



IJSRM

INTERNATIONAL JOURNAL OF SCIENCE AND RESEARCH METHODOLOGY

An Official Publication of Human Journals



Human Journals

Research Article

January 2019 Vol.:11, Issue:3

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The Effect of Public Administration Systems on Performance Implementation of Public Green Open Space Policy in Kupang City



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Submission: 20 December 2018

Accepted: 26 December 2018

Published: 30 January 2019



HUMAN JOURNALS

www.ijsrm.humanjournals.com

Keywords: Public Administration Systems, Performance, Public Green Open Space Policy, Kupang City

ABSTRACT

The purpose of this study briefly is 1) To test and explain the relationship and influence of leadership commitment, organizational commitment, quality of apparatus resources, level of community participation, budget commitment, and quality of policy documents on implementation performance, partially or collectively. 2) To test and explain the influence and relationship of the path between the x variables (independent) on the implementation performance of the public green open space policy in Kupang City. To achieve the objectives of this study, collect data both quantitative and qualitative data through review of policy documents, budget documents, and other documents. In addition, conducting interviews, questionnaires, observations, and documentation with the respondents who were used as research objects related to various variables and information needed in this study. To do data analysis in this study using several analyzes or tests such as validity and reliability of data, data normality test, data correlation test, partial and simultaneous regression test, path analysis test (path analysis) so as to produce research conclusions.

INTRODUCTION

Green open space in principle has a strategic function for human survival. The function of green open space can be viewed from several aspects including 1) biological functions. This function as a producer of Oxygen (O²); 2) hydrological function. This function as a regulator of the water system into the ground, 3) refraction and absorption function. This function can provide reflection and absorption of solar heat so as to reduce global warming of the earth; 4) planological function. This function can be used as a basis for urban planning or urban design; 5) aesthetic function. This function can the of providing the beauty and coolness of city dwellers; 6) recreation function. This function can provide space to play or relax for the residents of the city. For this reason, the policy of establishing green open spaces in urban areas is absolute and must be realized in the development strategies of each Regency / City in Indonesia.

Spatial Planning Law Number 26 of 2007 stipulates that the proportion of green open space in urban areas is at least 30 percent of the total area of the city (Article 29). This means that all urban areas must provide green open space both public green open spaces and private green open spaces. Furthermore, the proportion of urban public green space is 20 percent and urban private green open space is 10 percent (Ministerial Regulation Number 5 of 2008). This is determined as an anticipatory step to balance the atmosphere of the city movement between the space built with open space so that it can minimize the influence of nature both global warming, flooding, slums, and other issues that contribute to problems in urban areas.

Provision of green open space in urban areas is a form of city government public service. As a form of public service, green open space must be built on the basis of public administration systems ranging from aspects of planning, programs, budgeting, organization, monitoring, to the realization of ideal green open spaces in urban areas. To build green open spaces requires the participation of the public and the private sector so as to accelerate the fulfillment of the ideal green open space by 30% in urban areas.

The study of the implementation performance of the policy for the realization of green open space is the concentration of the science public administration. This is because the administration is a planned work carried out by a group of people in collaborating to achieve goals on the basis of effective, efficient, and rational (Pasolong, 2007: 3). Furthermore, the scope of administration in principle addresses three aspects: 1) Public organization. This is

related to organizational models and bureaucratic behavior; 2) Public management. This relates to systems and management, program evaluation and productivity, public budgets and human resource management 3) Implementation. This is related to the approach to public policy and its implementation, privatization, intergovernmental administration and bureaucratic ethics (Henry, 1998).

The Kupang City is one of the urban areas that is classified as dry, so it is in desperate need of green open space in urban areas. The realization of green open space in Kupang city does not meet the technical requirements in accordance with the provisions of the applicable legislation. If it is associated with the existence of the Kupang city which is a dry area, the actual green open space is a serious concern so that it can provide comfort for residents of the city from the problem of drought and global warming of the earth. In accordance with the Kupang City Spatial Plan, the allocated green open space has met the target of public green open space. The public green open space in Kupang City is in accordance with Regional Regulation Number 12 of 2011 concerning the Detailed Plan for the Kupang City Spatial Plan of 4,857.06 Ha or 29, 38 percent of the Kupang City area of 16,534 Ha.

However, in the field implementation, the condition of public green open space in the Kupang city area is only 0.36 percent. This shows that the level of implementation of green open space is still low. In order to realize the city of Kupang that is safe, comfortable, productive and sustainable according to the vision of regional spatial planning, it is necessary to reform the entire public administration system both from the aspect of policy documents (spatial planning and program aspects) institutional aspects, leadership, budget aspects, aspects of apparatus resources , and the level of community participation is packaged in a good government administration system. For this reason, this paper tries to find a common thread to find the link between the public administration system in implementing green open space policies in Kupang City under the heading: "The effect of the public administration system on the performance of Green Public Open Space Policy Implementation in Kupang City".

EXPERIMENTAL

1.2 Formulation of the problem

The main problem in this research is: "What is the relationship and influence between the public administration system and the implementation performance of the public green open

space policy in Kupang City?". In detail the main problems of this research can be described as follows:

- 1) How is the relationship and influence of each variable X (leadership commitment, organizational commitment, quality of apparatus resources, level of community participation, budget commitment, and quality of policy documents) on the implementation performance of the public green open space policy in Kupang City?
- 2) How is the simultaneous influence of leadership commitment, organizational commitment, quality of apparatus resources, level of public participation, budget commitment and quality of policy documents on the performance of the implementation of public green open space policies in Kupang City?
- 3) What is the influence of leadership commitment on the implementation performance of the public green open space policy in Kota Kupang through organizational commitment and budget commitment?
- 4) What is the influence of the quality of apparatus resources on the performance of the implementation of the public green open space policy in Kupang City through budget commitment and quality of policy documents?
- 5) What is the influence of the level of community participation in the performance of the implementation of public green open space policies in Kota Kupang through budget commitment and quality of policy documents?

1.3 Research purposes

The objectives of this study are:

- 1) To test and explain the relationship and influence of each variable X (leadership commitment, organizational commitment, apparatus resource quality, level of community participation, budget commitment, and quality of policy documents) on the implementation of public green open space policies in Kupang City.
- 2) To test and explain the relationship and general influence of leadership commitment, organizational commitment, quality of apparatus resources, level of public participation,

budget commitment and quality of policy documents on the performance of the implementation of public green open space policies in Kupang City.

3) To test and explain the relationship and influence of leadership commitment on the implementation performance of the public green open space policy in Kota Kupang through organizational commitment and budget commitment.

4) To test and explain the relationship and influence of the quality of apparatus resources on the performance of the implementation of the public green open space policy in Kupang City through budget commitment and quality of policy documents.

5) To test and explain the relationship and influence of the level of community participation in the performance of the implementation of public green open space policies in Kupang city through budget commitment and quality of policy documents.

1.4 Usability of Research

The uses of this study are:

1) From an applied or functional aspect, this research is useful as a basis for handling the implementation of public green open space policies in Kupang City;

2) From the scientific aspect, this research is useful for the development of the science of public administration in the form of a performance study of policy implementation in the development of green open space and is also an input for other researchers who wish to conduct further research related to the implementation of public green open spaces;

3) From the aspect of government institutions, this research is useful as an input for the Kupang City government in order to improve the performance of the implementation of public green open space policies in Kupang City;

1.5 Literature Review, Thinking Framework, and Hypothesis

1.5.1 System Concepts / Aspects of Public Administration

There are two major theories (Grand Teory) which underlie this research, namely:

a. Teory Public Administration

Public Administration as a system then expressed some opinions about the system, among others: Pamudji (1981; Prajudi 1982), and concluded by Inu Kencana Syafii (2010: 10) that the system is a unified whole of a series of hooks that relate to each other, where the part or subsidiary of a system becomes the parent system of the next series.

Likewise, the notion of administration and public administration is very important to present several related concepts. Of all the opinions about good administration proposed by Hebert A. Simonn, Leonard D. White, Prajudi Admosudirdjo, Luther Gulick, Liang Gie, Sondang P. Siagian, Hadart Nawawi, Inu Kencana Syafii (2010: 15) concluded that there were 8 (eight) elements of administrative implementation: organizing, Management, Relationship, Personnel, Finance, Supplies, Administration, Representatives.

Finally, Inu Kencana Syafii (2010: 11-12) states that the public administration system is the overall implementation of state government services, by utilizing and utilizing all the capabilities of the state apparatus and all funds and resources, to achieve national goals, and to carry out the tasks of the State as stipulated in constitution of each country. Further explained by Pasolong, (2014: 21) that the scope of the public administration system consists of public policy, public bureaucracy, public management, leadership, public services, personnel administration/apparatus, apparatus performance, and public administration ethics.

Keban (2014: 11) states that there are six strategic dimensions of public administration: 1) Policy Dimensions; 2) Dimensions of organizational structure; 3) Management dimensions; 4) Ethical dimensions; 5) Environmental dimensions, and 6) Performance accountability dimensions. This means that policy documents are part of the policy dimension while leadership, organization, and apparatus resources are part of the organizational structure dimension and subsequently, the budget and community participation and leadership are part of the management dimension.

b. Management Theory

Some opinions related to the management function are quoted by Inu Kencana Syafii (2010: 15) as follows:

Henry Fayol (1916) management has functions of Planning, Organizing, Commanding, Coordinating, and Controlling; Luther M. Gulick (1930) establishes management functions namely Planning, Organizing, Staffing, Directing, Coordinating, Reporting, and Budgeting;

Harold Koonts and Cyrill O Donnel define the functions of planning, organizing, staffing, directing, and controlling.

So, the public administration system is concluded as an overall organizational system, leadership, resources, budget, policy documents, and even to the level of public participation to realize the implementation of public policy.

1.5.2 Theory of Public Policy

Public policy is a multidisciplinary science because it involves many scientific disciplines such as political, social, economic and psychology. Policy studies developed in the early 1970s mainly through the writings of Harold D. Laswell. There are several opinions related to public policy theory, among others: Harold Laswell and Abraham Kaplan, George C. Edwards III and Ira Sharkansky, David Easton, Thomas R. Dye, James A. Anderson, Dunn (2000: 110). Related to this opinion, it was concluded that several concepts related to public policy include:

- a. public policy as "a government action in the form of government programs to achieve goals or objectives
- b. allocation of values that are authoritative for the whole community.
- c. work carried out by the government (whether it aims to solve problems, increase human resources, stop acts of terrorism, or other) and that work produces something (what differences it makes).
- d. what is stated and done or not carried out by the government which can be stipulated in legislation or in a policy statement in the form of speeches and discourses expressed by political officials and government officials which are immediately followed up with government programs and actions.
- e. "The policy system contains a dialectical process, which means that the objective and subjective dimensions of policymakers are not separated in practice".

From the theories of policy processes, we can see three keywords namely "formulation," implementation ", and" performance ". After a policy is formulated, the next step is, of course, implementing the policy. Regarding policy implementation, Nugroho (2008: 501)

states that the Plan is 20% success, implementation is 60%. Then the remaining 20% is how we control implementation. The implementation of policy is the hardest thing because here problems that are sometimes not found in the concept appear in the field. In addition, the main threat is the consistency of implementation.

1.5.3 Theory or Model of Public Policy Implementation

There are several opinions related to policy implementation models such as Van Meter and Horn (1975), Purwanto and Sulistyastuti (2012: 21), Hogwood and Gun (1984), Schneider (1986: 268), Sabatier (1986: 268), George Edwards. There are several conclusions related to policy implementation, namely:

- a. Failure to implement a program can occur by several aspects such as: low program socialization, ignorance of the organizing apparatus, weak oversight mechanisms, dominant culture of formalities, coordination of the implementation of activities, attitudes and behavior of government officials, communication and organizations (Purwanto and Sulistyastuti (2012: 21),
- b. The failure of the implementation of a policy is caused by several things, including 1) External barriers; 2) Time and resources are not available adequately; 3) Policies are not based on a strong (theoretical) basis of policy with the results to be achieved; 4) The causal relationship between policies and results is rarely direct; 5) Implementing agencies are rarely independent; 6) Actors rarely make general agreements about the objectives of the policy and how to achieve them; 7) Communication and coordination are rarely related to policy implementation (Hogwood and Gun (1984))
- c. There are 5 (five) factors that influence the success of implementation, namely: 1) survival (viability), 2) integrity theory (theoretical integrity); 3) scope, 4) capacity (capacity); 5) unintended consequences. (Schneider (1986: 268))
- d. There are 6 (six) variables that determine the success or failure of implementation, namely: 1) Clear and consistent objectives or policy goals; 2) Support a strong theory in formulating policies; 3) the implementation process has a clear legal basis; 4) commitment and expertise of policy implementers; 5) Stakeholder support; 6) stability of social, economic and political conditions. (Sabatier (1986: 268))

e. variables that influence public policy include: implementation activities and inter-organizational communication, characteristics of implementing agents/implementors, economic, social and political conditions, and trends (dispositions) of implementers (Van Meter and Van Horn, 1975: 463)

f. factors or variables that work together simultaneously and interact with each other to help and hinder the implementation of policies, namely communication, sources, trends or behavior and bureaucratic structure (Edwards Model, 1980)

g. Factors that influence the policy model are the power, interests, and strategies of the actors involved, the characteristics of institutions and authorities, and compliance and responsiveness. (Grindle 1950)

From the opinions of experts as shown in the table, there are several variables that influence policy implementation, namely: 1) resources; 2) Organizational structure; 3) Policy Documents; 4) Communication; 5) Political conditions; 6) Disposition; 7) Behavior of bureaucrats; 8) Motivation; 9) Leader Support; 10) Environment; 11) target groups.

1.5.4 Performance of Public Policy Implementation

Performance is basically seen in two aspects, namely employee performance, and organizational performance. There are several opinions related to the performance of public policy implementation, among others: Rue and Byars (1981), Institute of Public Administration (LAN) (1993: 3), Purwanto and Sulistyastuti (2012: 99), Schuler and Dowling in Keban (2014: 212), Dwiyanto (2006), Schuler and Dowling in Keban (2014: 212), Bernardin and Russel (1993). Of all these opinions the estuary of implementation performance is 1.) Productivity; 2) service quality; 3) Responsiveness; 4) Responsibility; 5) Accountability;

1.5.5 Leadership Theory

There are various theories of leadership, both understanding, leadership style and leadership commitment, among others put forward by Bennis & Townsend (1998: 87); Fairchild (1960), Kartono (2005: 51), Rivai (2004: 65), Syafi'ie (2003: 1), Lantu (2007: 29), Rukmana (2007); Kartasmita (1996: 3); Robbins (2006: 432); Nawawi (2004: 9); Stogdill (1974: 259). However, the basis of this research is Rewansyah (2012: 149) proposing five leaders'

exemplary practices and ten leadership commitments. The five leaders' exemplary practices are:

1) Challenging the Process; 2) Inspire new insights; 3) Allow other people to act; 4) Become a road guide; 5) Encourage the heart. Furthermore, ten leadership commitments are: 1) Looking for challenging opportunities to change, develop, innovate, and improve; 2) Conduct experiments, take risks, and learn from the accompanying mistakes; 3) Imagining the future, increasing enthusiasm for glory; 4) Inviting others in insight, along with appealing through subordinates' values, attention, hopes, and dreams; 5) Encourage achieving full goals through cooperation and fostering trust; 6) Strengthening people by giving power, providing choices, developing skills, giving important assignments, and offering real support; 7) Set an example by behaving consistently in accordance with shared insights; 8) Achieve small wins that increase progress consistently and foster commitment; 9) Respect individual contributions to the success of each task; 10) Celebrate team success regularly.

1.5.6 Organizational Commitments

There are several references related to organizational commitment, among others: Simanjuntak in Peggy Rumenser (2015: 42), Mowday et. al (1982). But being the basis of this research is the opinion of Sopiah (2008) stating that organizational commitment can be concluded as a psychological bond of employees in the organization which is characterized by the existence of a) Strong trust and acceptance of organizational goals and values; b) Willingness to work towards achieving organizational interests; c) strong desire to maintain position as a member of the organization.

From the definitions related to the organization, it can be concluded that organizational commitment is a loyal attitude of an apparatus/employee to his organization/workplace company which is indicated by the willingness to always do the best for his organization and at the same time maintain his membership in the organization.

1.5.7 Quality of Human Resources / Apparatus

There are several opinions related to the quality of human resources, among others: (Simamora, 2001: 2); Irawan (2003: 3), Iskandar (2013); Azhar (2007); Flippo (1995: 28); Koswara (2001: 266-267); Matutina (2001: 205); However, the reference is Sumardjan in

Sedarmayanti (2000: 21) that qualified human beings are human development who have the following characteristics:

1) Believing in oneself, must not be inferior which leads to surrender or surrender to fate so that he becomes passive and apathetic about the possibility of improving his destiny; 2) Having a strong desire to improve his destiny; 3) Having a dynamic character; 4) Utilizing every opportunity that is profitable; 5) Able to solve life problems faced; 6) Always ready to face socio-cultural changes that occur in society; 7) Willing and able to work with other parties on the basis of understanding and respecting the rights and obligations of each party; 8) Having a high moral character, among others, is honest, keeps promises, and is sensitive to the rights and interests of others.

1.5.8 Public or Community Participation

There are several opinions related to participation, among others: Lian Poltak Sinambela, et al (2010: 36); Janet V. Denhardt and Robert B. Denhardt (2013: 231); Hayat (2014: 44); (Rubin, 1996); Oman (1997); Juliantara (2002: 87); However, the opinion used as the basis is Geddesian (in Soemarmo 2005: 26), arguing that basically the community can be actively involved from the initial stages of planning. Community involvement can be in the form of (1) education through training, (2) active participation in information gathering, (3) participation in providing alternative plans and proposals to the government, participation in the implementation of activities.

1.5.9 Budget Commitments

There are several opinions related to the budget, including Otley, 1978; Chow et al., 1988; Kenis, 1979; Hofstede, 1968; Fay, et al., 1971; Damayanti, 2007: 83; Indra 2006 in Nivo Wulandari (2007: 4); Freeman (2003); Garrison & Noreen (2000); Stedry (1960), Brownell and McInnes (1986), Hansen and Mowen (2000); Chong and Chong, 2002. However, related to budget commitment refers to the opinion of Hollenbeck and Klein 1987; Kelly, et al. 1994 in Damayanti (2007: 83) which states that the commitment of the budget target is "the extent of the business, over time (over time) toward achieving the initial target and the lack of desire to eliminate or reduce the target. Target commitment as determining someone to achieve a goal. Goals are what individuals do to achieve.

1.5.10 Quality of Policy Documents

Quality Policy documents are the basic guidelines for implementing policies. There are several policy documents that are measured related to quality, including the RTRW documents and detailed plans, Program Plans and others. However, the sustainability of the proposed budget and its magnitude affect the performance of public green open space implementation. There are several provisions, namely Law Number 26 concerning Spatial Planning, Minister of Public Works Regulation number 5 of 2008. Furthermore, related to budget commitment refers to the opinion of Purwanto and Sulistyastuti (2012: 85) that there are six main factors that determine the success or failure of a process implementation, namely: 1) Quality of the policy itself; 2) Adequacy of policy inputs (especially budgets); 3) The accuracy of the instruments used; 4) Capacity of the implementor (organizational structure/commitment support, Human Resources, coordination, supervision); 5) characteristics and support of the target group; 6) geographic, social, economic and political environmental conditions.

1.5.11 Concepts or Theories of Green Open Space

The functions of green open space in urban areas include: 1) bio-ecological (physical) function, which is the guarantee of the procurement of green open spaces as part of the air circulation system (city lungs) and oxygen generators, macro climate regulators, regulators of the water circulation system, retaining the global warming of the earth due to solar radiation, the provider of animal habitat, absorbing pollutants both air, water and soil pollutants, and windbreaks. 2) Socio-economic and cultural functions, namely green open space to become a communication medium for city residents, recreation areas, places of education and research, and also a reflection of the local culture in plant preservation. 3) The function of urban ecosystems is as a media producer of oxygen, and plants that flower, fruit can function for animal life. 4) Aesthetic function namely green open space can provide comfort and beauty of the city environment both macro scale and micro scale (residential, office and others). Even though the function of green open space is so large, the data shows that the area of RTH from year to year in the urban environment has decreased.

1.5.12 Public Service Theory

Many opinions related to public service theory include Donald (1984: 22); Donald (1984: 22); Sianipar (1998); Asmawi Rewansyah (2012: 52); Farnham and Norton (1993); Saefullah

(2008: 28). But as a reference according to SANKRI (2003: 180) that public service products are differentiated according to the different categories as follows:

Private service products; 2) Public service products; 3) Service products provided by the Government and the Private Sector. Public green open space is a category of public service products because green open spaces are used by the public or the public in particular as the lungs of the city and maintain global warming of the earth.

Furthermore, Asmawi Rewansyah (2012: 58) states that the form of public services provided to the community is differentiated into several types of services, namely: 1) Government services; 2) Development Services; 3) Utility services; 4) Clothing, food and board services; 5) Community services. Public green open space services in this context are one form of utility services and development services.

1.5.13 Thinking Frameworks and Hypotheses

Grand Theory: Public Administration Theory and Management Theory:

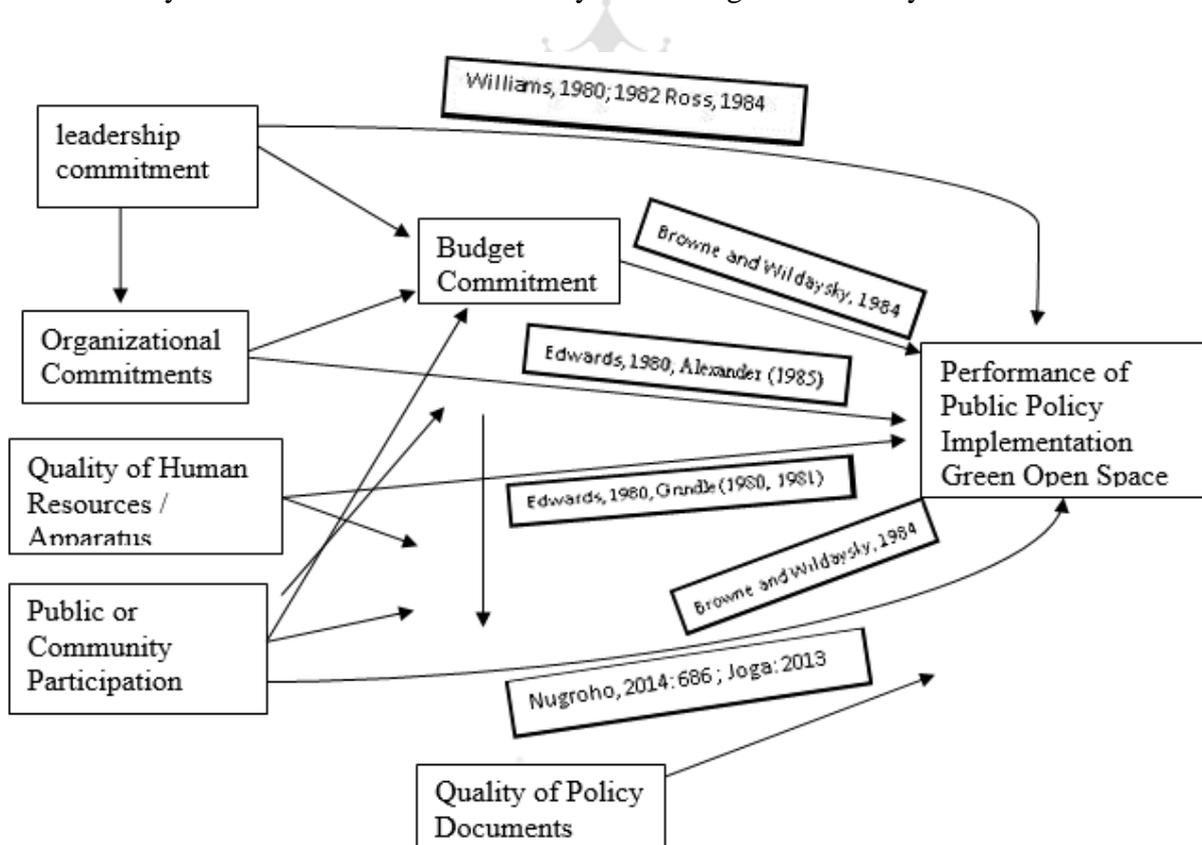


Figure 1. Thinking Framework Inter-Variable Relationship

Hypothesis

- a. There is a significant relationship between each leadership commitment variable (x1), Organizational Commitment (x2), apparatus resource quality (x3), community participation level (x4), budget commitment (x5), policy document quality (x6) with policy implementation performance Public green space (y)
- b. There are significant effects simultaneously leadership commitment (x1), organizational commitment (x2), apparatus resource quality (x3), level of community participation (x4), budget commitment (x5) and quality of policy documents (x6) on the performance of public green open policy (y)
- c. There is a significant effect of leadership commitment (x1) on the performance of public green open policy implementation (y) through organizational commitment (x2) and budget commitment (x5).
- d. There is a significant influence on the quality of apparatus resources (x3) on the performance of public green open policy (y) through budget commitments (x5) and quality of policy documents (x6);
- e. There is a significant influence on the level of community participation (x4) on the performance of public green open policy implementation (y) through budget commitments (x5) and Quality of policy documents (x6);

1.6 Research Methods

The research paradigm used in this study uses the positivism paradigm. The paradigm of positivism is a combination of rationalism and empiricism where theory and observation depend on one another (Comte, 1798 - 1857 in Liliweri, 2018: 26). According to Guba (1990 in Liliweri 2018: 89), there are three main components of the research paradigm that are characterized by ontology, epistemology, and methodology.

According to Suharsimi Arikunto (1992: 116) that the unit of analysis is a particular unit that is calculated as the subject of research, research objects, and research data sources. In this case, the subject of the study is the State Civil Apparatus as an implementer of Green Open Space (individuals and organizations) and the green open space itself.

The population used as the subject of research is the apparatus in Regional Devices Organizations from 4 agencies. This is based on the main tasks and functions of the Regional Devices Organization related to the task of implementing Green Open Space. The Regional Organizations are Bappeda, Dinas PUPR (Office of Public Works and Spatial Planning), Dinas Perumahan dan Permukiman (Housing and Settlement), and Dinas Lingkungan Hidup dan Kebersihan (the Environment and Hygiene Agency).

According to Ida Bagoes Mantra and Kasto in Masri Singarimbun and Sofian Effendi (1995: 152) that population categories are divided into two, namely sampling population and target population. Therefore, in this study, the sampling population is all the apparatus in charge of the four Regional Organizations. Meanwhile, the target population is an apparatus in a field that has basic tasks and functions related to the implementation of green open spaces from 4 regional organizations.

Sampling from each organization is done by stratification (stratified random sampling). This sampling is carried out at several levels or levels: two echelon officials numbered four; Three Echelon officials numbered four, Echelon four numbered twelve and support staff numbered fifty-five. The staff taken as a sample will be taken based on the number of staff in the related field who carry out their duties and functions in the implementation of green open spaces. Based on the distribution of staff (staff) in the 4 (four) agencies, namely 1) the Physical and Infrastructure of Bappeda amounted to 14 people; 2) Spatial Planning Division of the Public Works and Spatial Planning Office totaling 20 people; 3) The Field of Facilities and Infrastructure and Public Utilities in the Office of Public Housing and Settlement Area totals 6 people; 4) Field of Arrangement and improvement of Environmental Capacity in 15 Environmental Offices. The distribution of employee population in four (4) regional institutions or devices is not evenly distributed where the most distribution to the Environment and Hygiene Service is 147 people, following the Public Works and Spatial Planning Office as many as 124 people, Bappeda as many as 63 people and the Housing and Regional Office settlement of 50 people. So the total sample taken was 75 people.

The data analysis technique used is quantitative analysis techniques through a correlation test, multiple regression, and path analysis (Path analysis). Correlation test is done to test the relationship between variables partially. Multiple regression tests were carried out to test together with the variable x for the y variable, the path analysis was carried out to examine the direct and indirect effects of the variable x with the variable y.

1.7 Research Results and Discussion

1.7.1 Research Hypothesis Test Through Correlation Analysis, Regression Analysis and Path Analysis

a. There are significant relationships for each variable such as leadership commitment (x1), Organizational Commitment (x2), Apparatus resource quality (x3), level of community participation (x4), budget commitment, and quality of policy documents with the performance of public green open policy implementation (y).

The analysis used to test this hypothesis is the product Moment correlation analysis from Pearson. Based on the results of the correlation analysis that the value of r_{x1y} obtained is 0.877, the value of r_{x2y} is 0.904, the value of r_{x3y} is 0.910, the value of r_{x4y} is 0.913, the value of r_{x5y} is 0.902, and the value of r_{x6y} is 0.913, while the r table is for the 5% level of 0.227. Therefore, the r table value at a significant level of 5% is smaller than the r-value of the observation result or r count. So, "there is a significant relationship of leadership commitment (x1), organizational commitment (x2), apparatus resource quality (x3), community participation rate (x4), budget commitment (x5), and policy document quality (x6) with policy implementation performance Public RTH (y)". Thus H_0 is rejected (H_1 accepted).

Furthermore, based on a single regression analysis, the value of Freg $x1y$ is 242.74. Freg value for the $x2y$ variable is 158.55, Freg value for the $x3y$ variable is 353.72, Freg value for the $x4y$ variable is 366.57, Freg value for the $x5y$ variable is 319.66, Freg value for $x6y$ value is 365.149. These values, when compared with the F table value at a significant level of 5%, are 3.98, then F observation or F count is much greater. Therefore, to improve the performance of public green space policy implementation, it must increase leadership commitment, organizational commitment, apparatus resource quality, level of community participation, budget commitment, and quality of policy documents.

b. There are significant effects simultaneously leadership commitment (x1), organizational commitment (x2), apparatus resource quality (x3), level of community participation (x4), budget commitment (x5) and quality of policy documents (x6) on the performance of public green open policy (y).

To test this hypothesis, multiple regression analysis is used. Based on the results of processing data about the magnitude of the coefficients of each variable, the regression line equation is produced as follows:

$$Y = 0,510X1 - 0,096X2 - 0,0016X3 + 0,129X4 + 0,675X5 + 0,461X6 + 7,005$$

The calculation results show that the resulting R value is 0.8446. Furthermore, the value of R² is 0.9190.

The F reg value obtained from the calculation of the data is 61,589. Based on the calculated F value, a comparison with an F table value of both a significance level of 5% is made. The value of F table for a significant level of 5% is 2.23. Thus, leadership commitment, organizational commitment, quality of apparatus resources, level of community participation, budget commitment and quality of policy documents are very significant with the performance of implementing green open space policies in Kupang City.

Based on the results of data processing, the magnitude of the effectiveness of the regression lines of the six x variables (leadership commitment, organizational commitment, apparatus resource quality, level of community participation, budget commitment and quality of policy documents) on the y variable (performance level of green space policy implementation) was 84,458 %.

c. There is a significant effect of leadership commitment (x1) on the performance of public green open policy implementation (y) through organizational commitment (x2) and budget commitment (x5).

Based on the calculated price coefficient (P price), the following results are conveyed:

1) The effect or influence of leadership commitment (x1) on the performance of green open space (y / x7) implementation of 0.877 (r17) is affected by direct effects of -0.306 (P71) and indirect effects through the relationship of organizational commitment (x2) of 0.739 (P72) and through budget commitment (x5) of 0.491 (P75).

2) The effector effect of organizational commitment (x2) on the performance of green open space implementation (y / x7) of 0.904 is influenced by direct effects of 0.739 (P72) and indirect effects through budget commitment (x5) of 0.165 (r27 - P72).

d. There is a significant influence on the quality of apparatus resources (x3) on the performance of public green open policy (y) through budget commitments (x5) and quality of policy documents (x6);

Based on the price of the path coefficient (price P) above, the results that the effect or effect of the variable quality of apparatus (x3) on the performance of green open space (x7 / y) of 0.910 (r37) occur due to the effect or direct effect of 0.159 (P73), while the indirect effect through budget commitment (x5) is 0.309 (P75).

1.7.2 Qualitative Analysis of Research Variables.

a. Qualitative Analysis of Leadership Commitment Variables

Based on the results of the qualitative analysis of leadership commitment variables, the apparatus leadership commitment to respond to the policy of developing green open space (RTH) is low. This is indicated by the results recapitulated from statements relating to leadership attitudes, among others: lack of motivation to change green space, lack of innovation related to RTH implementation, lack of conducting green open experiments, lack of future insight into green open space, lack of coordination and engagement with other parties, lack of providing the value of the importance of open green space, the lack of vision to develop green open space, lack of example or example, lack of development of shared insights related to the development of green open space. This was not done by government officials in the city of Kupang so that it showed a low leadership commitment to developing green open space in the city of Kupang.

b. Qualitative Analysis of Variables in Organizational Commitment

Based on qualitative analysis of organizational commitment shows that organizational commitment to realize the green open space of the apparatus is still low. This can be seen from several statements, namely the lack of accepting organizations to instill values to develop green open space in Kupang city, lacking organizational certainty to realize green open space, lack of effort to realize green open space, lack of instilling organizational values to create green open space, less translating organizational objectives development of RTH, lack of involvement in RTH development, lack of organizational formulation to realize RTH, lack of organizational involvement to realize RTH, lack of real support for organizations to

realize RTH, lack of organizational achievement in realizing RTH, lack of consistency in creating green open space in the Kupang City .

Other things related to institutional or regional apparatus organizations that do not specifically deal with RTH. In the previous period of government there was a regional apparatus for the Department of Hygiene and Landscaping, but 2017 the regional equipment no longer exists. This also caused a lack of organizational commitment due to the lack of inherent basic tasks and functions related to the development of green open space.

c. Qualitative Analysis of Quality Apparatus Resource Variables

Based on a qualitative analysis of the quality of Apparatus Resources in the development of green space, the quality of apparatus resources is relatively low. This can be seen from a number of statements divided through questionnaires where several statements indicate that the quality of apparatus resources is low, namely lack of ability to carry out basic tasks and functions of RTH development, lack of understanding of how to realize green open space, still apathetic and less active in creating green open space, less have the ability to change green open space, lack the concept to develop green open space, are less active in increasing understanding of green open space, lack of finding out the success of other areas in creating green space, lack of assignments related to RTH handling, are unable to translate organizational tasks related to green open space provide motivation to the community to develop green open space, lack understanding about green open space, on average they have never been involved in solving problems related to green open space, are not ready to change the culture of communities in the handling of green open space, lack of inculcating ecological, hydrological values RTH and others. All of these conditions are stated in the statement on the research questionnaire and the average answer is in the value of 2 means low.

d. Qualitative Analysis of Variable Levels of Community Participation

Based on the qualitative analysis of the variable level of community participation that in the realization of public green open space the lack of community involvement. This is reflected in the data on community involvement in green open space activities, where people are almost not involved in determining green open space locations, communities are not involved in green open space planning, communities are rarely involved in RTH socialization, communities are not involved in public green space maintenance, communities are not

involved in green city actions , the community is less involved in providing information about land for RTH development, the community is less involved in monitoring damage to green open space, communities are rarely involved in the physical construction of green open space, communities are rarely involved in tree planting activities in RTH, communities are rarely involved in monitoring and controlling green open space. Communities are rarely involved in budgeting related to public green open space.

e. Qualitative Analysis of Budget Commitment Variables

Based on a qualitative analysis of the variable budget commitment that the budget for the realization of green open space is very low. This is reflected in a number of statements from several informants who became research samples which showed that the budget allocated for RTH activities was very lacking. The statements made by the informants, namely the annual budget allocation for each unit which is the research sample is very lacking, the continuity of the annual budget allocation is also less consistent, the involvement of the apparatus in preparing the budget for green open space activities is also very low and others. Another thing is also proven by the DIPA of each related regional apparatus where there is almost no budget allocation for each unit to support the green open space development program.

f. Qualitative Analysis of the variable quality of Policy Documents

Based on a qualitative analysis of the variable quality of policy documents shows that policy documents related to the basic development of green space cannot be fully implemented because it is still related to space issues. One of the policy documents as the basis for the development of green open space is the Kupang City detailed spatial plan document which sets out some functions of space as green open space (RTH). Some of the spaces allocated as RTH functions are still related to personal ownership. There are several space allocation functions as RTH in the regional regulation document concerning detailed plans for the Kupang City spatial plan, but the area still belongs to individuals and some even already have land ownership certificates. This shows that the quality of policy documents related to the development of green open space is still low. One example of space direction for RTH on Jalan El Tari Boni M, but the reality is the settlement allocation. This shows that the quality of policy documents still needs to be improved.

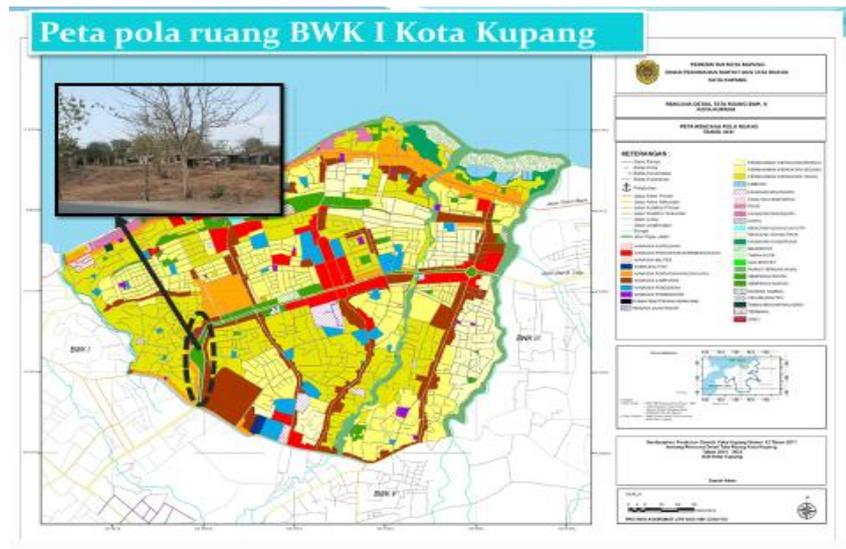


Figure 2. Map of Open Space Plan on Jalan Frans Eda (Boni M)

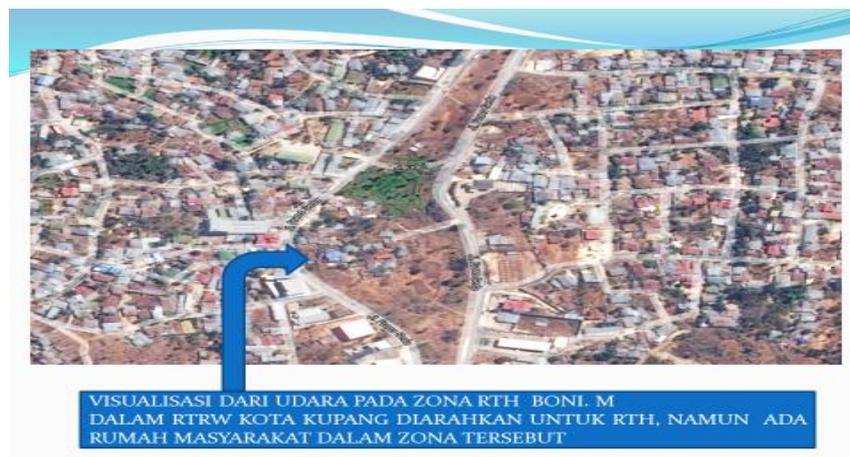


Figure 3. Visualization of Existing Conditions on Frans Eda (Boni M) resulting from aerial photography

The figure above shows that the direction of space in the Spatial Planning policy document does not match the reality of the field. This is only a sample of the allocation of space for green open space in the City RDTR document in Kupang.

g. Qualitative Analysis of Performance Variables for Green Open Policy Implementation.

Based on qualitative analysis of variables, the performance of the implementation of Green Open Policy indicates that the performance of the apparatus in some Regional Devices related to the implementation of Public Green Open Space activities is low. This is reflected in a number of statements from the ASN which were used as research samples where the

output performance and outcome performance related to green open space had not yet materialized. There are several statements and reviews of policy documents that show the low performance of RTH policy implementation, namely the lack of green space development activities in accordance with the Spatial Plan directives, lack of accommodating green open space program activities in RPJMD documents, lack of RTH activity allocations in the Strategic Plan, lack of implementation of green open space activities in each - each technical unit, lack of access to green open space activities in the space planned in the City RTR document, lack of effective green open space activities in each unit, public green open space services that do not provide broad services for the public interest and others. This shows that the performance of green open space implementation in Kota Kupang is still low.

1.7.3 Model of Green Open Policy Implementation in the City of Kupang Based on the Results of Inter Variable Analysis of Research

Based on the results of both quantitative data analysis (correlation analysis, regression analysis, and path analysis) and qualitative analysis, in order to improve the performance of green open space policy implementation in Kupang City, green space policy implementation performance models are offered as shown in Figure 4. This model is a combination of several models in the path analysis described in the previous section.

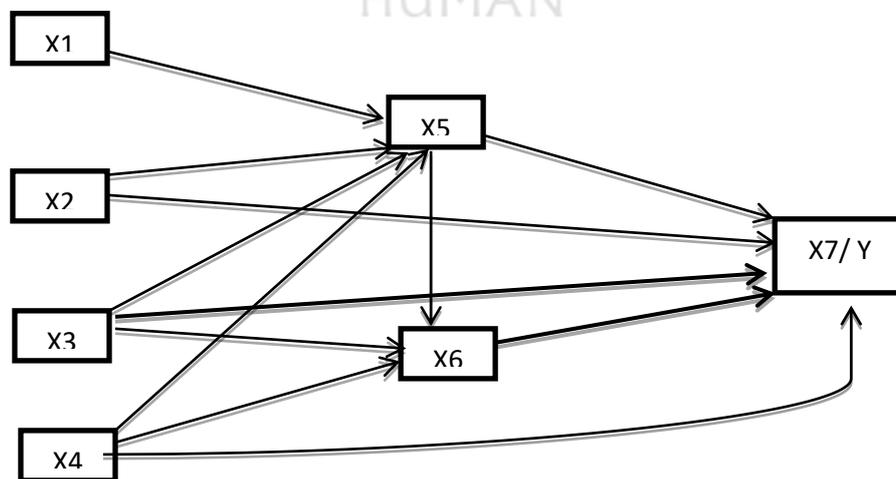


Figure 4. General Flow Chart of relationships between variables

Information:

X1 = leadership commitment

X2 = Organizational Commitments

X3 = Quality of Human Resources / Apparatus

X4 = Public or Community Participation

X5 = Budget Commitment

X6 = Quality of Policy Documents

X7/Y = Performance of Public Policy Implementation Green Open Space

Based on figure 4, shows the framework of the relationship between the effects of endogenous variables (dependent/bound) and exogenous variables (independent/free. In this case, variable x1 (leadership commitment) is an exogenous variable against variable x2 (organizational commitment), variable x5 (budget commitment), and variable x7 / y (performance of implementation of RTH public development policies). Likewise with variables x3 (Apparatus HR quality) and x4 (level of community participation) are exogenous variables towards endogenous variables x5 (budget commitment) and endogenous variables Quality of policy documents and endogenous variables x7 / y (green space implementation performance).

Based on the calculation of the path coefficient shows that the leadership commitment variable (x1) can affect the performance of RTH (y) policy implementation in Kupang City if organizational commitment (x2) and budget commitment (x5) increase.

According to Sudjana (2002) in Sugiono (2017: 302) that based on the results of the empirical study shows that if the path coefficient is less than 0.05 then the influence of the pathway is very low so that it can be removed from the established path. In connection with that, the relationship path that was originally described that the leadership commitment variable (x1) has a direct effect on the performance of the green space policy (y) implementation in Kupang City is omitted because the path coefficient value is below 0.05 (-0.306).

Furthermore, the quality of government apparatus resources (x3) can have a maximum effect on the performance of RTH Policy (y) in Kota Kupang if budget commitment (x5) increases and quality RTH policy documents (x6) increase. Similarly, the level of community participation (x4) can have a maximum effect on the performance of RTH Policy (y) in

Kupang City if budget commitment (x5) increases and quality RTH policy documents (x6) increase.

CONCLUSIONS AND SUGGESTIONS

Based on the results of the analysis and discussion of the results of the research on the performance of the implementation of the public green open space policy in Kota Kupang, the following conclusions were conveyed:

- a. The performance of the implementation of the public green open space policy in Kupang City shows low performance. Low performance is related to output and outcome. One data that shows low performance is that the area of planned green open space is 4,857.06 Ha or 29.38 percent, while the reality of the public green open space area is 927,100 m² or 92.71 ha or 0.36 percent.
- b. Leadership commitment, organizational commitment, quality of human resources from government apparatus related to public green open space (RTH) in Kupang City showed low conditions and were highly correlated with the low performance of public green open space policy implementation in Kupang City.
- c. The level of community participation, budget commitment, and the quality of policy documents related to green open space (RTH) in Kota Kupang shows a low condition and is highly correlated with the low performance of public green open space policy implementation in Kupang City.
- d. Together (simultaneous) variables of leadership commitment, organizational commitment, quality of apparatus resources, level of public participation, budget commitment and quality of policy documents influence the performance of the implementation of public green open space policies in Kupang City. The low performance of public green open space policy implementation in Kota Kupang at 84.46% is influenced by low leadership commitment, organizational commitment, quality of apparatus resources, level of community participation, budget commitment and quality of policy documents.
- e. The leadership commitment variable can influence the performance of the public green open space policy implementation in Kupang City if it increases organizational commitment and budget commitment. In other words, leadership commitment does not directly affect the

performance of public green open space policy implementation in Kupang City, but through organizational commitment and budget commitment.

f. The variable quality of apparatus resources can have a maximum effect on the performance of the implementation of the public green open space policy in Kupang City if it is followed by the budget commitment and the quality of policy documents. In other words, the quality of the apparatus's resources can have a maximum effect on the performance of the implementation of the public green open space policy in Kupang City so it must increase budget commitment and the quality of policy documents.

g. The variable level of community participation can have a maximum effect on the performance of the implementation of the public green open space policy in Kota Kupang if it is followed by increasing budget commitment and the quality of policy documents. In other words, the level of community participation can be effective in improving the performance of public green open space policy implementation in Kupang City if it is followed by the budget commitment and quality of policy documents.

Based on the conclusions presented in this study, a number of suggestions were made to improve the performance of the implementation of public green open space policies in Kupang City as follows:

a. To improve the performance of the implementation of the public green open space policy in the city of Kupang, each apparatus needs to instill leadership commitment in the apparatus through socialization and training for apparatus in the relevant regional apparatus. Increased leadership commitment was made through socialization of awareness of the importance of green open space for the lives of city dwellers.

b. To improve the performance of the implementation of the green open space policy in Kupang City, each related regional apparatus must instill and increase organizational commitment. Increased organizational commitment is carried out through socialization and distribution of basic tasks and functions in each organizational structure so that each apparatus understands the main tasks and functions within the organization of regional apparatus. More than that, it is recommended that the City government must revive the Garden Service to make special handling related to green open space.

c. To improve the performance of the implementation of the green open space policy in Kupang city, each relevant regional apparatus must have and improve the quality of apparatus resources. Improving the quality of apparatus resources is carried out through education and training related to the development of green open spaces. In the context of optimizing the organizational functions of regional apparatus, it is necessary to place competent apparatus in handling green open spaces both from the planning aspect and from the implementation aspect.

d. To improve the performance of the implementation of the green open space policy in Kupang City, each related regional apparatus involves community participation in spatial planning, budget proposals, and involvement in implementing the realization of green open spaces. Engagement in spatial planning is related to Focus Group Discussion (FGD) in setting locations or green open spaces.

e. To improve the performance of the implementation of green open space policies in Kupang City, each relevant regional apparatus needs to pay attention to budget allocations to create green open spaces. Budget allocations must be proposed routinely and need to consistently coordinate with relevant regional authorities in making budget proposals. The budget that needs to be allocated is the land acquisition budget for green open space.

f. To improve the performance of the implementation of the green open space policy in Kupang city, each relevant regional apparatus needs to have quality policy documents. Quality policy documents such as 1) Spatial Planning Documents related to the allocation of green open spaces must be ensured that the specified location is free from individual ownership problems. 2) Long-term and Medium-Term Development Plan Documents must include programs related to the realization of green open space programs; 3) Every strategic plan document of the regional apparatus must contain programs related to the strategic plan for the development of green open spaces; 4) Every Regional Work Plan (Renja) must pay attention to programs related to the realization of green open spaces.

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