

Research Article

The Failure of Minimum Service Standards Policy: An Analysis of State Capacity

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This study aims to uncover the failure of the Minimum Service Standard policy using analysis in terms of state capacity. Minimum Service Standards (MSS) are an effort to overcome inequality in Indonesia's decentralization era. Various policy changes have been made, however, service achievements are not always optimal, which causes disparities between regions to be indisputable. This study uses a qualitative approach with a descriptive type by interviewing 11 informants who are the main actors of MSS in several ministries related to the field of MSS. The results showed that failures in implementing governance spread from coaching actors, namely the government and actors directly involved, namely local governments, and the non-collaborative policy-making process proved to weaken state capacity, so that MSS implementation policies failed to overcome public service inequality in the era of decentralization.

Keywords: policy failure, minimum service standard, state capacity

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1. Introduction

The implications of decentralization have brought the Indonesian Government framework in performing local Government tasks and functions, especially to provide minimal services (1). The Ministry of Home Affairs with several ministries related to minimum services or so-called Minimum Service Standards (MSS), has developed and tested appropriate models after the implementation of regional autonomy. The findings of these efforts underscore that the affordability of MSS is a major concern, followed by various issues about the capacity of local Governments to deliver services.

A firmer concept with the issuance of Law Number 23 of 2014 concerning the Regional Government has brought fundamental changes to the policy of implementing MSS policy in Indonesia. However, decentralization has undeniably created polarization with increasing inequality between provinces and districts/cities due to the capacity and choice of strategies used in terms of MSS public service provision (2).

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The trend of increasing MSS implementation in Indonesia at the provincial level in the last 4 (four) years has improved, reaching 51.97% in 2019, 63.88% in 2020, 70.55% in 2021, and finally reaching 74.5% in 2023. However, the failure of the Government to achieve 100% of these services is undeniable. Opportunities for better MSS implementation with strong fiscal capacity seem to continue to be proven. This can be seen in the following graph, that only sometimes fiscal capacity can be positively correlated with the achievement of MSS implementation that many regions with high fiscal capacity but are unable to achieve better MSS implementation and vice versa. Such as Papua and West Papua Provinces with very high fiscal capacity but MSS achievements are only 61% and 2% respectively in 2022, far from the national average MSS achievements. Meanwhile, West Sumatra, with very low fiscal capacity, its MSS achievement can reach 100%.

This empirical fact raises the question of whether the failure is an implication of the state's inadequate capacity to implement MSS policies. The policy on MSS Indonesia is based on Government Regulation Number 2 of 2018 concerning the Implementation of Minimum Service Standards, which is a revision to Government Regulation Number 65 of 2005. And, the latest policy is the revision of the Regulation of the Minister of Home Affairs Number 100 of 2018 to Permendagri Number 59 of 2021 concerning the Implementation of MSS. In this policy, MSS is limited to 6 (six) mandatory matters related to basic services, namely education, health, public works, public housing, public order security, and community and social protection. In addition, it is also regulated in more detail regarding Basic Service Types, Basic Service Quality, and MSS Implementation Mechanisms. Regulations regarding Basic Service Types are then determined firmly and clearly in Government Regulation Number 2 of 2018. Meanwhile, regulations regarding the quality of basic MSS services are regulated by technical standards and others issued by their respective Ministries in accordance with the type of MSS. This means that the process of policy change continues to be carried out but failures continue to haunt the implementation of this MSS policy in Indonesia.

There have been many books, studies, and reports on Indonesia's decentralization system both in the overall evaluation (3)(4)(5), administrative and political decentralization (6)(7)(8)(9)(10), or discussion of fiscal decentralization (11)(12);(13). Meanwhile, studies on the Application Government Regulation of MSS have also been carried out by researchers, for example focusing on Health MSS (14)(15)(16)(17), MSS studies in education (18)(19), MSS Fire Department study (20)(21), and MSS evaluation studies in general (22)(23).

Discussions on the formulation and implementation of MSS in Indonesia are critical because only a few link the theory of decentralization with local Government performance management, as carried out by Ferrazi (24) and Roudo (25). In addition, studies on policy failures have also been carried out by scientists such as McConnell (26), O'Donovan (27), and Hudson et al (28). And, few have tried to see the failure of the minimum service standards policy as an implication of the failure of decentralization due to poor state capacity. This paper would like to review that the minimum service standard service policy has not been successful policy in terms of public services as an implication of the implementation of decentralization in Indonesia. And the cause of this failure is inadequate state capacity; and this is the initial assumption of this paper, as revealed by Bell & Hindmoor (29) that there are several attributes that affect state capacity, namely, Centralised decision-making, A strong administrative Government Regulation, Fiscal resources; Policy instruments; and Legitimacy.

2. Methods

This research on the Application Government Regulation of MSS Policy in Indonesia uses a qualitative approach, aims of being able to understand the meaning of individuals or groups related to social problems (30) about. The interpretive paradigm is also used in research studies that focus on understanding and describing social phenomena (31)(32)(33). This research was conducted in Jakarta at several Ministries/Institutions that are policy actors directly involved in the implementing of MSS policies.

Data sources come from various sources such as interviews, observations, and related documents (34); these various data sources are needed in reviewing new policies in the Application Government Regulation of MSS. Primary data is obtained through in-depth interviews with key informants selected using purposive methods (35), where these key informants are really involved or understand the main problems related to the implementation of MSS policies in. The informants in the study consisted of 12 (eleven) people, including the Ministry of Home Affairs, Ministry of Health, Ministry of Education, Ministry of PUPR, Ministry of Social Affairs, and Ministry of National Development Planning who are the main policy actors both policy makers and implementors, besides that research informants consist of experts and academics who understand MSS policies. In addition to interviews, observations were also conducted to observe the behavior and activities carried out by actors (36) involved in the implementation of MSS policies in Indonesia.

Meanwhile, to obtain secondary data, it is carried out through data collection techniques namely: The first is literature study, which is a data collection technique by

understanding various reading materials such as books and scientific journals related to the work of relevant experts (37) related to policy concepts along with implementation models, management concepts and public services. Second, document studies, namely data collection techniques by reviewing various documents and archives related to the object of study (38), including documents and policies related to MSS implementation policies such as reports and regulations on MSS.

Data analysis in qualitative research is carried out along with data collection and writing findings. While interviewing, researchers conduct an analysis of previously collected interview results, write memos that can eventually be included as narratives in the final report, and organize the structure of the final report (39). Qualitative data analysis is also carried out by reviewing all data that has been collected from various relevant sources which then produces abstractions by making a summary of the core and refining the data (Neuman, 2003). While qualitative data validation in this study uses the triangulation method. As Moleong (40) meant, the triangulation used in this study is triangulation of data sources; Data from in-depth interviews will be confirmed by each other, both between informants and with various literature reviews, document studies, and written archives related to the research focus.

3. Results and Discussion

The division of affairs of the Central Government, Provincial Government, and District/City Government is regulated through Article 9 of Law No. 23/2014, which is divided into 3 (three) types, namely: Absolute Government affairs, Created and run by the Central Government; Concurrent Government affairs: Concurrent Government affairs are Government affairs that are divided between the Central Government and provincial and regency/city areas (41). And, General Government affairs: Created by the central Government and run by local Governments. Central Government affairs include Foreign Policy, Security Defence, Justition, Monetary and national fiscal, and Religion. Concurrent affairs or affairs managed jointly between the Government, provinces, and districts/cities. Government affairs that are the authority of the blood Government consist of mandatory affairs and elective affairs (42).

In carrying out mandatory servicess, provincial Governments and district/city Governments refer to the Minimum Service Standards (MSS) prepared by the Government. MSS is a benchmark used as a guideline for service delivery and a reference for assessing service quality as a Government commitment to the public. MSS, which was introduced in 2005, as the main focus of the implementation of decentralization policy in Indonesia

is a strategy that seeks to overcome the problem of public service gaps obtained by the community. There are still many people who are unable to meet their basic needs both physically and mentally, so Government assistance is needed to prevent these residents from becoming needless victims (43).

Regulations regarding the Types of Basic Services in MSS are determined clearly and clearly in Government Regulation No. 2/2018 and Permendagri No. 59/2021, regulating the implementation of MSS in Provinces and Districts/Municipalities. Meanwhile, regulations regarding the quality of basic MSS services are regulated by technical standards and others issued by the Ministry of each Government affairs provider in the field according to the type of MSS. These policies include the following:

TABLE 1: Regulations related to MSS Policy Per Field.

NO	REGULATION	TYPES OF REGULATIONS
1	Regulation of the Minister of Education and Culture No. 32 of 2022 concerning Technical Standards for Minimum Education Services	MSS Technical Standards in Education
2	Minister of Health Regulation No. 4 of 2019 concerning Technical Standards for Fulfillment of Basic Service Quality in Minimum Service Standards in the Health Sector	MSS Technical Standards in the Health Sector
3	Regulation of the Minister of Public Works PR No. 29 of 2018 concerning Technical Standards for Minimum Service Standards for Public Works and Public Housing	MSS Technical Standards for Public Works and Public Housing
4	Minister of Home Affairs Regulation No. 121 of 2018 concerning Technical Standards for Basic Service Quality Sub-Affairs of Peace and Public Order in Provinces and Districts / Cities	MSS Technical Standards for Security, Public Order
5	Minister of Home Affairs Regulation No. 114 of 2018 concerning Basic Service Technical Standards on Minimum Service Standards for District/City Fire Sub-Affairs	MSS Technical Standards for Community Protection
6	Minister of Social Affairs Regulation No. 9 of 2018 concerning Basic Service Technical Standards on Minimum Service Standards in the Social Sector in Provincial Areas and in Districts/Municipalities	MSS Technical Standards for Social Affairs
7	Regulation of the Minister of Home Affairs of the Republic of Indonesia No. 101 of 2018 concerning Basic Service Technical Standards on Minimum Service Standards for District/City Sub-Disaster Affairs	MSS Technical Standards for Public Peace and Order and Community Protection

Source: Sekber MSS, Ministry of Home Affairs.

In this context, the policy instrument is very complete, state capacity must have a qualified policy instrument (44). Policy instruments are the means or tools the Government uses to implement policies. And, suggests that Governments use instrument to implement their programs (45). Therefore, the policy capacity of Governments depends

in part on the instruments at their disposal. As is the case with Permendagri Number 59 of 2021, it stipulates special rules for the implementation of MSS in provinces and districts/cities compared to previous policies. The paradigm of MSS implementation is changed by this new policy, which prioritizes the implementation of MSS by local Governments, namely: (i) Empirical data collection while still referring normatively according to technical standards; (ii) Calculation of Basic Service fulfillment needs; (iii) Preparation of plans for fulfillment of Basic Services; and (iv) Implementation of Basic Services fulfillment. This new paradigm is based on the criteria of basic needs goods and/or services that are absolute and accessible to every citizen, at least by following the Type of Basic Services and Basic Service Quality. The mechanism for implementing MSS is also no longer based on MSS indicators and achievement deadlines. For more details, the differences in the Government Regulation Application of MSS from the previous MSS policy regulated through Permendagri Number 100 of 2018 can be seen in the following table:

By following Government Regulation Number 2 of 2018, the implementation of MSS began in 2019 to assess and evaluate the level of fulfillment in each region. The central Government is responsible for fostering areas in the performance and fulfillment of MSS for the community's welfare. Meanwhile, for local Governments, namely the Provincial Government and Regency/City Governments, MSS is a core business that must be fulfilled in mandatory matters related to basic services.

To support Government Regulation the implementation of MSS, Regional Heads at the provincial, district, and city levels should coordinate the implementation of MSS at the regional level through the formation of MSS Implementation Teams. The Provincial and District/City MSS Implementation Teams are the leading actors in the Regional Government who have the task of coordinating the implementation of MSS can be carried out correctly.

Several regions still have not formed an MSS Implementation Team. In the Provincial Government, there are 33 Provinces that have formed MSS implementation teams from a total of 34 Provinces in Indonesia and only 1 province still needs to form an MSS implementation team, namely the Southeast Sulawesi Provincial Government. Meanwhile, in the District Government, at least 382 districts have formed MSS implementation teams (out of a total of 415 districts in Indonesia) and there are at least 33 districts that have not formed MSS implementation teams.

At the City Government level, at least 89 City Governments have formed MSS implementation teams (out of a total of 93 City Governments in Indonesia) and at least 4 City Governments have not formed MSS implementation teams. The city Governments that

TABLE 2: Comparison of Permendagri 100/2018 with Permendagri 59/2021.

Items	Permendagri 100/2018	Permendagri 59/2021
Type and Quality of Service	Explain the types of basic services, indicators and targets of achievement, and deadlines for achievement (only recipients of basic services) Has not described quality	Explain the types of basic services to recipients and the minimum quality of basic services on indicators, targets, and deadlines for achievement. Already described the quality Appendix A
Stages of MSS Implementation	Only explains the 4 stages of MSS implementation, namely: 1) Data collection; 2) Calculation of needs; 3) Planning; 4) Implementation There are no technical guidelines in the 4 stages of MSS implementation.	Explain the 4 stages of MSS Implementation Explain the 4 stages into the form as outlined in the appendix: 1) Data collection 2) Requirement Calculation 3) Planning 4) Execution 5) Rekapitulasi Appendix B
MSS Achievements	The calculation of MSS achievement is mandated to serve all citizens with a target of 100% Does not explain the procedure for calculating	The calculation of the MSS Achievement Index has been formulated Appendix C
MSS Achievements	The calculation of MSS achievement is mandated to serve all citizens with a target of 100% Did not explain the procedure for calculating.	The calculation of the MSS Achievement Index has been formulated Appendix C
Reporting	Regions are required to report the implementation of MSS to MDN Cq. Directorate General of Bina Bangda no later than 3 months after the fiscal year ends. Appendix A	Regions are required to report the implementation of MSS to MDN Cq. Directorate General of Bina Bangda no later than 3 months after the fiscal year ends. Regions are required to report the implementation of MSS to the Minister of Home Affairs through the Application every quarter. Appendix D
MSS Deployment Team	Designation through Perkada Drafting an Action Plan: only mandated to compile/no legal basis required	Determination based on KDH Decree Prepare an Action Plan based on the Determination of Perkada
Coordination of MSS Implementation	Minister of Home Affairs c.q Director General Bina Bangda coordinates the implementation of MSS nationally. There is no term Sekber at the central level yet	MDN c.q Director General of Bina Bangda coordinates the implementation of MSS nationally. The regional MSS Implementation Team coordinates with the MSS Secretary at the Central level Secretary at the central level is domiciled at the Directorate General of Bina Bangda Established by MDN Decree
Attachments	Appendix only 1 is MSS Implementation Reporting	There are 4 appendices: Annex A: MSS Achievement Targets and Indicators: Minimum quality improvement of basic services Appendix B: Format of MSS Implementation Stages: 1) Data collection 2) Requirement Calculation 3) Planning 4) Execution 5) Recapitulation (New appendix) Appendix C: MSS Attainment Calculation Index (New appendix) Appendix D: MSS Implementation Reporting

Source: Sekber MSS, Ministry of Home Affairs.

have not yet formed a team to implement the MSS: Palu City, Bau-bau City, Jayapura City, and Sorong City. In the aspect of Reporting on the performance of MSS in 2021, it still follows the mandate of Permendagri 100 of 2018; this is different from Permendagri 59 of 2021, where the implementation of MSS is periodically every 3 (three) months using the Government Regulation.

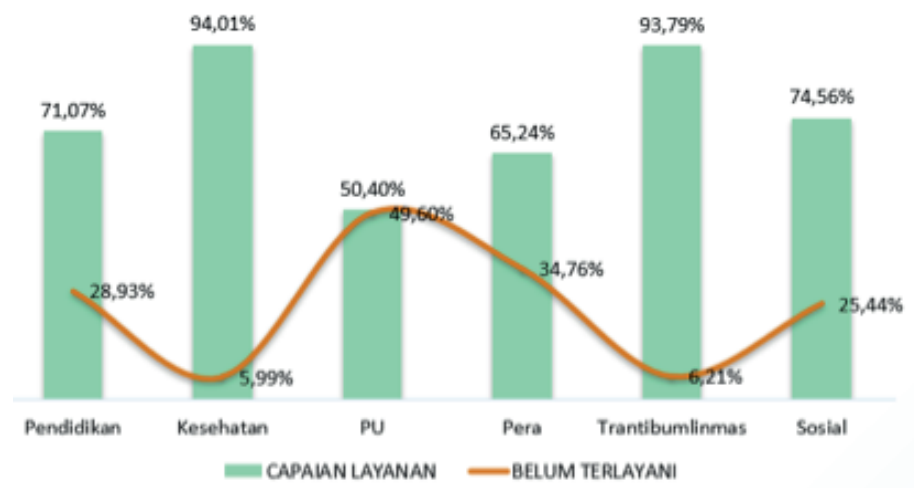
The results of reporting to the Government through the Directorate General of Regional Development of the Ministry of Home Affairs recorded 526 Provincial and Regency/City Governments that have submitted their reports in 2021, with an achievement of 97.05%. Meanwhile, the Regional Governments that still need to submit their reports are as many as 16 regions, especially in Districts/Municipalities, as many as 2.95% of regions still need to be submitted. All Provincial Governments or as many as 34 Provinces have submitted reports on the implementation of MSS in 2021 (the achievement rate is 100%). Meanwhile, the MSS implementation report on the District/City Government There 402 districts that have submitted MSS reports in 2021 (with an achievement rate of 96.87%). The District Government has introduced reports as many as 402 Districts, while the City Governments have submitted their description are as many as 90 Cities. The districts/cities that have not submitted the information are mostly located in Papua and West Papua Provinces, including Yahukimo Regency, Tolikara Regency, Central Mamberamo Regency, Yalimo Regency, Lanny Jaya Regency, Nduga Regency, Puncak Regency, Deiyai Regency, Manokwari Regency, Fak-fak Regency, South Sorong Regency, Tambrauw Regency, Maybrat Regency, South Manokwari Regency, Arfak Mountain Regency, and Sorong City.

The implementation of MSS at the Regional Government level, both at the Provincial, Regency, and City Regional Governments, is at least targeted to be able to implement its Minimum Service Standards to reach the maximum target, which is 100% achievement. This certainly gives seriousness to the presence of the Government in the sense that the 'State' can be present to provide its services to its citizens. However, in its implementation in each Regional Government, several things cause achievements in each Regional Government to have different dynamics in the performance of MSS at the provincial, district and city Government levels.

The Application of MSS at the Provincial Government level in each field can be seen in the figure below:

In the graph above, the achievements of each field have not been evenly distributed, the ability of the provincial Government to achieve the targets of each field varies greatly. Ironically, there are still MSS achievements that are still 50%, namely in the field of Public Works.

Several provinces have low MSS implementation rates, and even some achievements in each field still cannot be implemented. For Provincial Governments that have been able to execute MSS well, including the Provincial Governments of Central Java and South Sulawesi, whose achievement figures have met the target of 100% in each MSS field. The achievement of the implementation of Provincial MSS in the field of education



Source: Sekber MSS, Ministry of Home Affairs.

Figure 1: Achievements of MSS Implementation per Field in Provinces Throughout Indonesia.

in 2021 is quite good (above 50%), with an average achievement rate of 71.07%. In implementing of MSS in the Education Sector, there are still Provincial Governments whose achievement rate is 0% (not implemented), namely South Kalimantan Province, Central Sulawesi Province, and North Maluku Province.

Overall, compared to the previous year’s achievement, the average achievement rate of MSS Provincial Education in 2021 increased by 5.53% from 2020, which was an average achievement of 65.54%. The development of the average achievement of MSS in the Provincial Education Sector from year to year can be seen in Figure ??.

Meanwhile, the achievement of implementing Provincial MSS in the health sector in 2021 has almost reached the target of 100% with an average achievement rate of 94.01%. In the implementation of MSS in the Health Sector, there are still Provincial Governments with low achievement rates (below 50%), namely Aceh Province, Jambi Province, and West Papua Province. Overall, compared to the previous year achievement, the average achievement rate of MSS in the Provincial Health Sector in 2021 decreased by -3.11% from 2020 which was an average achievement of 97.12%.

The achievement of the implementation of Provincial MSS in the field of public works in 2021 is still relatively medium, where the average achievement rate is 50.40%. In the performance of MSS in the field of public works, there are still Provincial Governments whose achievement rate is 0% (not implemented), namely Aceh Province, Jambi Province, South Sumatra Province, Bengkulu Province, Bangka Belitung Islands Province, West Nusa Tenggara Province, East Kalimantan Province, Papua Province, and West Papua Province. Overall, compared to the achievements in the previous year, the

average achievement of MSS in the Provincial public works sector in 2021 increased by 0.63% from 2020, an average achievement of 49.77%.

The achievement of the implementation of Provincial MSS in the public housing sector in 2021 is quite good (above 50%), with an average achievement rate of 65.24%. In the implementation of MSS in the public housing sector, there are still Provincial Governments whose achievement rate is 0% (not implemented), namely Aceh Province, Jambi Province, South Sumatra Province, Bengkulu Province, Bangka Belitung Islands Province, West Nusa Tenggara Province, East Kalimantan Province, Papua Province, and West Papua Province. Overall, compared to the previous year's achievement, the average achievement rate of MSS Provincial Public Housing in 2021 increased by 11.97% from 2020, which was an average achievement of 53.27%.

The achievement of the implementation of Provincial MSS in the field of Peace, Public Order and Community Protection in 2021 is quite good (above 50%) with an average achievement rate of 93.79%. In the implementation of MSS in the field of Peace, Public Order and Community Protection, there are still Provincial Governments whose achievement rate is 0%, namely Riau Islands Province and West Papua Province. Overall, when compared to the achievement in the previous year, the average achievement of the Provincial Peace, Public Order and Community Protection MSS in 2021 increased by 22.53% from 2020, which was an average achievement of 71.26%. The development of the average achievement of MSS in the Provincial level Peace,

The achievement of the implementation of Provincial MSS in the social sector in 2021 is quite good (above 50%), with an average achievement rate of 74.56%. The implementation of MSS in this social sector, there are still Provincial Governments whose achievement rate is 0% (not implemented), namely South Sumatra Province and North Maluku Province. Overall, when compared to the achievement in the previous year, the average achievement of the Provincial Social MSS in 2021 increased by 6.91% from 2020, which was an average achievement of 67.65%.

Meanwhile, the Application Government Regulation of MSS in the Regency/City Government in each field can be seen as shown in Figure ???. Overall, the average achievement of MSS implementation at the Regency/City level in 2021 is relatively good with the lowest average achievement rate in the field of Public Works with an average achievement of 50.40%. While the average achievement in other areas is relatively good, the achievement rate is above 50%. MSS for Peace, Public Order and Community Protection and MSS for Health are 2 MSS fields whose average number is almost close to the target of 100%.



Source: Sekber MSS, Ministry of Home Affairs.

Figure 2: Achievements of MSS Implementation in Districts/Cities throughout Indonesia.

The achievement of the implementatiing of District/City MSS in the education sector in 2021 is quite good (above 50%), with an average achievement rate of 68.89%. Overall, compared to the previous year’s achievement, the average achievement rate of MSS Education District/City in 2021 decreased by -2.03% from 2020 which was an average achievement of 61.79%.

The achievement of the implementing of District/City MSS in the health sector in 2021 is quite good (above 50%), with an average achievement rate of 69.40%. Overall, compared to the previous year’s achievement, the average achievement rate of MSS in the District/City Health Sector in 2021 increased by 0.28% from 2020 which had an average achievement of 69.12%. Interestingly, in a study conducted by Kuzairi et al (46), this is one of the achievements of non-optimal MSS such as factors such as communication, bureaucratic structure, sources, dispositions (attitudes), and leadership in controlling sectoral egos in MSS service delivery. Sectoral egos can be formed from educational backgrounds.

Meanwhile, the achievement of implementing District/City MSS in the field of public works in 2021 is still relatively medium where the average achievement rate is 69.19%. Overall, compared to the previous year’s achievement, the average achievement of MSS in the field of public works in 2021 increased by 6.08% from 2020 which was an average achievement of 63.11%.

Meanwhile, the achievement of implementing District/City MSS in the public housing sector in 2021 is still need to be higher (below 50%), with an average achievement rate of 45.53%. Overall, compared to the the previous year’s achievement, the average

achievement rate of MSS for District/City Public Housing in 2021 increased by 5.54% from 2020, an average achievement of 39.99%.

The achievement of the implementing of District/City MSS in the field of Peace, Public Order and Community Protection in 2021 is quite good (above 50%), with an average achievement rate of 67.27%. Overall, compared to the previous year's achievement, the average achievement rate of MSS Peace, Public Order and Community Protection District/City in 2021 increased by 7.76% from 2020 which was an average achievement of 59.51%. More details on the development of the average achievement of MSS in the District/City Peace,

Meanwhile, the achievement of the implementing of District/City MSS in the social sector in 2021 is quite good (above 50%), with an average achievement rate of 74.56%. Overall, compared to the achievement in the previous year, the average achievement rate of District/City Social MSS in 2021 increased by 7.30% from 2020 which was an average achievement of 57.96%. On the other hand, the achievement of MSS in Provinces and Districts/Municipalities, with the fiscal capacity of local Governments, are not correlated. Such as the following provincial fiscal capacity map:

Kategori KFD	2021	2020	2019	2018	2017	%
Sangat Rendah	9	9	9	9	9	26,5%
Rendah	8	8	8	8	8	23,5%
Sedang	8	8	8	8	8	23,5%
Tinggi	5	5	5	5	5	14,8%
Sangat Tinggi	4	4	4	4	4	11,7%
Jumlah Provinsi	34	34	34	34	34	100%

Sumber: PMK 116/2021, PMK 120/2020, PMK 126/2019, PMK 107/2018, PMK 119/2017, diolah.

Figure 3: Provincial Fiscal Capacity Map 2017-2021.

If we compare the achievements of MSS in 2021 with regional fiscal capacity in 2021 above, then Provinces with high fiscal capacity may not necessarily improve their MSS achievements. This is proven by several regions in Indonesia that have high fiscal capacity such as East Kalimantan, but the MSS achievement could be better, or South Sulawesi whose fiscal capacity is low, but the MSS achievement can reach 100%. On the other hand, MSS in terms of budgeting, especially the allocation of regional expenditures which are firmly and clearly prioritized to fund the implementation of MSS. And, in the last 3 (three) years, MSS spending has always been a priority to be allocated in the APBD. The focus and implementation of MSS has guaranteed the constitutional rights of the community, so it is not the performance of local Governments that is the top priority, let alone the performance of Ministries/Institutions, but the main priority is the fulfillment of the basic needs of citizens. However, in this context, the Government

fails to create minimal services that can be optimally fulfilled for the public. A country's fiscal capacity has always been the main determining factor in its capacity for social welfare, in this case the Minimum Service Standards of the community (47)(48).

The observations also show several problems related to the budgeting stages that occur in the implementation of MSS. Among them are planning and budgeting programs, activities, and subactivities carried out to support the implementation of MSS are different from the nomenclature of MSS. Capacity is a scourge in itself because limited regional budgets cause not all minimum service standards to be met; although this fact is disputed but still occurs to be the culprit of the problem (49)(50)(51). On the other hand, after the implementation of Government Regulation No. 2 of 2018, a pandemic occurred, which resulted in refocussing and budget reallocation during the pandemic, which caused disrupted to MSS implementation achievement activities in the Provincial and Regency/City. Interestingly, not all MSS indicators can be integrated into Planning and Development Documents (RPJMD, Rentra SKPD, RKPD and Renja Alat Daerah). This has led to hesitancy by local Governments to allocate all their resources to the achievement of MSS.

In fact, MSS was introduced as a strategy to improve the unsatisfactory condition of public services in Indonesia. This strategy is a way to improve the performance and accountability of local Governments to provide basic public services at a minimum level of quality that is for the community. And, it is hoped that this MSS will be able to provide an effective breakthrough and a key focus in the implementation of decentralization, which aims to improve the quality and efficiency of basic public services and reduce inequality in services across the region. Unfortunately, this is constrained by the limited capacity of the state. And, on the other hand, policies formulated at the national level, such as MSS face challenges in ensuring consistency in policy delivery by the Government to local Governments, a process that is very difficult to do if the Government does not have specific political authority (52) or commonly referred to as authority in implementing this MSS.

Another interesting finding is that still in the context of state capacity is in the need for more personnel implementing MSS activities both in quantity and quality (53)(54)(55). On the other hand, many are still not yet accessible with good infrastructure to overcome very difficult terrain that hinders access to services. The dilemma is that sometimes human resources owned by local Governments want to avoid being placed in such remote areas. Then, HR problems in terms of MSS supervisors in terms of making reports are also limited in terms of analysis, so they have not been well illustrated the activities and achievements of MSS implementation in the regions. Bell & Hindmoore

(56) point out that bureaucratic and administrative resources, including high-quality information, active policy debate forums, and expert, dedicated and experienced staff in key policy formulation and implementation areas, are also important components of state capacity.

The local Government as the implementer and the central Government as the supervisor of these basic service matters are responsible for the implementation and fulfillment of MSS. Coaching must cover all stages of MSS implementation, from data collection, needs calculation, planning to implementation and reporting. Guidance and supervision are needed to monitor and facilitate regions in fulfilling the types of MSS services according to their technical standards, so that MSS services can be enjoyed by every eligible citizen. MSS consists of various basic services whose implications involve Ministries/Agencies, so strong and intense coordination is needed in its implementation, however in recent years, it has not run well and optimally. So that what Bell & Hindmoor (57) develops, capable states (or state sectors) usually have a centralized, or at least clearly defined and coordinated decision-making hierarchy. So that the failure of MSS implementation is not only due to the weak state capacity owned; on the other hand as revealed by Hudson (58) the failure of this MSS policy based on the data obtained by the author is in 2 (three) dominant factors, namely implementation in dispersed governance and inadequate collaborative policymaking. In the future, there must be a thought that the performance of MSS must consider the local context, such as the data collection process, for example, which must be carried out by the local Government itself because it knows the conditions best in minimal services (59).

4. Conclusion

MSS policy is a fundamental policy in Indonesia in the era of decentralization to further improve the quality of public services and reduce inequality in services provided by local Governments. Current data shows that the MSS policy is still failing in implementation because the state's capacity is still very weak. Although it is undeniable that in the fields contained in MSS, there has been a lot of significant progress. The interactive policies chosen by the Government to respond to these changes and the need for minimal services are still very possible to achieve a better quality of basic services. In this context, decentralization is still an option so that MSS implementation policies better reflect the needs and conditions that better represent public needs at the local level. Public dissatisfaction with the quality of services in MSS must be in the context of collaboration between the Government and Local Governments, both Provincial and

Regency City. And, MSS implementation is the main focus of decentralization policy in line with strengthening the state's capacity to prevent failed public policies from happening again.

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