per field is:

- Education sector by 80.58%
- Health Sector at 85.08%
- Public Works sector by 83.52%
- Public Housing Sector at 81.42%
- Field of Peace, Public Order and Community Protection 85.78%
- Social Sector by 83.38%

From the achievement of the implementation of Minimum Service Standards, which are mandatory basic services for each Province and Regency / City in accordance with their authority, there are still several problems that often occur, such as cross-sectoral egos that affect the understanding of the implementation of the four stages of implementing Minimum Service Standards, namely the stages of data collection, calculation, planning and budgeting, and implementation. This cross-sectoral ego obstacle factor in SPM will be the topic of discussion and analysis to provide a recommendation for better implementation of SPM implementation.

Research Methods

The method used in the preparation of this *Policy paper* is through a qualitative approach, which is carried out through data and information collection methods through literature review and policy review, observation and *stakeholder* opinion surveys where survey techniques are carried out both primary data and secondary data (O’leary, 2004). The object of this *policy paper* is the implementation results of the SPM implementation team in Tanah Papua in carrying out the coordination function and the problems found are then analyzed qualitatively - descriptively with the application of *transactional costs* theory. This qualitative - descriptive analysis uses a method conducted by Feiock (2007) by identifying through several aspects of costs, namely: information costs, negotiation costs, monitoring costs, and agency costs. It is expected to find policy *gaps* that can be improved in determining the next SPM implementation policy.

Results and Discussion

Existing Conditions and Problems

The implementation of public services through the implementation of basic mandatory affairs or better known as Minimum Service Standards, is currently an affair that must be implemented by the Government at the Central, Provincial and Regency / City levels. These mandatory affairs are divided based on the authority stipulated in the regulations. In principle, these basic services must have an impact on the community, as for the six service areas are Education, Health, Public Works, Public Housing, Trantibumlinmas and Social. The regulations directly related to these basic mandatory affairs or SPM can be seen in table 1.

Table 1. Minimum Service Standard Regulation

Regulation	No.	About
Law	Law No. 23 of 2014	Local Government
Law	Law No. 1 of 2022	Central and Local Financial Relations
Government Regulation	PP No. 2 of 2018	Minimum Service Standards
Ministerial Regulation	Permendagri No.59 of 2021	Implementation of Minimum Service Standards
Ministerial Regulation	Permendikbud No.22 of 2022	Technical Minimum Service Standards for Education
Ministerial Regulation	Permenkes No.6 of 2024	Technical Standards for Fulfillment of Basic Service Quality in Health SPM
Ministerial Regulation	PUPR Regulation No.13 of 2023	Technical Standards for Public Works and Housing SPM
Ministerial Regulation	Permendagri No.121 of 2018	Technical Standard of Basic Service Quality for Trantibum Sub Affairs
Ministerial Regulation	Permendagri No.101 of 2018	Technical Standards for Basic Services in Disaster Sub Affairs
Ministerial Regulation	Permendagri No.114 of 2018	Technical Standards for Basic Services in the Sub Affairs of Firefighters
Ministerial Regulation	Permensos No.9 of 2018	Technical Standards for Basic Services at SPM for Social Sector

Regulations on the implementation of SPM have been stipulated in various policy levels from laws to technical ministerial regulations that regulate the role of the implementation of basic mandatory affairs or SPM, but in practice there are still many problems. Papua is the focus of this *policy paper* because the Provincial and District/City governments in Papua are still constrained by the implementation of this SPM policy.

Provinces and regencies/cities in Papua consist of 6 provinces, 40 regencies and 2 cities, which can be seen from the table below:

Table 2.
Provinces and regencies/cities throughout Papua

Papua Province	West Papua Province	Southwest Papua Province	Central Papua Province	Papua Province Mountains	South Papua Province
Jayapura City	Fakfak Regency	Sorong City	Nabire Regency	Jayawijaya Regency	Merauke Regency
Jayapura Regency	Kaimana Regency	Sorong Regency	Paniai Regency	Pegunungan Bintang Regency	Boven Digoel Regency
Biak Numfor Regency	Manokwari Regency	South Sorong District	Puncak Jaya Regency	Yahukimo Regency	Mappi Regency
Keerom Regency	South Manokwari Regency	Raja Ampat Regency	Peak District	Tolikara District	Asmat District
Membramo Raya Regency	Arfak Mountains Regency	Tambrau Regency	Dogiyai Regency	Central Membramo District	
Yapen Islands Regency	Teluk Bintuni Regency	Maybrat Regency	Intan Jaya Regency	Yalimo Regency	
Sarmi Regency	Wondama Bay Regency		Doiyai County	Lanny Jaya Regency	
Supiori Regency			Mimika Regency	Nduga Regency	
Waropen Regency					

Since the establishment of 4 new autonomous regions, the implementation of SPM in Papua has faced many challenges. Various problems ranging from problems with the formation of the implementation team, formulation of the 4 stages, target and budget planning and reporting mechanisms, so that based on e-spm reporting data, the achievement of SPM implementation in Papua in TW 4 as of November 2024 has only reached 18.45%. This is a challenge for SPM implementation stakeholders, in this case the SPM implementation team.

SPM implementation teams in both provinces and districts/cities are very important for SPM implementation because based on the Minister of Home Affairs Regulation No. 59 of 2021 concerning the Implementation of Minimum Service Standards in Article 19 paragraph (2) for Provinces and Article 21 paragraph (2) for Districts/Cities have duties:

- a. Coordinate the action plan for SPM Implementation in the form of a Regional Head Regulation initiated by the Bureau/Section of Governance.
- b. Coordinate with the joint secretariat at the central level.
- c. Conduct guidance related to Technical Standards and SPM Implementation mechanisms to Regional Apparatus that implement SPM and can coordinate with Ministries / Non-ministerial government agencies.
- d. Coordinate periodic data collection, updating, and synchronization of data related to SPM implementation.
- e. Coordinate the integration of SPM into planning documents and oversee and ensure that SPM Implementation is integrated into the RKPD and Renja PD including general and technical guidance.
- f. Coordinate the integration of SPM into budgeting documents and oversee and ensure that SPM implementation is integrated into provincial/district/city budgets.
- g. Coordinate and consolidate funding sources in the fulfillment of provincial/regency/city regional budgeting and provincial/regency/city regional spending.
- h. Coordinate the formulation of technical guidance strategies for provincial/regency/city SPM implementation.
- i. Coordinate monitoring and evaluation of provincial/district/municipal SPM.
- j. Conduct socialization of SPM implementation to the community as beneficiaries.
- k. Receive and follow up on public complaints related to SPM implementation and consolidate reports on SPM implementation and achievement in provinces and districts/municipalities, including reports submitted by the public through an integrated information system owned by the local government.
- l. Coordinate achievements based on provincial and district/city Local Government implementation reports and conduct analysis as recommendations for the following year's planning.
- m. Conduct regular meetings.
- n. Report SPM implementation to the central joint secretariat through the application-based SPM reporting system on a quarterly basis.

In addition to the duties and functions of the SPM Implementation team, the Minister of Home Affairs Regulation No. 59 of 2021 also regulates the structure of both provincial/district/city implementation teams, namely:

- a. Responsible : Governor/Regent/Mayor
- b. Chair : Provincial/Regency/City Secretary
- c. Vice Chair : Head of Bappeda or other designation of Province/District/City
- d. Secretary : Head of Bureau/Section of Governance or other designation Provincial/district/city
- e. Member :

1. Head of Provincial / Regency / City Regional Apparatus in charge of mandatory government affairs related to Basic Services
2. Head of the Provincial/Regency/City Regional Financial and Asset Management Agency
3. Head of Provincial / Regency / City Inspectorate
4. Head of Provincial/Regency/City Communication and Informatics Office
5. Head of the Provincial/District/City Population and Civil Registration Office
6. Head of regional apparatus according to regional needs.

From the policy description in the ministerial regulation on SPM implementation teams, the role of SPM implementation teams in achieving SPM implementation in the regions is very important. The provincial and district/city governments in Tanah Papua still have challenges in establishing SPM implementation teams, which has a significant impact on the implementation of SPM policies in Tanah Papua. Optimizing coordination in SPM implementation will affect inter-agency relationships within the implementation team. This is an interesting point in the discussion and analysis of institutional development planning, through optimizing the role of the SPM implementation team in the Province and Districts / Cities in the Land of Papua.

Table 3.
List of Regions that have formed and those that have not formed
SPM Implementation Team in Tanah Papua

No.	Regional	Already Forming	Not yet formed	Regional Head Decree Number
1.	Papua Province	√		188.4/111 / Year 2022
	Jayapura City		√	
	Jayapura Regency		√	
	Keerom Regency	√		34 Year 2024
	Membramo Raya Regency		√	
	Yapen Islands Regency		√	
	Sarmi Regency		√	
	Supiori Regency		√	
	Waropen Regency	√		188.4/58/V/2024
	Biak Numfor Regency	√		78/188.4.5 / Year 2024
2.	West Papua Province	√		39 Year 2024
	Fakfak Regency		√	
	Kaimana Regency	√		100/42.B/IV/Year 2024
	Manokwari Regency	√		100.3.3.2/59/I/2024
	South Manokwari Regency		√	
	Arfak Mountains Regency	√		002/103.3/KPTS/01/2024
	Teluk Bintuni Regency	√		188.4.5/067/2023

	Wondama Bay Regency	√	069/136/SK/BUP-TW/VIII/2024
3.	Southwest Papua Province	√	100.3.3.1/79/8/2024
	Sorong City	√	
	Sorong Regency	√	
	South Sorong District	√	100/146/1358/X/Year 2024
	Raja Ampat Regency	√	188/40/SK-BRA/IV/2024
	Tambrauw Regency	√	100.2.1/78/2023
	Maybrat Regency	√	
4.	Central Papua Province	√	
	Nabire Regency	√	
	Paniai Regency	√	
	Puncak Jaya Regency	√	
	Peak District	√	
	Dogiyai Regency	√	
	Intan Jaya Regency	√	
	Doiyai County	√	
	Mimika Regency	√	202 Year 2021
5	Papua Province Mountains	√	100.3.3.1/254 / Year 2024
	Jayawijaya Regency	√	100.3.3.2/600.4.242/923/2024
	Pegunungan Bintang Regency	√	
	Yahukimo Regency	√	
	Tolikara District	√	
	Central Membramo District	√	
	Yalimo Regency	√	
	Lanny Jaya Regency	√	
	Nduga Regency	√	
6	South Papua Province	√	600.4/780 / Year 2023
	Merauke Regency	√	
	Boven Digoel Regency	√	140/359/Year 2024
	Mappi Regency	√	100.3.3.2/149/BUP/VII/2024
	Asmat District	√	

Source: Directorate General of Bina Bangda Kemendagri e-spm application

Table 2 shows that 5 provinces and 16 districts have established SPM implementation teams through Regional Head Decrees, but there are still 1 province, 2 cities and 24 districts that have not formed SPM implementation teams. Looking at this existing condition, it is necessary to map the problems and impacts of SPM implementation policies to find out what policies need to be improved in the relationship between stakeholders in SPM implementation in Papua. There is something interesting about inter-agency relationships as described by Alexander (2001) and

Williamson (1996) who try to draw the conclusion that poor inter-agency relationships will lead to uncertainty which gives rise to *transaction costs* theory.

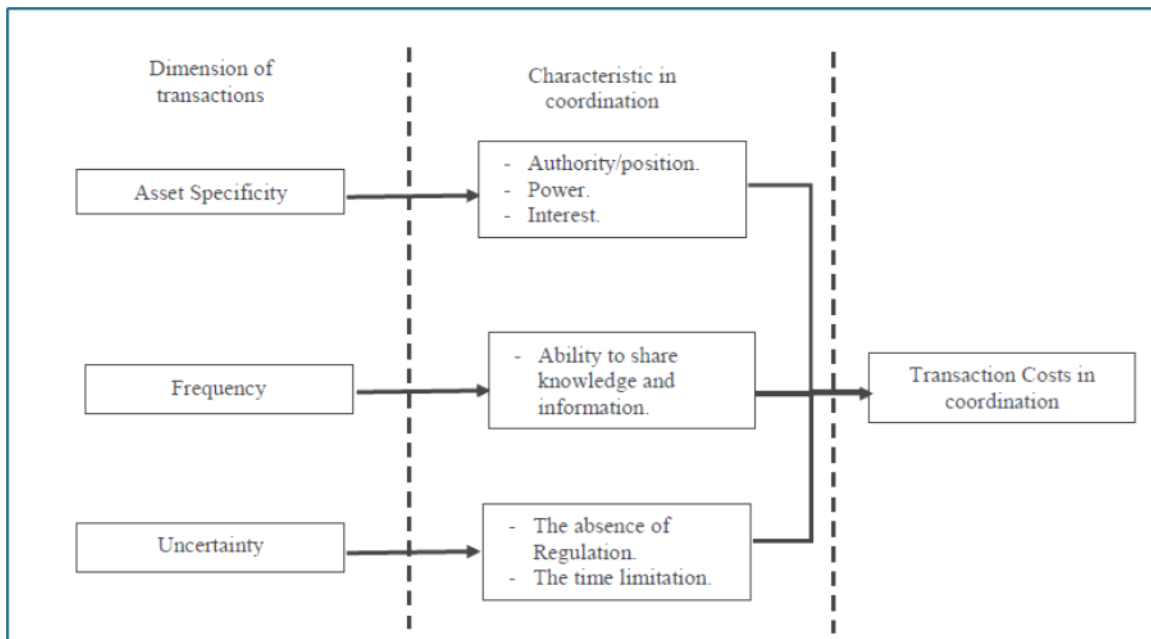


Figure 2. Illustration of inter-agency coordination in transaction cost theory

source: based on Williamson (1996) and Alexander (2001)

In inter-agency relations, uncertainty will arise when there are no appropriate regulations in coordinating that will change the direction and goals of the organization. This inter-agency relationship issue is the focus of this policy paper, which looks at how inter-agency relationships affect basic service delivery in Papua's provinces and districts/cities. This will lead to uncertainty in coordinating across stakeholders in the MSS implementation team (Coase, 1937).

Analysis of alternative policies and Strategies

Based on the existing conditions, the analysis of inter-agency relations in the implementation team is based on the cost aspects (Feiock, 2007) namely *information costs*, *negotiation costs*, *monitoring costs* and *agency costs* by focusing on the public policy perspective.

Table 4.

Discussion of implementation team effectiveness policies to identify coordination uncertainties in SPM implementation teams.

Basis of Analysis	Aspect identification			
	Information costs	Negotiation costs	Monitoring costs	Inter-agency costs
Implementation Team Policy Document	-Information on the role of the implementation team in the regulation	-Discussion process within the SPM implementation team	-Monitoring the implementation of activities at the SPM implementation stage.	-Coaching of SPM implementation teams in provinces and districts/cities

Identify opinions on the implementation of the implementation team		-Information on the legal umbrella for the implementation of the SPM implementation team (SK Kepala Daerah)	based on frequency of meetings		
1.	Provincial Implementation Team in Tanah Papua	-Information on the coordination process within the Provincial SPM implementation team -Information on the process of coaching SPM implementation teams in districts/cities	-Duration of meetings within the Provincial SPM Implementation Team	-Monitoring of filling out form 4 stages of Provincial authority	-Coordination with provincial stakeholders -Coaching of District/City implementation teams
2.	District/City Implementation Teams in the Land of Papua	-Information on the coordination process within the SPM implementation team at the district level	-Duration of meetings within the district SPM implementation team	-Monitoring of the filling of form 4 stages of Regency / City authority	-Coordination with stakeholders at the district/city level

Source: Analysis result

Table 4 illustrates the discussion aspects of transaction cost theory that inform the determination of policy alternatives to encourage SPM implementation by stakeholders.

There are several points of challenge in implementing the policy in organizing the SPM implementation team, namely the legal umbrella of the SPM implementation team as the legality of the team and the implementation team's understanding of the duties and functions and positions within the team. These issues will lead to *information* costs that impact the optimization of an organization's function within a cross-sectoral team.

Furthermore, the identification of the analysis of *negotiation costs*, which from the results of the discussion of opinions through *google form* with questions through respondents representing the implementation team both in the province and district / city throughout Papua, is as follows:

1. Has an SPM implementation team been established in your working area?
2. How many times does the deployment team coordinate in one year?
3. Has the Regional Apparatus optimized its coordination function in SPM implementation?
4. What is the role of the Regional Head and Regional Secretary in coordinating the SPM team in your area?
5. In implementing the SPM stages, are they conducted jointly with all members of the implementation team?
6. In developing the action plan, was it conducted jointly by the SPM implementation team?
7. In your opinion, is the operational definition of service quality in the technical minister's regulation sufficiently understood?

8. What if there are problems in filling out the forms for the four stages of SPM implementation in your province/district/city? Are they discussed in the implementation team?
9. In your opinion, is the budget allocation for SPM in your province/district/city appropriate for the services provided to the community?

The answers from respondents are as follows:



Based on the existing conditions in the field, there are still challenges in the implementation of coordination in the SPM implementation team, the low intensity of meetings will have an impact

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on policy consolidation, especially those directly related to SPM in Papua. For this reason, the intensity of coordination in the form of meetings in implementing this SPM policy needs to be carried out regularly either weekly, monthly or even per semester.

An analysis of *monitoring costs* identified that there are SPM authority policies that stakeholders do not yet understand. Government Regulation number 107 of 2021 concerning Acceptance, Management, Supervision and Master Plan for the Acceleration of Development in the context of the Implementation of Special Autonomy for Papua Province has regulated the specificity of the Province and Regency / City in Papua in relation to SPM, namely that indicators of secondary education services have been transferred to the authority of the Regency / City, which was previously the authority of the Province. This specificity gives full authority to the Regency / City in managing primary and secondary education, so it is necessary to monitor the understanding of the implementation of SPM in the Province and Regency / City in Papua (Setiawan et al., 2023; Wasistiono & Sartika, 2022).

Finally, we want to know how the SPM implementation team's policy affects *agency costs*, which in the context of the SPM implementation team's policy, occur due to suboptimal coordination between vertical and horizontal sectors. The Province implements SPM within the scope of the Province's authority as well as being the SPM coach for the Regency/City and the Regency/City implements SPM within the scope of the Regency/City's authority. In this case, the Province has not been able to optimally act as a coach for districts/cities, and there are even district/city SPM implementation teams that are superior to the Provincial SPM implementation team (Keliat et al., 2021).

Basically, the relationship between institutions in each organization requires coordination, where coordination in each organization to reduce transaction costs is the responsibility of each institution based on its duties and functions (Firmansyah, 2015). Some strategies that can be used to reduce transaction costs in the SPM implementation team, especially in Provinces and Districts/Cities in Tanah Papua are:

- a. Provinces and districts/municipalities that have not formed SPM implementation teams should immediately form and stipulate them through a Regional Head Decree, this is intended to provide a legal umbrella for SPM implementation teams in carrying out their duties.
- b. Periodic meetings of cross-regional team members scheduled by the SPM implementation team secretariat. Periodic meetings will provide certainty and exchange of data within the implementation team, which consists of cross-regional apparatus members, and discuss issues in SPM implementation.
- c. Increased understanding and commitment of the Head of District through the latest information so that the Head of District understands the importance of the existence of the SPM implementation team in the Province and Districts / Cities in Tanah Papua.
- d. Involvement of all stakeholders in data collection, needs calculation, budget planning and allocation, and SPM implementation. The data collected must be harmonized within the implementation team so that there are no more differences in data within a region.

- e. Implementation of incentives and disincentives for stakeholders in the SPM implementation team by the Regional Head.

In addition to developing strategies that must be implemented to improve coordination within the SPM implementation team, the most important thing is how all stakeholders can understand and implement Permendagri 59 of 2021 concerning the Implementation of Minimum Service Standards and evaluate the coordination of SPM implementation teams throughout Papua. Therefore, the most important thing in implementing SPM is how the Regional Head leads the implementation of coordination, divides authority between team members, is consistent in setting SPM performance targets and SPM budget allocations and finally how the Regional Head monitors and evaluates the performance results of the SPM implementation team in his area.

Conclusion

The Minimum Service Standards policy is a national policy that must be implemented by both Provincial and Regency / City Governments. Based on the Regulation of the Minister of Home Affairs Number 54 of 2021 concerning the Implementation of Minimum Service Standards that each Province and Regency / City must form an implementation team as a coordinating forum, but there are still many regions that have not formed an implementation team. Provinces and Districts / Cities in Papua are the most regions that have not formed SPM implementation teams, so that it has the potential to become a separate problem in implementing SPM in Papua.

From the results of the analysis and policy alternatives, the formation of an SPM implementation team established by a Regional Head Decree as the legal basis for cross-sector coordination within the team will reduce transaction costs or costs of uncertainty in coordination, so that the implementation of SPM implementation can run optimally for the people of the entire land of Papua.

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