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## **COLLABORATIVE OPERATING STANDARDS: DEVELOPMENT OF DYNAMIC-ADAPTIVE POLICY MODEL**

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### **Abstrak**

Tata kelola manajemen yang adaptif dan sistem kelembagaan yang dinamis sedang dipromosikan sebagai resep untuk meningkatkan kinerja kebijakan. Asumsi dasar tersebut menurut kami ada relevansinya dengan temuan penelitian yang menunjukkan bahwa model pemberdayaan dalam implementasi kebijakan pelayanan publik akan efektif jika dilakukan dengan tata kelola kebijakan yang adaptif dan birokrasi yang dinamis. Argumen tersebut didukung oleh fakta empiris bahwa terdapat hubungan yang koheren antara tata kelola adaptif dan sistem birokrasi dinamis dalam memoderasi peningkatan partisipasi masyarakat dan dukungan terhadap implementasi kebijakan. Jadi tujuan penelitian ini adalah untuk mengidentifikasi faktor-faktor yang menyebabkan keberhasilan kebijakan publik. Melalui analisis kualitatif yang mendalam. Implikasi hasil penelitian dikembangkan menjadi model kebijakan Dinamis-Adaptif dengan kesimpulan bahwa tata kelola kebijakan adaptif tidak akan berjalan efektif tanpa dukungan sistem kelembagaan yang dinamis.

*Keywords: Adaptive Governance, Dynamic Governance; Collaborative Operating Standard*

### **Abstract**

*Adaptive management Governance and Dynamic institutional systems are being promoted as recipes for improving policy performance. In our opinion, this basic assumption is relevant with research findings showing that the empowerment model in implementing public service policies will be effective if it is carried out with adaptive policy governance and a dynamic bureaucracy. This argument is supported by empirical facts that there is a coherent relationship between adaptive governance and dynamic bureaucratic systems in moderating increased public participation and support for policy implementation. So the purpose of this study is to identify the factors that lead to the success of public policy. Through in-depth qualitative analysis. the implications of the research results are developed as a Dynamic-Adaptive policy model with the conclusion that adaptive policy governance does not work effectively without the support of a dynamic institutional system.*

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## INTRODUCTION

Conceptually, public services have become a broad discussion, especially in the basic function of the bureaucracy (Pepinsky et al., 2017; S. Bratakusumah, 2019; Yasmeardi et al., 2019). On the other hand, the development of public policy theory is increasingly experiencing demands on the fulfilment of public services. effectively (Curristine et al., 2007; Holmes, 2011; Villamejor & Mendoza, 2019). Strengthening this basic function is directed at improving the quality of public services related to responsiveness, adaptive and empathy (Wahyani, 2013) and transparent and accountable governance (Hidayat, 2016) in line with the development of the application of public values through adaptive policy models, governance and dynamic bureaucratic systems (Wasistiono & Anggraini, 2019) to meet the collective public interest (Hatfield-Dodds et al., 2007).

The affirmation of the function of the bureaucracy through adaptive governance systems and governance is in line with the spirit of implementing public values in the contemporary administration paradigm which is marked by the application of the New Public Service (NPS). In line with the application of the principles of adaptive governance with a dynamic regulatory system to fulfil the public interest as a common interest in a paradigm where the public is placed as citizens (R. B. Denhardt & Denhardt, 2000).

In line with this paradigm, it is constitutionally based on 28 h of the 1945 Constitution that the fulfilment of a proper place to live is a basic right of citizens and the state is obliged to fulfil it. To fulfil this obligation, since 2006 the government has implemented a stimulus policy (BSPS).

One of the interesting things in the implementation of the BSPS policy is the policy approach that is carried out with the community empowerment model. The application of this model has contributed a lot not only in improving policy performance but also has implications for increasing the quality of policy output. Based on the accountability report on the performance of the Gorontalo Regency Housing and Settlement Area in 2020, shows an increase in the performance of the BSPS policy, namely with the achievement of BSPS development since 2018 there have been 800 units built which are financed through the APBD budget and world bank financing as many as 750 units and run through the budget. village funds as many as 121 units of performance achievement with a target of 17.17% of the total applicants who meet the requirements and fulfilled as much as 17.72% (Permukiman, 2020).

Several factors point to the increase in performance as mentioned by the informant, among others, the increasing trust of the central government and the public in general in policy management and secondly, the high motivation of the community in obtaining assistance from BSPS policies on the other hand there is also an increase in the total budget

residential housing services in 2020 as many as 288 units with a budget of Rp. 4,006,807,000 (Four billion six million eight hundred and seven thousand rupiah (Permukiman, 2020).

However, some informants stated that there were still some obstacles in the implementation of the BSPS policy even though quantitatively it had a very good performance. Some of these obstacles, among others, relate to the policy system that often overlaps with each other and on the other hand the length of the procedure for obtaining assistance programs for the community. This can be seen from the fulfilment of procedures as many as 23 items of administrative requirements and technical requirements that must be fulfilled technically by local governments and service recipients to obtain the BSPS assistance program.

On the other hand, policy instruments seem slow to respond to changes in the dynamic social environment. As stated by the informant the main obstacle in implementing policies is the clash of values between social values and policy values that have certain standards that must be met. For example, in terms of the timing of implementation of policy demands, is based on a budget period that is consistently carried out in one fiscal year. On the other hand, because of the long administrative procedures, fulfilling the administrative and technical requirements of the program requires a lot of time for the community and policy implementers, which often clashes with the values of community beliefs where they believe that there are good days in house construction.

Another obstacle, the policy process is faced with the different capabilities of service recipients, both socio-economically and socio-culturally. This requires responsiveness from field assistants with a high sense of empathy to get maximum results. Determination of prospective aid recipients requires targeting accuracy by policy objectives (Minister of PUPR Regulation RI Nomor 1 Tahun 2021). Communities who are economically entitled but do not have the resources (land/sharing funds) are not covered by existing policies. The final decision in determining the prospective recipients must not only meet the administrative demands and technical requirements required by the policy as well as the general requirements that they must be included in the Integrated Social Welfare Data (DTKS) (Direktorat Rumah Swadaya KPUPR, 2021). So that another thing that causes discrimination is that those who are not registered do not have the opportunity to get policy services. On the other hand, poverty is dynamic and always changes qualitatively.

Synchronization of policies at each level of policy between the central and local governments as well as policy makers functionally requires synchronization at the level of coordination in the implementation process. The domination of each other in this bureaucratic group cannot be avoided, as a separate effect that can hinder the success of implementation. The existence of a hierarchical dependence relationship has formed

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paternalism and various political interests are also increasingly free in policy implementation. So at the field level, policies are often used for the benefit of constituents in the field.

From several existing conditions, the purpose of this study was to identify the determinants of policy success and their empirical implications for targeting accuracy in improving public services. Through an in-depth analysis with a qualitative approach, several factors and their implications are coherently developed for a Dynamic-adaptive policy model to improve the quality of public services. Through an in-depth analysis with a qualitative approach, we identify the theoretical and practical implications of this analysis to develop a policy model as a new approach to meeting the demands of coherent values.

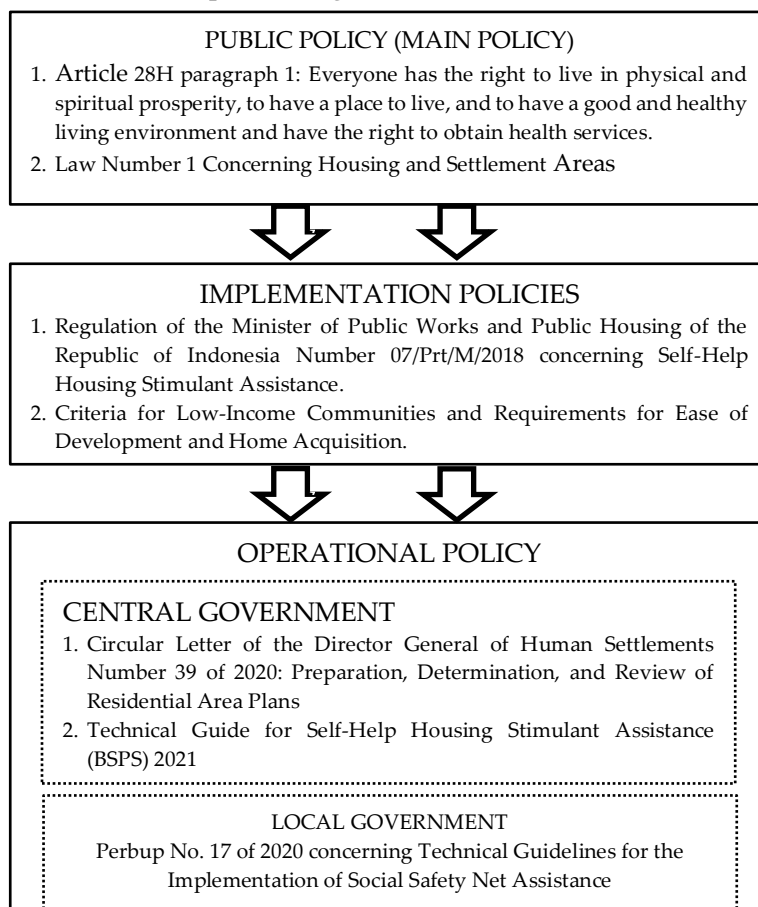
## **METHOD**

This research was conducted using a descriptive method to identify the factors that determine the success of the policy and its implications for improving public services in fulfilling the development of decent housing for citizens. Data analysis was carried out with qualitative stages, namely data collection, data reduction, data presentation, conclusion drawing and research results collection (Miles et al., 2014). Through interview guidelines, data were obtained from 25 respondents at the Housing and Settlement Service Office of Gorontalo Regency. Self-help Development Stimulant Policy (BSPS), both executive, legislative, NGO and housing service recipients, to increase the validity of the research. The research data is reduced to several sub-themes based on the research focus, and then an analysis of the overall proportions that appear in their relationship is empirically interpreted to obtain propositions from the phenomenon (Donovan, 2016: 11-12). From the existing propositions, verification is carried out on the triangulation of documents and event data from various primary and secondary data sources. The main factors that shape and influence policy success are interpreted through in-depth analysis to develop new models and paradigms of Dynamic-adaptive policy.

## **PUBLIC VALUES AND POLICY IMPLEMENTATION**

The operational policy is issued based on the General Policy which is implemented based on the 1945 Constitution article 28 h which states that everyone has the right to live in physical and spiritual prosperity, to have a place to live, and to have a good and healthy living environment as well as the right to obtain health services and Law Number 1 concerning housing and Residential area. Hierarchically, the regulatory system for implementing BSPS policies can be described as follows (chart 1):

Chart 1: Policy Structure  
Self-help Housing Stimulant Assistance (BSPS)



The Self-help Housing Subsidy Assistance Policy (BSPS) is a national policy that is implemented through an autonomous system as an obligation or mandatory government affair. The policy is carried out based on the development planning system to achieve a balance between central and regional finances through: sourced from special allocation funds (DAK) sourced from the APBD and carried out by the Ministry of PUPR as the leading policy actor. On the other hand, autonomously, the regional government also implements a policy of self-help housing stimulant assistance (BSPS) which is financed through the APBD. As a national policy, the BSPS policy has been implemented since with several regulatory changes as shown below (chart 2):

**Chart 2: Development of the implementation of the operational rules of the BSPS Policy**

2006-2010	2011-2012	2013-2014	2015	2015-2017	2018	2019-2021	2022
Permenpera No.08/2006  - LKM/LKnB - (2007-2010, BKM/LKM D - Central Government (PPK)	Permenpera No. 14/2011  - Proposal by local government - Local Government Technical Team - Central Government (PPK)	Permenpera No. 068/2013  - Regional proposals - Central Consultant Data Collection - Central Government (PPK)	PUPR Ministerial No. 39/2015  - Regional proposals - National RTLH Database - Central Government (PPK)	PUPR Ministerial Decree No. 13/2016  - LKM/LKnB 2007-2010, BKM/LKM D - Central Government (PPK)	PUPR Ministerial No.7/2018  - Suggestions by regions Local Government (Technical Team) - Central Government (PPK) - Receiver	PUPR Ministerial No. 20/2019  - Regional proposals ( Local Government Team) - Central Government (PPK) - Receiver	PUPR Ministerial No. 115/2022 - Suggestions by regions Local Government Technical Team) - Amount of Assistance - Central Government (PPK)

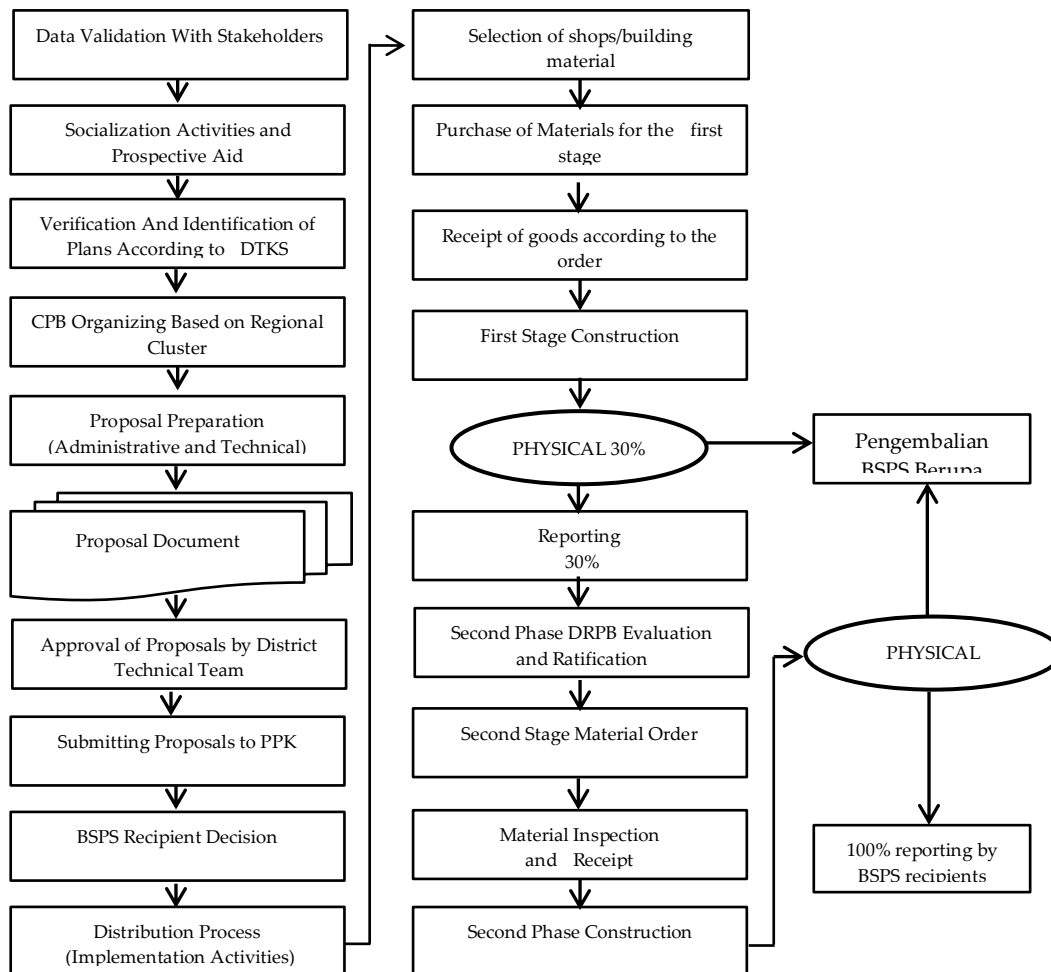
According to the research results, the implementation of self-help housing stimulant activities in Gorontalo Regency has been carried out based on technical provisions from the PUPR ministry (Minister of PUPR Regulation RI Nomor 1 Tahun 2021). Based on the informants, the implementation of the policy is carried out in several stages: 1) the preparation stage; 2) the implementation stage; and 3) the accountability stage. Some of these stages can be described as follows (Chart 3):

The roles of various policy actors with different interests are required to carry out the above policy stages. The role of each actor can be described, namely: 1) The executive institutions, namely the DPR and DPRD, carry out the role of formulating general policies and supervising policies; 2) the executive group includes Regional Heads, Regional Technical Organization Leaders; Commitment Making Officer; Verification Team (BP2P): Sub-district and village governments; 3) The field facilitator is the district coordinator. city and Field Facilities; Field facilitators are field assistants. 4) Private groups, namely shops or providers of goods and services for the construction of livable houses and banking for the transfer of activity budgets; 5) general stakeholders, namely: Community Self-Help Agency (BKM), Non-Governmental Organizations (NGOs) and universities that carry out the role of supporting and advocating for policy activities assistance; 6) Beneficiaries are communities whose role is to carry out the activities of building wadaya assistance houses.

Furthermore, for analysis, it is necessary to identify the role of public values based on the roles and interests of each actor as follows (Char 4):

According to the results of the study, several factors can determine the success of the policy. Some of these factors are 1) Government commitment; 2) Bureaucratic system; 3) Policy governance; 4) Public values; and 5) Policy Procedure.

**Chart 3: Stages of BSPS Policy Implementation**



**Government commitment**, Commitment is carried out in fulfilling the public interest, carried out by formulating various policies to improve welfare and government services. With the issuance of Law Number 1 of 2011 and various implementation policies and operational policies in the form of technical guidelines for implementing policies (Minister of PUPR Regulation No 20/PRT/M/2019).

The bureaucratic system includes a system of regulation and authority as well as patterns of structural relationships. It is characterized by overlapping authorities and influencing policy governance. The exercise of discretion by the central government often ignores the autonomy of regional governments. The central government is very strong in dictating the autonomy authority with various rules and procedures, for example by issuing implementation guidelines, and policy hegemony which tends to ignore the diversity and socio-cultural values of each region.

*Policy governance.* Weak coordination and oversight of policies can lead to overlaps in the policy governance system. On the one hand, the dominance is very strong in intervening in the implementation of policies towards the central government, but on the other hand, the central government has an autonomous authority. But in this context, local government loyalty is needed to carry out various stages of policies based on central government guidelines. By fulfilling various administrative and technical requirements to obtain policy financing. However, the authority to determine policies, including the determination of candidates for self-help housing assistance, is determined by the central government, namely by the Commitment Making Officer (PPK) who is at the Ministry of Public Works and People's Settlements (PUPR). This reflects that policy implementation is systemically carried out through a top-down approach, although in practice downstream policies are carried out in a bottom-up manner through an empowerment approach. In this approach, it is unavoidable that various interventions, for example in decision-making, are still related to the fulfilment of constituent interests for certain political interests.

*Public values* include the values, beliefs customs and culture of the local community. the process of adopting public values into the bureaucratic system and policy governance has not fully paid attention to social values and public trust. On the other hand, the expansion of public information to meet various public interests has not been optimally carried out. This affects social motivation and public support for the policy. The public has different interests based on their roles and characteristics. Besides that, they have different economic capabilities so it affects the provision of sharing funds for the implementation of policies promptly according to the needs of SOPs.

*Policy procedures,* Implemented with a long and convoluted procedure affect the implementation of the policy. For example, the community has different economic capacities and understandings, thus requiring the optimal role of field facilitators. The process is experienced in fulfilling 23 administrative requirements and technical requirements in the form of B1-B23 forms which must be prepared by the regional government as the nominee for the recipient candidate and for the community to respond with different abilities. This requires the hard work of field facilitators to complete policy activities.

## **CHANGING PARADIGM**

Conceptually, the paradigm shift includes several contemporary studies, for example, the change from the public service paradigm from the Ole Paublik Administration model to the New Public Management and New Public Service (J. V. Denhardt & Denhardt, 2007; Secretariat, 2020). Likewise, governance has changed from a collaborative governance model (Arrozaaq, 2016; Astuti et al., 2020), to an adaptive



model (Andhika, 2021; Hatfield-Dodds et al., 2007; Janssen & van der Voort, 2016; Norman et al., 2020) and dynamic governance models (Neo & Chen, 2007; Wasistiono & Anggraini, 2019). All of these studies show that there are similarities, for example, the application of public values and social values as an administrative environment into adaptive policy governance. The effect of the adaptation process also applies to the policy approach by shifting from a top-down model to a bottom-up model (Butler et al., 2015) and an integrated approach to support policy performance (Heyden et al., 2017) of public policy.

The application of public values in the implementation of BSPS policies can be classified into two main demands: 1) changes in adaptive policy governance in meeting the common public interest; 2) changes in policy institutional governance that include a balanced system of regulatory systems, regulatory systems and dynamic governance.

From the results of the research conducted, it can be stated that the process of adapting public values through an empowerment approach is not sufficient to produce effective service performance. This approach must be supported by a dynamic institutional system to obtain effective regulatory support and simple procedures. However, the empowerment process carried out will not achieve maximum results with convoluted policy procedures because it will only result in public saturation of the policy. The success of the policy will experience various procedural obstacles such as fulfilling administrative requirements and technical requirements in a long and convoluted procedure. The dynamic application of public values must be supported by a balance of bureaucratic authority (Ansell & Gash, 2007). Therefore, a wider discretionary system is needed so that the bureaucracy can respond dynamically.

To improve the policy strategy, a fundamental paradigm shift is needed where "public policy" is not only seen as an "instrument of power" but also as a "public instrument" to carry out its role and participation to the fullest. Therefore, policies must be developed jointly with the community, especially at the implementation level that is in line with activity standards. This paradigm shift is relevant for the development of operational policies from the SOPs model to the COS model.

This is relevant to historical values regarding the importance of implementing SOPs for achieving policy objectives. SOPs were initially implemented to increase productivity by private organizations (Aruleswaran, 2020), but are now widely adopted by public organizations to improve policy performance as a regular and systematic affirmation of work procedures and rules (Taufiq, 2019). So the SOP for a bureaucratic activity that is mechanical. So to realize the adaptation of SOP policies, it cannot be relied upon to respond to dynamic interests. These two policy instruments have different characters, so they require application to different types and cultures of organizations. For example, for military organizations, it may be more suitable to apply SOPs and

bureaucratic activities that are generally mechanical, such as managing finances by the Treasurer and so on. But for public organizations and public service policies, fundamentally, operational standards are more dynamic. Some of the paradigms mentioned above are the foundation of values in the development of collaborative operational standards (COSs) as a standard for joint activities between all policy stakeholders. As a bureaucratic instrument, COSs can be applied as a standard administrative procedure while a public instrument is a standard for fulfilling maximum participation from all stakeholders.

### **SOP: The Old Paradigm of Public Policy Instruments**

According to Taufiq, (2019), SOPs are also used as generally accepted policies and regulations to explain the process of implementing ongoing activities. SOP (Taufiq, 2019). From this understanding, it can be said that the implementation of the 2018 PUPR Ministry Technical Guidelines (P. M. PUPR, 2018), is part of the implementation of SOPs as an integral part of the BSPS Policy Implementation. In Indonesia, the implementation of this SOP can overlap because it is not specifically regulated at the level of bureaucratic authority in its formulation. With different budget sources, the central government and local governments can formulate this policy as an operational policy instrument.

The mechanism of preparing SOPs tends to be the entrance to apply the principles of patronage at the structural level of the bureaucracy. This can lead to overlapping of central authority in the overall BSPS policy implementation mechanism, the implementation guidelines are set by the central government. The center seems to be the patron and the local government is the policy client. This is contrary to the spirit of reform and the purpose of implementing autonomy. Where excessive regulation by the central government has the basic purpose of autonomy autonomy is applied with the principle of bringing government services closer to the community (Hamid, 2011; Kabir, 2016; UU No. 22 Tahun 1999, 1999).

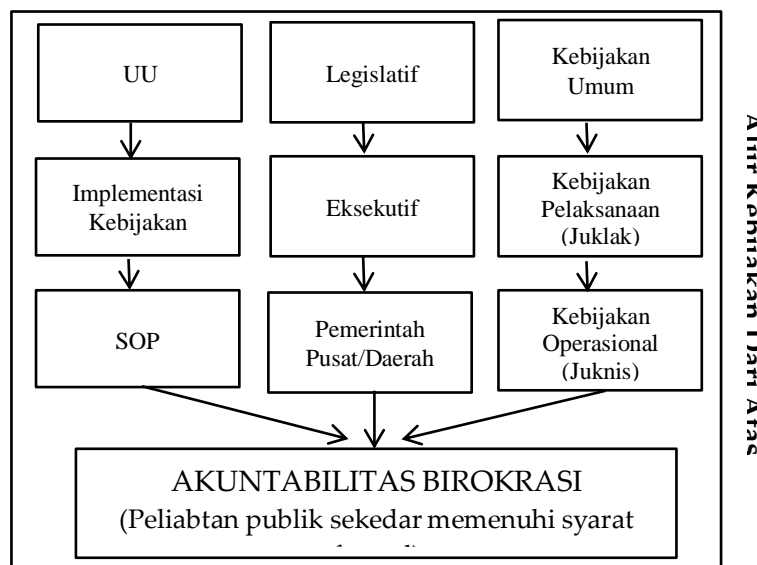
The strict application of SOPs through a dual system in the management of government authority can not only lead to a long bureaucracy, for example in fulfilling the 23 administrative requirements for BSPS policies but also requires a Big Bureaucracy in the policy structure. This not only ignores the values of autonomy but also ignores social and cultural values. Because SOPs tend to be prepared to meet the interests of the bureaucracy solely. And formulated by the bureaucracy unilaterally. This often creates conflicts when implementing policies, for example, rigid implementation tends to conflict with social values, for example, regarding public beliefs about good days in development which tend not to be adopted in the technical implementation of policies (Nani & Tohopi, 2021).

Although administrative SOPs can improve administrative order, on the other

hand, they can cause conflicts of interest between stakeholders because stakeholders have different interests in policies, while SOPs tend to be hegemonic in assessing the success of policies. Empirical facts show that the public interest is understood from the government's perspective through various implementation rules that are implemented. One of the most prominent aspects of implementing the BSPS policy is the application of Integrated Social Poverty Data (DTKS) as a reference in determining the Candidates for Assistance Recipients (CPB) (Nani & Tohopi, 2021). This is done by ignoring empirical factors where poverty is very dynamic and regions have different levels of inequality.

SOPs are often formulated through legal-formal mechanisms that are structured based on authority and tend to overlap with the empirical facts of policy implementation. In this aspect, SOPs often ignore collective values. Thus, the bureaucracy is not only carried out with long procedures but also tends to be rigid. The formal legal mechanisms for synthesising SOPs in the implementation of BSPS policies are as follows: (chart 5)

Chart 5 Analysis of SOP, Old Paradigm of Public Service Instruments



**COSs: A New Paradigm of Public Policy Instruments**

The research findings indicate that various public interests determine public support for the implementation of BSPS policies. These differences in interests often trigger conflicts (Sandiasa & Agustana, 2018), not only between the government and the community but also between interest groups and the internal bureaucracy itself in the aspect of implementing authority. For example, the aspect of determining CPB often

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creates social jealousy because the determination of policies is not by the empirical facts on the ground (Nani & Tohopi, 2021).

In various policy studies, it is explained that several factors can influence the success of policies, including bureaucratic structure (Maulidia, 2018), communication factors (Nawi & Lestari, 2018; Subekti et al., 2017), resource factors (Subekti et al., 2017), public support (Julianto, 2020; Riadi, 2020), the political system and economic and social factors of society. Social, Political and economic conditions (Prapto et al., 2019; Van Meter & Van Horn, 1975).

About the purpose of this research, several relevant aspects of the research include Standard Operating Procedures relating to the bureaucratic system order, including several aspects, including the authority system and policy governance system that is carried out hierarchically between the central and local governments. In this policy structure, it appears that in the implementation of policies, a patronage system is formed in the pattern of policy relationships. The central government through various regulations guides the implementation of policies carried out by local governments.

The structural application of the bureaucratic system will also affect the level of policy implementation in the aspects of community empowerment that are applied. The empowerment approach is carried out to increase the role and participation of the public to the maximum, it has not run optimally because the implementation tends to be applied formally and hierarchically. From the technical guidelines for implementing the policy (P. M. PUPR, 2018). it appears that local governments carry out the provisions as outlined by the central government.

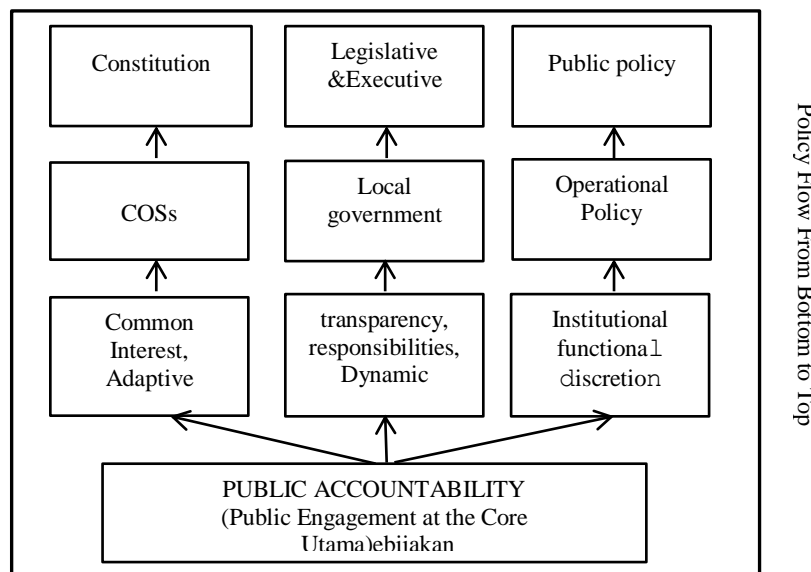
The application of a structural bureaucratic system will also affect policy governance with unequal decision-making management with autonomous authority. By its objectives, regional autonomy should be able to simplify policy procedures (Sandiasa & Agustana, 2018), but in the implementation of policies, the BPS has not fully adopted the values of autonomy in service improvement. To overcome this, dynamic bureaucratic governance and implementation of adaptive policies are needed. COSs is a policy model that can maximize the achievement of policy objectives adaptively. COSs adheres to the direct application of public values by placing public policy actors.

COSs are prepared together with all stakeholders who have an interest in a policy. Therefore, COSs also adhere to the principles of adaptive policy and dynamic governance because the mechanism for preparing standard activities is carried out jointly with all stakeholders. By implementing SOPs, the public will have the opportunity to participate optimally and provide support in policy implementation. Thus, this model is very compatible with various policies that are implemented with the empowerment model. At the level of policy implementation, it is easier for the public to

understand what are the policy issues and increase their participation to encourage policy success. On the other hand, they can effectively supervise the implementation of policies and they tend to be more responsible for the policies that they formulate together. This model is more in line with the implementation of the BSPS policy with the empowerment model.

On the other hand, the pattern of government-community relations will be built harmoniously based on the values of high public trust in the government. On the other hand, COSs are a medium for the government to disseminate every policy that is implemented. Thus, COSs will minimize the dominance of interests in the implementation of public policy. COSs are more realistic by adopting empirical facts as an indicator of policy success, so COSs are more accountable in the policy implementation process. Where public values become an integral part of assessing the success of the policy. Some of these indicators can be formulated: 1) public motivation; 2) participation; 3) material policy support; 4) public satisfaction and the level of public trust in the government. From some of these descriptions, the mechanisms and factors that drive the success of policies through adaptive policy instruments can be described as follows (chart 6):

Chart 6: COSs, New Paradigm Old Public Service Instruments (novelty)



From the two paradigms, it can be described the implications of the differences between the old SOPs paradigm and the new COSs paradigm, as shown in Chart 7:

Chart 7: Differences and implications of implementing SOP and COSs

IMPLICATIONS OF STANDARD OPERATIONAL PROCEDURES (SOPs)	IMPLICATIONS OF COLLABORATION OPERATING STANDARDS (COSs)
1. Tend to cause conflict due to low public involvement in its formulation	1. Minimize conflicts of interest
2. Encouraging overlapping and excessive political control	2. Prevent overlapping of authority and strengthen decentralization and discretion
3. The bureaucracy is rigid and tends to be long and convoluted	3. Effective and responsive bureaucracy
4. Causes boredom, public apathy and low participation	4. Encourage public support (apathy)
5. Orientation on bureaucratic accountability rather than public accountability	5. Increasing social responsibility towards the values of justice and togetherness
6. Tend to ignore shared values	6. Encouraging bureaucratic openness
7. Bureaucracy is more rigid and hierarchical	7. Encouraging a more adaptive and dynamic bureaucracy
8. Describe the pattern of formal compliance relationships	8. Improving the pattern of harmonious relations between the state and citizens
9. Public quality is perceived based on the views of the government (policymakers)	9. Encouraging the quality of public services
10. Requires coordination with large bureaucracies to improve policy targeting	10. Improving the accuracy of policy targets through the relevance of policy success to the public interest. Clarify indicators of success where performance is not only
11. Parameters of success in the comparison of input and output activities	11. Parameters of success include output, outcome and community independence
12. Suitable for use in private organizations and military organizations or for other routine bureaucratic activities	12. Suitable to be applied to public organizations with quality public service functions

### DEVELOPMENT OF ADAPTIVE POLICY MODEL

Although the policy has been designed adaptively at the top level (eg at the level of the law) it does not guarantee that in its implementation it will be carried out with policies at the implementation level and technical operations (downstream) can run according to the goals and objectives of the policy. This is because, at this level, policies are usually drawn up unilaterally by policymakers (bureaucracies). This can occur in the formulation of implementation guidelines or technical guidelines that will shape the various SOPs to be implemented.

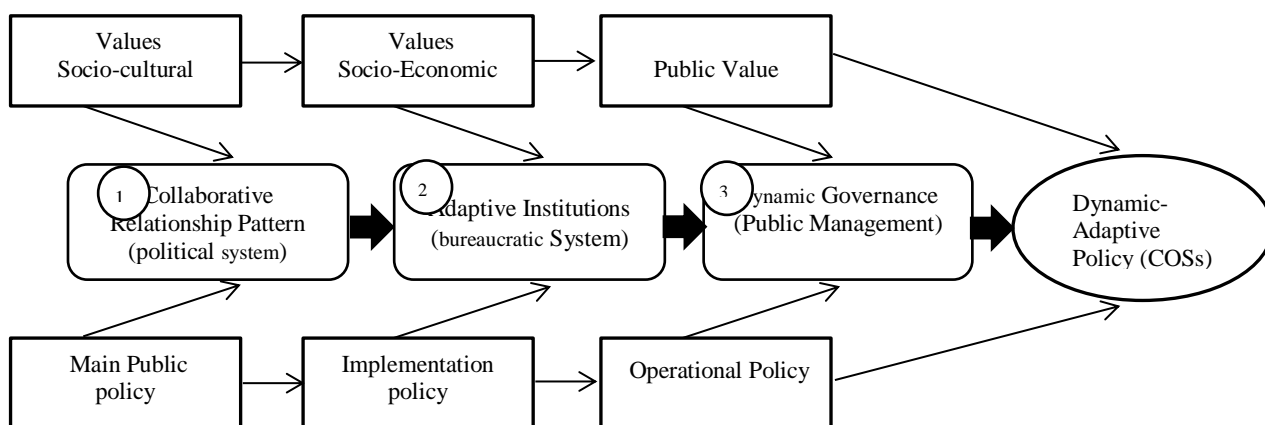
From the results of the research conducted, various factors can influence the success of the policy. These factors can be classified into formal and informal dimensions. The legal-formal dimensions include: 1) Value system: ideology, government system, policy system and adaptive bureaucratic governance; 2) Structural systems: hierarchical relationship patterns, authority systems, management systems and decentralization in

the decision-making process; 3) Discretionary: the freedom to run policies dynamically widely. Meanwhile, the informal dimension that emerges from the policy environment consists of several factors: 1) Socio-economic values: the economic ability of the community both as stakeholders and as actors directly involved in the empowerment process; 2) Socio-cultural values: values, beliefs and habits of the community that can encourage and hinder policies. For example, about good days that are believed by the community to initiate house-building activities, cooperation habits and so on; 3) public values; These values include the level of perception and acceptance of each individual towards all policy procedures and policy outputs as well as the extent to which the public can appreciate their involvement in the policy process.

These two dimensions have a coherent relationship with various policy inhibiting factors, namely: 1) limited policy resources owned by the government; 2) differences in the interests of policy actors; 3) overlap between policies; and 4) lengthy policy procedures. To describe the relationship empirically and theoretically coherently, it can be described as follows (char 8):

Some of the dimensions and success factors of the policy, if not managed effectively, will become inhibiting factors and vice versa if managed with a proper management system will be a driving factor for success. To maximize the positive impact and negative bias of the coherence relationship of various existing factors from several policy inhibiting factors, it is necessary to have a policy instrument that is more adaptive and dynamically able to meet public interests simultaneously through simple, efficient and sustainable work procedures and by the objectives. and policy targets. The policy instrument was developed in a model called “COSs” as a new paradigm of adaptive policy as shown in the following figure (chart 9):

Chart 9: Dynamic-Adaptive Policy Instrument Model Development



**CONCLUSION**

Public policy must be understood as a single entity that is carried out through a

complex system of bureaucracy and governance. This shows that the main path of implementation shows sources that are applied top-down or from upstream to downstream policies. Sometimes policies at the top level (upstream) have been based on adaptive principles but at the operational level (downstream) policies are implemented with SOPs that are not in line with the philosophy, landing and main policy objectives. This reflects the overlapping aspects of governance and institutional systems and governance systems between bureaucratic institutions. As a result, policies tend to be applied with long and even rigid procedures and are less responsive to public values. This empirical fact is also experienced in the implementation of the BSPS policy where the fulfilment of administrative and technical requirements with 23 formal requirements must be met by the public and local governments to obtain policy financing from the central government.

In this context, the hope of realizing adaptive policy governance for the fulfilment of the basic rights of citizens to the fulfilment of decent housing is far from the quality of concrete public services. Although the BSPS policy is implemented with an empowerment approach that reflects concrete public involvement. However, it is influenced by a rigid bureaucratic structure so that the empowerment program for service improvement is not achieved effectively. In this context, it is suggested that the implementation of adaptive policies must be accompanied by structuring a dynamic bureaucratic institutional system with the objectives of regional autonomy that are carried out to bring services closer to the community. The empowerment program will be maximized if the implementation of its policies is accompanied by changes in the dynamic order of the bureaucratic system so that the bureaucracy can respond more quickly to environmental changes. To fulfil these basic principles, COSs is the right approach as a Dynamic-adaptive policy model. COSs can help the community organizing process effectively in increasing community empowerment. Because the essence of the empowerment process is supporting people to do things for themselves and enabling them to take control over the decisions and factors that affect their lives and communities (Sharp, 2019).

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