

POLICY FOR THE ESTABLISHMENT OF PERDA ENFORCEMENT CADRE IN EAST JAVA CIVIL SERVICE POLICE UNIT TO REALIZE A FRIENDLY INDONESIA

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Abstract

The process of bureaucratic reform has encouraged the Civil Service Police Unit (Satpol PP) to be able to make a paradigm shift through a humanist approach, not just take action that has so far been militaristic. This study aims to describe the implementation of local regulation enforcement policies for local law enforcement cadres in East Java, so a descriptive qualitative method approach is used to provide an overview of the implementation process and the results of the formation of regional law enforcement cadres, which is a priority program in Satpol PP East Java Province. Research data was collected through interviews, document data and literacy to answer the results of implementing the policy of forming regional law enforcement cadres. The results of the research can illustrate that the 2017 Minister of Home Affairs Instructions regarding the formation of regional regulation enforcement cadres towards a friendly Indonesia have been carried out in East Java, but in the period between 2018-2022 this has not yet reached half of the total regencies and cities in East Java that were formed. Law Enforcement Cadre. Analysis of the problem using Leavitt's diagnosis found internal factors, namely the problem of weak coordination and guidance in the Satpol PP for the cadres who had formed, and external factors, namely the socio-emotional factors of the cadres which were influenced by impressions of the Satpol PP's non-judicial actions in terms of policing tasks. The results of this study designed a model as an approach known as Agency-based Multi-Organizational Collaboration. This model was adapted and developed from the Leavitt;s model, which is seen as practical, measurable, and has elements of new public services and transparency as required in the good governance paradigm shift.

Keywords: policy implementation, local law enforcement cadres, collaboration model

INTRODUCTION

Presidential Instruction Number 12 of 2018 concerning the national mental revolution movement, in order to improve and build national character by referring to the values of integrity, work ethic, and mutual cooperation to build a dignified, modern, advanced, prosperous and prosperous national culture based on Pancasila. Firdaus & Fadhilah, 2020). In order for the National Mental Revolution Movement program to be realized, the Minister of Home Affairs as the General Advisor of Satpol PP has established the activities of the Satpol PP Apparatus Movement Towards a Friendly Indonesia through the slogan "Regional Regulation is Our Authority" with the Minister of Home Affairs Instruction Number

331.1/8024/SJ of 2017. Through these instructions Governors, Regents/Mayors as Satpol PP Operational Technical Advisors in the regions to form Cadres for the Movement of Satpol PP Officers towards a Friendly Indonesia. This movement was carried out as an integral effort for general development of Satpol PP in the regions to change the perspective, way of thinking and attitude, behavior and way of working of Satpol PP officers that are oriented towards improving service to the community.

The aim of forming the Cadres of the Satpol PP Movement towards a Friendly Indonesia through the slogan "Regional Regulation is Our Authority", first is to enforce local regulations in "persuasive" and "dialogical" ways so that people own and love local regulations and are expected to actively assist in the enforcement process. Second, realizing the implementation of public order and public peace which is built on the basis of "awareness" and not on the basis of "coercion" or "violent" means. Third, change the point of view, way of thinking and attitude, behavior and way of working of Satpol PP officers that are oriented towards improving service to the community. Fourth, forming Satpol PP officers who are more humane, friendly and prioritize the protection of human rights. Lastly, fifth, building a positive image for Satpol PP.

In order to achieve the goal of forming a Cadre for the Movement of Satpol PP Apparatuses Towards a Friendly Indonesia, several activities can be carried out such as sympathetic operations for enforcing regional regulations, organizing public order and public tranquility and protecting the community, socializing the main tasks and functions and authorities of Satpol PP, carrying out social services, carrying out environmental care activities, performing arts and cultural performances, photo contests with the theme of Satpol PP that are friendly in building the community, and other social activities in accordance with the principles of local wisdom. The task of controlling this is non-judicial in nature against community members, apparatus, or legal entities that violate regional regulations and/or regional regulations (Handayani, 2020). In addition, Satpol PP is required to be able to work professionally while still paying attention to their duties and paradigm changes as community service providers (Joeliono, 2017).

So the government's partnership relationship, especially Satpol PP and the community, is a very strategic keyword and must be the focus of attention, especially to solve various problems in development. Partnerships that are forged and developed must of course be based on aspects and positions of equality that are democratic and proportional. Research reported by Handayani (2020); and Runtu, Sambiran, and Kimbal (2019), explain about the professionalism built by Satpol PP, this unit must be able to convey correct information and enforce regional regulations and regional heads in an elegant, humane, but firm manner. Saputra, Abubakar, and Akmal (2020); provides an illustration that in implementing service duties, Satpol PP needs to cultivate three character values that must be adhered to by every Satpol PP personnel, namely tough, humane, and serving.

Until now, there have been around 850 cadres recruited from various districts/cities in East Java, and efforts are being made to increase them because in the future they will touch all corners of the region. The formation of regional regulation enforcement cadres is stipulated in the Regional Regulation of East Java Province Number 1 of 2019 concerning the administration

of peace, public order and public protection. With regard to the descriptions that have been presented as well as empirical studies on bureaucratic reform carried out in each task-executing unit, such as the Satpol PP which has attempted to make a paradigm shift in its roles and duties to become more dynamic and community-oriented, it is stated in Article 40 of the Regional Regulations of East Java Province Number 1 of 2019 concerning the Implementation of Peace, Public Order and Public Protection.

This research is considered important to be carried out by considering Presidential Instruction Number 12 of 2016, dictum 3 concerning the "Orderly Indonesian Movement Program" focused on points (g) increasing law enforcement of orderly behavior; and (h) fostering a friendly and violence-free family environment, education unit, work unit, and community. The Civil Service Police Unit must be able to implement the spirit of mental revolution in its duties, namely to become a figure capable of protecting the community, not being feared (Panjaitan & Islah, 2021). Likewise, the Ministry of Home Affairs as the general supervisor of the Civil Service Police Unit through the Minister of Home Affairs Instruction Number 331.1/8024/SJ of 2017 has established the Civil Service Police Unit Officer Movement program Towards a Friendly Indonesia whose main task is to educate the public about the importance of regional regulations. In addition, this research is also important to carry out as a measure of the implementation of East Java Governor Regulation Number 38 of 2020 concerning the Road Map for Bureaucratic Reform of the Regional Government of East Java Province for 2020-2024.

RESEARCH METHODS

The study in this study used a qualitative descriptive approach, which emphasizes the in-depth understanding of a problem rather than looking at problems for generalization research (Strauss and Corbin, 2013). The final report of this research has a flexible structure or framework. Anyone involved in this form of research must adopt an inductive style of research perspective, focus on individual meanings, and translate the complexity of a problem (Creswell, 2010).

The analysis of the study is focused on the implementation of the policy "The Civil Service Police Unit (Satpol PP) Apparatus Movement to create a Friendly Indonesia through Regional Regulation Enforcement Cadres". In this study, several variables were used as a reference for reviewing and analyzing, then describing and building a more ideal implementation model with measurable results. Conceptually the implementation of change policies in this study refers to the definition formulated by Leavitt's called Diamond Models Implementation (Abrams & Hazrat, 2022; and Saraswati, Hatneny, & Dewi, 2019).

The credibility of the data is used in triangulation analysis, especially the member check approach, namely the degree of truth of the data that has been collected or the degree of trust in the data and the compatibility of the data between the research concept and the research results (Meleong, 2016). This triangulation approach refers to implementation that reflects the work of the Satpol PP Province of East Java which will be compared with the main work plan, namely Changes to the strategic plan of the Civil Service Police Unit of East Java Province referring to the third mission of the Regional Medium Term Development Plan on the objective

"Realization of Public Peace and Order, Public Protection, Fire and Rescue" with the target "Realization of peace and public order as well as public protection" and the second target "Realization of fire and non-fire management in East Java.

The Need for Changes in the Character of Satpol PP

After regional autonomy took effect, Satpol PP became an independent institution which reports its duties and responsibilities to the local government and has a stand-alone office. As an independent institution and having big duties and responsibilities, as a unit apparatus, it is necessary to have good physical and non-physical abilities for its members. With regard to the descriptions and studies put forward along with several interview excerpts, it can be stated the views of respondents regarding the paradigm shift in the dynamics of Satpol PP tasks as shown in the following table.

Table 1: Dynamics of Satpol PP Roles

New Order Period (1980-1999)	Reformation Period (2000-2020)	Present time
<ol style="list-style-type: none"> 1. The role of Satpol PP has not been maximized in its duties because it is included in the Regional Secretariat of East Java Province under the Bureau of Public Administration for Peace and Order 2. Satpol PP is a central government tool for security and order in local communities. 3. Roles and Duties of Sapol PP emphasizes the aspects of responsibility, harmony and harmony between the center and the regions 4. The government's focus on political stability, economic growth and equitable development. Satpol PP at this time was organizing the public order and public peace for the sake of maintaining the government's authority in running the wheels of government. 	<ol style="list-style-type: none"> 1. In 2003 the Satpol PP of East Java Province became a separate institution (Office of Civil Service Police Unit) 2. The duties and functions of Satpol PP have also experienced a change in mindset, if previously it carried out security and order, now it is more complex because it has shifted to issues related to social unrest 3. The issuance of Law Number 32 of 2004 concerning Regional Government, further strengthens the existence of Satpol PP as a Regional Apparatus in assisting Regional Heads in enforcing Regional Regulations and the Implementation of public order and public peace 	<ol style="list-style-type: none"> 1. Currently Satpol PP is regulated in Law Number 23 of 2014 concerning Regional Government in Article 255 and Government Regulation Number 16 of 2018 concerning Civil Service Police Units. 2. The role and duties of Satpol PP are carried out in a persuasive manner, with socialization, education and public relations approaches 3. Handling of trans-regency/city, trans-regional, public order and public peace disturbances in 1 (one) provincial area and enforcement of provincial regional regulations and governor regulations, as well as Provincial Civil Servent Investigator (PPNS) Development 4. The roles and duties of Satpol PP are increasingly varied, namely: maintaining peace and public order, enforcing local regulations and protecting the public.

New Order Period (1980-1999)	Reformation Period (2000-2020)	Present time
		5. Innovation in carrying out tasks is prioritized in providing community services, restoring justice and taking humane action which is the Satpol PP commitment from the central to the regional levels, and involves the community.

The table provides a comprehensive picture, and at the same time explains the paradigm shift in the role and duties of Satpol PP. As part of the government, the Satpol PP of East Java Province must provide protection to the community by providing a sense of comfort through pre-emptive and preventive patterns. Likewise, the goal is to rebuild the image (image building). The tasks performed by public relations include programming, relationships, information, and speaking. The implementation of the above functions is considered good in order to create a positive image of Satpol PP in society. The role that is still lacking is in terms of writing and editing, research and evaluating. This Public Relations prioritizes general interests through procedures, but by way of direct telephone, for example, so that closeness is maintained and gets a good response.

Administrative Principles in Enforcing Local Regulations

In reality on the ground the enforcement of regional regulations concerning public order and peace has the potential to intersect with the interests of the general public, in this case the lower middle class. However, because the community's knowledge of this regional regulation is very inadequate and not in accordance with the actual situation, this is due to the lack of outreach to the community so that they do not know that they have committed a violation. This is of course one of the causes is that the community has never received information or warnings from the authorities regarding the prohibitions contained in a legally valid regional regulation and the lack of firmness on the part of the regional government regarding the said regulations. It is even more ironic that on the one hand there is a prohibition in regional regulations, but on the other hand if the community does so they will be subject to a kind of retribution which seems to legalize what is prohibited.

Referring to the respondent's statement, it is also known that the substance regarding regional regulations comes from the sources of regional regulations, objectives and regional regulations which are a priority in addition to the numerous regional regulations. From this statement it is also known that out of the hundreds of regional regulations, not all of them can be socialized by the Government and Satpol PP. Therefore, according to the respondents, there were several regional regulations that were prioritized, which in East Java were known from the results of interviews. There are several regional regulations that have become a reference or priority for socialization and are considered urgent, such as Regional Regulation Number. 2 of 2020, regarding the implementation of peace, public order and public protection, this is a top priority because it relates to conditions that continue to develop in society and is dynamic in nature.

Then Regional Regulation Number 13 of 2019 concerning retribution, this is classified as very urgent because it relates to the economy and regional income, then Regional Regulation Number 11 of 2017 concerning the implementation of Education, Regional Regulation Number 10 of 2017 concerning the management of regional property. There are also regional regulations that are prioritized which in the socialization process can be implemented concurrently, such as Regional Regulation Number 1 of 2020 with Regional Regulation Number 6 of 2014 concerning the control and supervision of liquor. Then there are regional regulations related to land use issues within the government or regionally owned areas, as well as water resources management regulations Number 11 of 2011.

Implementation of Establishment of Regional Regulation Enforcement Cadre

The process of enforcing Regional Regulations and Regional Head Regulations concerning public order and peace is very intersecting with the interests of the community at large, in this case especially the lower middle class (Wijaya, 2020). This condition is relatively influenced by the public's knowledge of regional regulations or regional regulations which are still lacking and are not in accordance with the intent of these regulations. According to Saputra, Abubakar, and Akmal (2020), the community's ignorance of local regulations and regional regulations is due to the lack of outreach to the community so that they do not know that they have committed a violation. This is of course one of the causes is that the community has never received information or warnings from the authorities regarding the prohibitions contained in a legally valid Regional Regulation and the lack of firmness on the part of the Regional Government regarding the said rules (Saputra, Abubakar, & Akmal, 2020; and Wijaya, 2020). It is even more ironic that, on the one hand, there is a prohibition in regional regulations, but on the other hand, if the community does so, they will be subject to a kind of retribution that seems to legalize what is prohibited (Wijaya, 2020).

The regional regulation enforcement project which is seen as supporting the change process is carried out using a collaborative justice system approach as a strategy for enforcing regional regulation violations at the East Java Civil Service Police Unit, is an innovative breakthrough in enforcing regional regulation violations in which is seen as integrated, systematic and measurable in providing legal certainty, protection law and encourage the improvement of the quality of public services. The collaboration program can be seen from the following table.

Table 2: Collaborative Formation of Regional Regulation Enforcement Cadres

Location	Activity
1. Madiun Regency 2. Malang City 3. Jember Regency 4. Bojonegoro Regency 5. Blitar Regency 6. Tulungagung Regency	1. Socialization of Participation of High School/Vocational High School Students in the context of enforcing regional regulations related to Education Order by the Head of the East Java Province Education Office Branch, Regency./City and Socialization of the Participation of High School/Vocational High School Students in the Context of Prevention of Juvenile Delinquency by the Head of the Resort Police 2. Socialization of the Role of High School/Vocational School Students in Enforcing Laws and Regulations of Regency and City Civil Service Police Units
7. Tuban Regency	1. Dissemination of Inhibiting Factors and Solutions in Enforcing Regional Regulations on Minhol Control and Supervision in Tuban Regency by Civil Service Police Unit Tuban 2. Socialization on the Role of the Police in Supervision of the Control of Alcoholic Beverages in the District Tuban by the Tuban Police and Socialization on the Impact of Liquor on Health by the East Java Provincial Health Office
8. Pamekasan Regency 9. Ngawi Regency	1. Community participation in combating drug trafficking 2. What are drugs, modus operandi, bad effects and prevention Impact of drug abuse on health
10. Probolinggo Regency	Enforcement of Regional Regulations and Regional Head Regulations Concerning the Handling of Covid 19 in Probolinggo Regency by the Civil Service Police Unit of Probolinggo regarding Responding to Epidemic According to Islam by the Fatwa Commission of the Indonesian Ulema Council (MUI) and education about the New Normal life of Society in the Covid-19 Era by the District Health Office Probolinggo
11. Surabaya City	Building Effective Legal Policies to Prevent the Spread of COVID-19 by the Legal Bureau of the Regional Secretary of Province East Java and provide education about the dangers of Covid-19 and its prevention by the Province Health Service. East Java
12. Madiun Regency	1. Regional Regulation Enforcement Cadres by Satpol PP East Java Province 2. Implementation of Madiun Regency Regulation Number 39 of 2020 concerning the Implementation of Discipline and Law Enforcement of Health Protocol as an Effort to Prevent and Control Covid-19 in Madiun Regency by Satpol PP Madiun Regency 3. Get to know the dangers of Covid19 and how to prevent it and the need for vaccination by the District Health Office Madiun Regency
13. Mojokerto Regency	1. Participation of Regional Regulation Enforcement Cadres in Drug Prevention by Provincial National Narcotics Control Agency (BNNP) 2. Clean and Healthy Behavior in Adapting New Habits by the Provincial Health Office East Java 3. Implementation of Public Order and Public Peace in Mojokerto Regency by Satpol PP Mojokerto
14. Lamongan Regency	1. Challenges to the counseling profession in the 21st century 2. The importance of environmental preservation and sustainable development 3. The participation of the community in the administration of Peace, Public Order and Public Protection

The table is one of the implementations of the regional regulation enforcement work program through the formation of "The Regional Regulation Enforcement Cadres" in several districts/cities in East Java as one of the change projects. The implementation of the change project in the short term scope which includes forming an effective team, forming a Regional Regulation Enforcement Cadre (collaborative justice system) to the Launching of the regional regulation Violation Enforcement Program through the Regional Regulation Enforcement Cadres is carried out by signing an MOU with law enforcement officials and trialling the implementation of regional regulation enforcement by Enforcement Cadres Regional regulations receive support from leaders and relevant stakeholders so that everything can be implemented relatively according to the planned time, and there is one activity in the medium term that can be carried out in the short term, namely an inventory of types of regional regulation violations.

The results of interviews with cadres found that the collaboration process in enforcing regional regulations and regional regulations and implementing regional regulation enforcement cadres is an effort to optimize implementation that is oriented towards the vision of "friendly Indonesia Movement" and as a strategy for the Satpol PP in East Java Province. In principle, this effort really requires a strong commitment from various regional apparatus organizations holding regional regulations and other law enforcement officials, fulfilling the human resources of the Civil Service Police Unit both in quality and quantity as well as adequate budget support.

Philosophically, collaboration is an effort made by various parties to achieve the same goal. Schrage (in Effendi, Purnomo & Malawani, 2020), collaboration is an effort to unite various parties to achieve the same goal. Collaboration requires various kinds of actors - both individuals and organizations who work together to work on tasks to achieve common goals. This is similar to Gray's opinion (Effendi, Purnomo, & Malawani, 2020), which states that collaboration is a process where there is awareness from various parties who have limitations in seeing a problem and then try to explore these differences to find solutions. Raharja (Dallu, 2019) also revealed the nature of collaboration is a collaboration carried out between organizations to achieve common goals that are difficult to achieve individually. The need to achieve this goal is the background for the Satpol PP of East Java Province to collaborate with other organizations or individuals in order to complete their work program as law enforcers.

Judging from the time and achievements that can be observed or reported in the activities of the Regional Regulation Enforcement Cadres, it can be said that the work process of the Regional Regulation Enforcement Cadres has not achieved the expected results according to the strategic plan, that the Regional Regulation Enforcement Cadres are a Priority program. Of the total Regencies and Cities, not 50% have formed Regional Regulation Enforcement Cadres, and the activities carried out with collaborators are still on pandemic management activities, namely the socialization of Enforcement of The Community Activities Restrictions Enforcement, commonly referred to as the **PPKM** and health programs. Meanwhile, the other regional regulations from 2020 to 2022 have not received the attention of cadres to be socialized or enforced.

Development of Cadres as Regional Regulation Enforcement Agents

Each strategic objective of the Civil Service Police Unit of East Java Province is further elaborated into a number of programs. Within each program there are a number of activities and sub-activities that have the same perspective as the contents associated with the aims, objectives and characteristics of the program. The dynamics of the implementation of the roles and duties of Satpol PP in the reform era until now has undergone significant changes in line with the regional autonomy policy with service patterns, both technical and functional services as a pattern of community services provided by one government agency in accordance with its duties, functions and authorities; and electronic service is a pattern of service that uses information and communication technology which is the automation and automation of service delivery which is on-line in nature, so that it can adapt to the wishes and capacities of customers or the public.

Research submitted by Runtu, Sambiran, and Kimbal (2019) that if people feel comfort and peace, then the community will be able to carry out various activities without having to violate rules or fight government policies. So efforts to take action against people who commit violations must be the final part of Satpol PP services, because the "Preventive" and "Pre-emptive" efforts carried out by Satpol PP are the initial process of protecting the community. Lestari, Kusbandrijo, and Murti (2020), argued that community compliance can grow because people's awareness to comply is not because they are given sanctions or because there is an operation by the Satpol PP. Therefore, it is very important for the Satpol PP of East Java Province to provide community protection as a manifestation of the process and strategy for changing the pattern of approach to Satpol PP tasks.

The statements of the informants who are members of the Regional Regulation Enforcement Cadres, both from Surabaya and Probolinggo, provide a similar explanation, namely the experience of Regional Regulation Enforcement activities with Satpol PP using an educative and humanist approach. This approach was carried out by regional regulation enforcement cadres together with Satpol PP while carrying out operations, which has the aim of building stigma in the process of enforcing regional regulations. So the expected impact is that public opinion is formed about the character of the Satpol PP in East Java Province, so an educative and communicative approach is the most likely choice or priority to succeed. An educational approach that emphasizes the communication aspect is used in the realization of action for change, which is a communication method that is applied both persuasively, informatively and instructively. This can also be seen from the statement by the Head of the Satpol PP Guidance and Counseling Section for the East Java Province that the role and duties of the Satpol PP in carrying out the task of enforcing local regulations are carried out persuasively, approaching the community by providing socialization, humane education. (Interview: TH, Surabaya, 2022). So the effort to carry out a short-term change project through a program that is very basic for the continuation of the change project at the next stage, namely by strengthening the Satpol PP performance pattern and the idea of strengthening the community participation partnership pattern as an effort to prevent early disturbances of peace, order and security which

is implemented by making several program activities, such as the formation of a Cadre Enforcement of Regional Regulations.

Collaboration between agents in a regional regulation enforcement organization, as a Regional Regulation Enforcement Cadre has a role as a member who does work that is outsourced to agents. The following is a picture of the conceptual model of agent collaboration in an information system outsourcing group. By outsourcing, the company is more focused on its core business concept. Regional law enforcement agents who implement outsourced information systems implement interactions between agents by utilizing the agent's ability to carry out their work. In governance, there are several internal agents consisting of both parties (Satpol PP and the community) who collaborate. Regional regulation enforcement cadres as agents are cadres whose role is to manage outsources based on their respective responsibilities as follows.

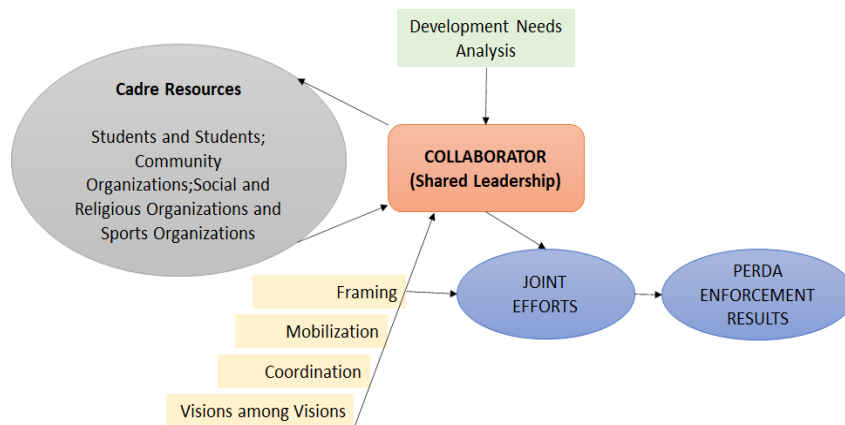


Figure 1: Multi-Organizational Collaboration Model

The model of multi-organizational collaboration in the community in the management of regional law enforcement cadres as well as the information system is a conceptual description based on an analysis of roles and responsibilities for joint security and order in society (law enforcement). Several stakeholders are involved, such as internal agents who are described as internal agents, namely Satpol PP in each district/city and multi-community or individual external agents such as students/students, as well as various youth organizations and sports organizations. Dynamic collaboration between organizations and individuals (community leaders/religious leaders) is an information system that can be viewed from various perspectives, including transactional perspectives, resources, and the relationship between the two perspectives.

Institutional Regional Regulation Enforcement Cadres become sub-organizations, or as independent organizations in which are collaborators from various organizations in the community and individuals. The ability to develop institutions that support increased competitiveness of the region and the ability to remove institutional barriers and bureaucratic rigidity that locks processes and networks. In addition to social networking, the ability to forge trust, mutual dependence, loyalty, solidarity, and horizontal cooperation based on mutual trust

and support between organizations and individuals. Socialization skills, the ability to produce shared knowledge that encourages social integration of stakeholders. The ability to share feelings, emotions, experiences and mental models is important in developing an organization as well as a sub-organization which is an agent of the government that has an equal role with Satpol PP in enforcing regional regulations. Actions in collaboration are at the heart of a collaborative governance framework. However, many researchers do not study and pay more attention to collaborative actions (Thomas and Koontz in Wulandari, Suranto, & Purnomo, 2019). According to Innes and Booher (in Wulandari, Suranto, & Purnomo, 2019) collaborative actions are the main result of a linear collaboration process which is sometimes associated with impact.

In principle, the collaborative approach is not only used in public services and business development, but is also used in public policy. Because so far the implemented public policies have not fully gone well, and there are still limited capacities of local governments in administering their governance. Therefore, the involvement of the private sector and the community is also needed to realize good governance in the formulation and implementation of public policies, especially the involvement of all components in local regulation enforcement programs. Ansell and Gash explain that collaborative governance is a governance arrangement in which one or more public institutions directly involve non-government stakeholders in a formal, consensus-oriented, deliberative collective decision-making process that aims to make and implement public policies and manage programs or assets. Public. (Basuki, 2021).

Agencies that are built collaboratively to be effective must be implicitly disclosed with the formulation of clear objectives (Sedarmayanti, 2011). This is because it will be difficult to carry out collaborative actions if the goals to be achieved from the collaboration itself are not made explicitly. Collaborative efforts in practice are very diverse, such as community empowerment, establishment of licensing processes, pooling of resources, monitoring of new management systems/practices, and so on. Then, the results of these actions directly bring temporary impacts that lead back to the dynamics of collaboration, and long-term impacts.

Obstacles to Agency Development for Regional Regulation Enforcement Cadres

During the process of carrying out their duties, roles and functions as shown in the table above, the Satpol PP in carrying out their duties and functions often clashes with the community and tends to receive opinions of "deprivation of human rights". This is because the Satpol PP's duties in enforcing rules, both judicially and non-judicially, are often considered to "seize" the rights of those who violate the regional regulations in question (Rusdi, et., al, 2021). Anticipating this, a Standard Operating Procedure (SOP) was formed which was contained in the Minister of Home Affairs Regulation Number 54 of 2011 (Hasrul, 2017). Meanwhile, the spaces covering Satpol PP SOP are: a) Conducting directions to communities and legal entities that violate regional regulations b) Conducting guidance and/or outreach to the public and legal entities c) Preventive non-judicial and d) Judicial prosecution.

The role and function of Satpol PP is ultimately part of the constraints in developing or fostering Regional Regulation Enforcement Cadres, both as partners and in agencies. Obstacles

in the development of regional law enforcement cadres in the agency realm can be described as follows.

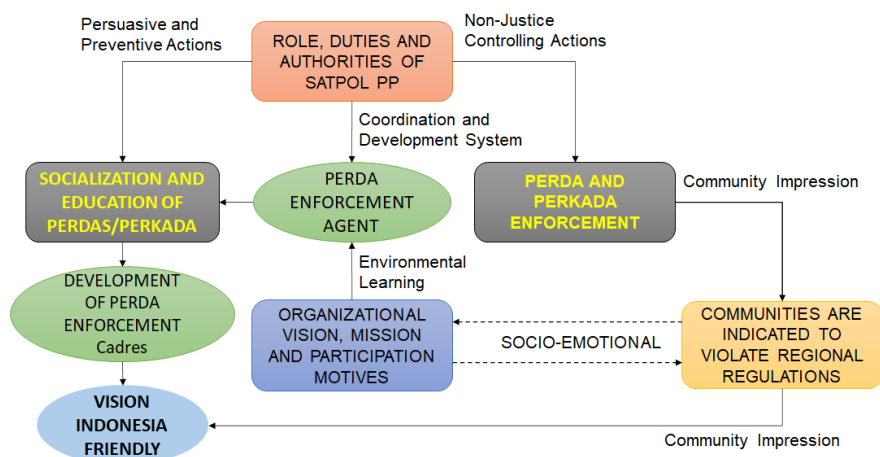


Figure 2: Scheme of Obstacles to Achieving the Vision of Regional Regulation Enforcement Cadres

In the scheme it is stated that there are lines that explain the impression of society and socio-emotions. This condition does not rule out the possibility of being one of the factors that is taken into consideration for the community to be involved or participate in enforcing regional regulations with Satpol PP, especially in terms of Satpol PP authority in enforcing local regulations, namely controlling with a non-judicial approach. The scheme above also explains that there is an environmental learning line and a coordination and coaching system (Rusdi, et., al, 2021). These two aspects show urgent obstacles and need to get attention in the formation of regional law enforcement cadres in the realm of regional regulation enforcement agencies. The impression of the community and the pattern of coordination and development of cadres is an urgent matter, this is related to the Regional Regulation Enforcement function carried out by Satpol PP which has been mentioned in Permendagri Number 54 of 2011 concerning Standard Operational Procedures for Civil Service Police Unit Procedures.

Forming a Regional Regulation Enforcement Cadre Agency Model

Leavitt's approach as stated in the theoretical study, and the concepts implemented in Mieszajkina's research (2016); and Abrams and Hazrat (2022), explained that the Leavitt Model is an integrated approach to change. This means that everything in an organization is connected, and changing one part can impact the other. Abrams and Hazrat (2022), explains that Leavitt offers a new approach to viewing organizations, in which each organization consists of four interactive components. According to the research report by Saraswati, Hatneny, and Dewi (2019); and Prayoga (2019), that Leavitt's approach is now widely used to make organizational change more effective. The adaptation of the collaboration model carried out by the Satpol PP of East Java Province can be assimilated by Ratner's views (Pozzebon, Cunha, & Coelho, 2016), suggesting that in collaborative governance it is built in three focuses or three stages, especially as a collaborative process that is made into governance government.

Regulation of the Minister of Home Affairs Number 58 of 2017 concerning Cooperation between the Ministry of Home Affairs and Regional Governments with Community Organizations and Agencies or Institutions in the Field of Politics and Public Administration, explaining the object of cooperation (Article 4); and the form of cooperation (Article 5), which in this case has regulated how agencies within the local government environment can collaborate between community organizations, social and political organizations to carry out various tasks related to national interests, including *Tribumtranmas* and *Linmas* issues, as well as community empowerment .

Furthermore, the role and function of *Satpol PP* when viewed from the role theory, as stated by Dougherty and Pritchard (Boin & Tri, 2019), this role theory provides a conceptual framework in the study of behavior in organizations. They state that the role "involves patterns of product creation as opposed to behavior or action". Included in this is the role of *Satpol PP* which is required to be able to share information, optimize and reduce obstacles to improve government performance and promote situational awareness that supports collaborative decision making, and well-informed joint action (Chun et al., in Dally, 2019).

The formation of Regional Regulation Enforcement Cadres in the pilot project in 14 Regencies/Cities in East Java is a new organization, which was formed as a manifestation of collaboration between government officials through *Satpol PP* in Regencies/Cities, with school students, several community elements, youth organizations (Community Organizations or Social Organizations) and NGOs. Research reported by Boin and Tri (2019), explains that collaboration with the community (collaboration) carried out in efforts to enforce local regulations/*perkada* is a process of organizational adaptation to change, in which every organization is required to be able to make various changes according to the needs of the times.

Howlink (Dosinta & Brata, 2020), explains that an organization's ability to adapt to its environment is determined by its ability to observe and respond to what is happening in its environment. Therefore, it is important for members of the organization to have the ability to observe and respond to changes that occur in their environment. So the *Satpol PP* of East Java Province as the organizational coordinator of all Regency and City *Satpol PP* agents must be able to diagnose the existence of an organization formed as a "Regional Regulation Enforcement Cadre" by determining a diagnostic technique that is appropriate to the organization for the changes to be made.

Organizational diagnosis is an important matter for the organization in relation to change. The first step in change is to identify the organization to determine what changes are needed by the organization (Simarmata & Almaududi, 2019). Determining the focus of what changes will be made determines the success or failure of the change itself. Therefore, the first step in this change is to make a diagnosis of the organization. Janicijevic (Hardiyansyah, et., al., 2019) states that organizational diagnosis is an important issue in organizational change and development.

Leavitt's model is one of several effective organizational diagnostic approaches. According to Smith (2016); Nograšek and Vintar (2017), explain that Leavitt's model categorizes several

variables into four namely structure, tasks, technology, and human resources. The variable structure refers to the authority system, communication system, and workflow in the organization. Task variables refer to tasks and subtasks related to the provision of goods and services (Nograšek and Vintar, 2017; Saraswati, Hatneny, & Dewi, 2019). According to Leavitt's (Prayoga, 2019), this model states that between variables there is interdependence, and changes in one variable will affect other variables. Likewise, when intervening on one variable, one must also analyze its effect on other variables. The involvement of the community in terms of enforcing regional regulations in an organization called "Regional Regulation Enforcement Cadres" which is a collaboration between the Satpol PP and various elements in society, and perhaps even involving the private sector can illustrate the position of the government and citizens as important actors in policy making and implementation. Citizen involvement is necessary because all services, programs and policies made by the government will affect people's lives.

The implementation of Leavitt's Model that allows projecting "The Regional Regulation Enforcement Cadres" program can be described in the task component, which can include objectives in addition to tasks. So this component will include looking at two things; firstly how things are being done and secondly what will be achieved by the Satpol PP of East Java Province. Here again, the researcher is looking at the focus on achieving the qualitative aspects of the various tasks and goals rather than the actual task. When looking at the duties as a Regional Law Enforcement Cadre, researchers question the relevance and benefits that can be taken by collaborators, and when looking at goals, researchers analyze what kind of results and productivity can be produced by Satpol PP collaboration with the community. This model can be said as a unit, that each variable is interdependent. Changes in one variable can affect other variables.

Likewise, when intervening on one variable, one must also analyze its effect on other variables, which can be described as follows.

Table 3: Implementation of Leavitt's Approach Organizational Diagnosis

Element	Condition of each component	Components that need intervention	Impact that needs to be intervened
Human Resources	<p>a. There is no competent human resources in planning and mapping to build inter-organizational cooperation.</p> <p>b. Lack of understanding of the importance of coordination and or collaboration.</p>	<p>a. The need to recruit staff with educational backgrounds in the majors of law, psychology, and the field of public relations.</p> <p>b. Pol PP personnel need to be given an understanding regarding collaboration and coordination through training or technical guidance.</p>	Competent human resources in the planning and organizational development of Satpol PP

Task	<ul style="list-style-type: none"> a. Lack of synchronization of operational field planning documents; b. Not yet coordinated and collaborated between cross-organizational regional apparatuses; c. Haven't used a spatial approach from a law environment perspective; d. Not yet fully supporting the achievement indicators in the RPJMD; e. Lack of availability of programs and activities in e-planning. 	<ul style="list-style-type: none"> a. It is necessary to optimize coordination and collaboration between functions and stakeholders so that a planning in the field of organizational strengthening "Regional Regulation Enforcement Cadre" is achieved which is in synergy with work planning documents. b. It is necessary to apply a planning system based on law environment data in order to achieve more accurate planning. 	<ul style="list-style-type: none"> a. Planning documents for Regional Regulation Enforcement Cadres at the law environment level are available in collaboration with stakeholders so as to support the achievement of target indicators in the Satpol PP Resntra and ease of data access b. Availability of adequacy of new activity programs in the e-planning system.
Structure	There are 4 divisions and 1 secretary, the Regional Regulation Enforcement Division has 2 Section Heads of Tribum Sections have 2 Section Heads of Linmas Sections have 2 Heads of Fire Departments (still new), with 2 Section Heads	There is less intensive coordination and/or collaboration between the areas of Regional Regulation Enforcement, Trantibum and stakeholders.	Increased understanding of the tasks of Human Resources even though it is not optimal.
Technology	<ul style="list-style-type: none"> a. There is no data-based planning and operational information system for enforcing local regulations yet. b. There is no budget for information systems in the field of regional regulation enforcement operations and regional regulation enforcement cadres. 	There is a planning information system for regional regulation enforcement based on data and operations for regional law enforcement cadres that can provide easy access to information.	<ul style="list-style-type: none"> a. Availability of a budget for the implementation of planning information systems in the field of local law enforcement and collaborating regional law enforcement cadres. b. Availability of a data-based regional regulation enforcement cadre operational system application in stages.

Law environment-based geospatial information systems according to the research report of Mansoori, Sarabdeen, and Tchantchane (2018), are an important part of various segments of regional development studies and activities such as spatial planning, resource inventory and allocation, quality monitoring/ environmental health, land taxation, infrastructure management, public order and community protection, defense and security, to government services with a paperless and cyber-based system (e-government).

As identified by Alawadhi et al. (Bila & Saputra, 2019), beyond collaboration between government agencies, successful collaborative initiatives usually have cross-sectoral links and encourage citizen participation in decision-making, monitoring city services, and providing

feedback. One of the challenges for governments in implementing new technologies and smart processes is that agencies must be able to keep up with these advances, which requires specific skills. However, it is also a major obstacle for the government, which overcomes budgetary and human resource constraints that limit progress in several areas. One way to overcome this obstacle is through interaction between universities, industry, and community and youth organizations such as Scouts, Nature Lovers organizations, Student Regiments, and Paskibra youth. Given public engagement, two ways for citizens to engage and participate in public affairs can be identified: directly (through citizen services or social media services) and indirectly (through intermediary actors who interact and actively participate in decision-making processes).

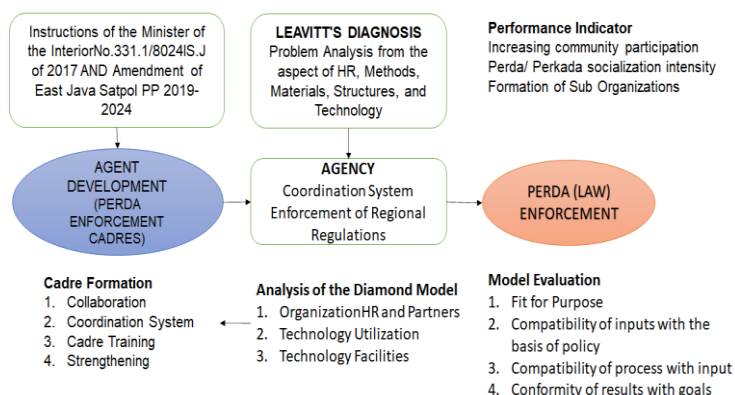


Figure 3: Agency Collaboration Model Design

The scheme of the Leavitt's collaborative implementation model in Figure 3 is a design model that is considered quite ideal that has continuous learning value. The process of continuous learning in the organization (organizational learning) is very much needed by all Regional Regulation Enforcement Cadres because the products of regional laws and regulations continue to exist and are dynamic. Apart from that, the periodization of Cadres and various external conditions really requires fast and flexible dynamics of change. Referring to the adaptation of Leavitt's model put forward, it can be developed implementatively as shown in the following figure.

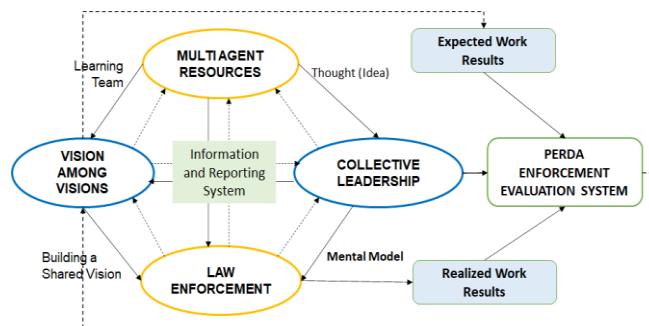


Figure 4: Implementation of the Multi-Agent Collaboration Model

Figure 4 is adapted from Leavitt's Diamond model which the researchers further developed by simplifying the diamond polar pattern, as well as providing additional tools as process measurements from the diamond model. These additions are in the boxes for expected results, realized work results, and an evaluation system for local regulation enforcement activities carried out by regional law enforcement cadres.

CONCLUSIONS AND RECOMMENDATIONS

Referring to the entire process of this research, from the results of data analysis and literacy studies it can be concluded that the implementation of the Indonesia Friendly program policy is stipulated in the Minister of Home Affairs instruction Number 331.1/8024/S.J of 2017 and changes to the 2019-2024 strategic plan which stipulates the formation of Cadres regional regulation enforcement has been a priority program for the East Java Satpol PP since 2018 by the East Java Satpol PP until now the process of forming and developing a Regional Regulation Enforcement Cadre has been slow.

Obstacles in the implementation of the formation of a Regional Law Enforcement Cadre to realize the vision of a friendly Indonesia by East Java Satpol PP officers from the results of Leavitt's diagnostic analysis found two important causes, the first is internal factors, namely coordination and communication systems that have not been systemically established. This means that the East Java Satpol PP as the driving force has not been able to coordinate all Regional Regulation Enforcement Cadres in each Regency/City. External factors that become a socio-emotional problem for the community at Satpol PP are related to the task of enforcing regional regulations with several repressive and non-judicial approaches in the task of controlling.

As an important finding in this study, it explains that a model is considered relevant if it leads to a continuous process of learning organization. Multi-Agency Organizational Collaboration Model. This model was adapted and developed from Diamond Leavitt's model which is oriented towards organizational learning (organizational learning). Adaptations that are directed in the collaboration model are developments or findings of researchers, which involve aspects of evaluating the implementation of regional law enforcement cadres. This model approach is seen as practical, measurable, and has elements of public new services and transparency as required in the good government paradigm shift. The collaboration model approach adapted from Leavitt's model has the advantages of 1) change and strengthening of tasks, namely optimization and competence of Satpol PP human resources who are able to adapt to the new paradigm; 2) Structural change, which means changing the functional role of Satpol PP members in the process of enforcing regional regulations/perkada which was originally carried out with related government agencies, now carried out by involving the role of the community; and 3) Changes in technology, namely increasing the ability of Satpol PP members as well as Regional Regulation Enforcement Cadres in utilizing new technology to make it more effective and efficient as a media for disseminating and educating Regional Regulations and Perkada to the public.

It is recommended for Regional Governments to determine indicators for measuring success targets for each stage of change, which are tangible, measurable and specifically planned including operational financing and reporting. An effective collaboration process in Leavitt's model is the formation of a new structure which is a work team that can be called a Regional Regulation Enforcement Cadre, it is suggested that in the collaboration process it is necessary to modify tasks or objectives to optimize the skills and expertise of human resources possessed by Satpol PP in Collaboration Team.

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