

POLICY IMPLEMENTATION OF POVERTY REDUCTION

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Abstract: This study aims to determine the determination factor of the poverty program implementation at Polewali Mandar. The results of this study can provide can models of Poverty Program with the goal to improve the quality of life and examine the implementation of the Urban PNPM program. Informants for this research were selected purposively side, (6 Regional Poverty Reduction Coordination Team, 3 PNPM Urban Program Coordinator, Facilitator 9 PNPM Urban, beneficiary communities PNPM Urban) and the informant to inquire process related to program implementation mechanism to results achieved in the program to change the lives of the poor as objects of beneficiaries. The results showed that: (1) Urban PNPM program has not been able to reduce poverty in Polewali Mandar, because the context of empowerment results are still not optimal, to put forward a program that is run top-down concept outlined in the technical manual operation of the center., (2) communication program, the suitability of resources, disposition and structure of PNPM Urban Program Implementation Organization in Polewali Mandar, still referring to the principles and mechanisms of self-urban PNPM, hence the need for careful preparation and planned implementation. (3) Factor determinant PNPM Urban Program Implementation in Polewali Mandar, required empowerment is important is how to make the communities as development actors are active and not passive recipients. The concept of community empowerment in development, prioritizing initiatives and the creation of communities, the principal strategy member strength (power) to the Community, as well as the existence of infrastructure in a local technical institute is one of the capital to support the implementation of the tasks and functions.

Keywords: Poverty Reduction, Policy Implementation

INTRODUCTION

The phenomenon of poverty and inequality in developing countries especially in Indonesia has long been debated by economic and social experts. The concern intensified after the discovery of the fact that in many parts of the world, a number of countries have recorded impressive economic growth and consistently even lasted for a decade, but the growth did not necessarily reduce poverty. At least nearly 3 billion inhabitants of the earth are still in poverty (earning less than 2 dollars per person per day). The fact was revealed by the World Bank World

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Development in A Dynamic World: Transforming Institutions, Growth, and Quality of Life, published in 2003. The emergence of the phenomenon of global poverty has given rise to anti-poverty movement in September 2000, a total of 189 member states of the United Nations (UN) has signed the Millennium Declaration of the Millennium Development Goals (MDGs). MDGs place human development as the main focus of development. The movement is an inclusive approach in fulfilling widely basic human rights. The first target in the MDGs is the eradication of poverty and hunger and reduce by half the proportion of people living on less than one dollar per day and reduce by half the number of people who suffer from hunger (United Nations, 2005). Jhinghan (2000) there are three main features in developing countries into poverty, namely infrastructure and inadequate educational facilities, health facilities and poor consumption patterns and population is concentrated in the agricultural and mining sectors. By him that need economic development by Swasono (2004: 13) not only means an increase in income, but also the increase in ownership (entitlement).

Polewali Mandar based on BPS (2006) show at 27.65 percent and in 2013 fell to 19.3 percent in 16 districts. The size of the poor depends on the poverty line, because the poor are people who have an average monthly per capita expenditure below the poverty line. During the period July 2011 - July 2012, the poverty line rose by 3.52 per cent, namely 238 104 per capita per month to Rp 246 498. The percentage of poor people since 2006 has decreased in July 2012. The number of people living below the poverty line reached 79.1 thousand people, or about 19.30 percent of the entire population. In an effort to decrease the number of poor people in Polewali Mandar has also developed a Poverty Reduction Strategy document Polewali District has conducted the analysis conducted by various non-governmental organizations concerned with poverty reduction as well as of the programs that have been taken by the government, such as: PNPM Rural PNPM Urban (P2KP), PKH, JAMKESNAS, Raskin, MP3KI, TNP2K and P2KBRT, PPIP, surgical house, BSM, and BLM.

The government's efforts through the program is expected to reduce poverty, so it becomes very important for each local government to see to it that the program can be implemented effectively. The success programs related to how a policy is implemented. Some factors affecting the success of the policy implementation is communication, resources, executive attitudes and organizational structure (Widodo, 2011; Edward III, 1990; Chambers, 1987). Most of the programs implemented by the government does not pay attention to aspects of the factors supporting the successful implementation of policies including natural Urban PNPM program. Although according Winasa (2007) causes of poverty in Indonesia program failure is the inability of the government in carrying out its duties and its role as a facilitator of the program, resulting in the closing of the space community participation. Agustino (2007) states that the implementation of the poverty reduction program through a joint venture group approach is not as easy as one

might imagine because many companion program that can not perform the role and function optimally. Piaman (2012) describes the role of SPP PNPM Mandiri still find obstacles in carrying out its duties and responsibilities of the program. This is confirmed by Mas'ud (2005) that the management of the productive economy in the Community Empowerment Program District and Sub-District (P2MK), low commitment to empower the bureaucracy led to the inability of society to empower business group. This occurs because the mortgage lease stalled and stalled so that the process of community empowerment through the provision of loan capital is not running. Suwitri (2008: 88-89) states "... Without sufficient responsiveness in the implementation, the implementer will lose information to evaluate the achievement of the program and the loss of support that are important to the success of implementation". Policy implementation through Urban PNPM program in Polewali Mandar has not been able to maximize the poverty reduction because it is not backed up by a factor of communication, resources, disposition and structure. Therefore, this research is directed at efforts to uncover and describe how the implementation of policies of urban self PNPM program at Polewali Mandar implemented through communication factor support, resources and structures.

RESEARCH METHODS

This research was conducted with qualitative and case study approach data and information through interview, observation and documentation. The informants are the Coordination Team and the Regional Poverty Eradication Program Coordinator PNPM Urban including the Regional Poverty Reduction Coordination Team (TKPKD). The data obtained and analyzed, categorized and sorted based on the research focus indicator is a factor of communication, resources and structures affect successful implementation of policies to reduce poverty through Urban PNPM program. The final stage of this study is to draw conclusions and constituent recommendation in accordance with the findings of the study.

RESEARCH RESULT

Communication in Urban PNPM Program Implementation

The first factor in the implementation of the policy is communication begins with the formulation of objectives program with the community, conceptually, to ensure the quality of the implementation of activities that adhere to the principles and mechanisms of self-urban PNPM, hence the need for careful preparation and planned implementation. Preparation of this implementation is more directed to the preparation of human resources aspects, including the public, implementation team (TPK), the unit carrying out activities (UPK), and all other urban actors PNPM Mandiri. Therefore, TPK and UPK get training first before carrying out the activities funded PNPM Urban.

The process of dialogue and deliberation by the government to the people in formulating the program is one of the objectives of the program, as the result of research interviews with the father of Andi (Community Leader, 2014), he says: To overcome poverty and unemployment, namely the development programs, one of which is to provide or build infrastructure which has a lot of broken, do so. So they need to know and understand, it means to be able to think, work and organize local resources to be empowered. Therefore it needs good management to be more study. I hope with this program is no longer the case inequality poverty and income inequality. But not only that, the important thing is not to happen inequality region resulting in jealousy. If the income is lame bias conflict, so the local government should be compact so that a harmonious society in the implementation of development ... “

The results showed that the observation, activities undertaken to avoid lest proposals submitted only personal needs and not the needs of the communities. However sometimes proposed by MKP especially for infrastructure development biases, so it has a conical or reduced in number. To determine the feasibility of the proposed community level verification needs to be done, and not directly approved by the program. As Head of Empowerment author interviews District of Polman, 2014):

The observation of the authors in the field related to the context of the solution to the problem, is more focused on the involvement of community leaders are very influential in the village to complete the obstacle course when there is a false understanding of the program. Past experience as a result of provocation by those who are not responsible, resulting in the loss of society itself from the conflict. So as to overcome the program can be resolved through village meetings involving public figures, both youth leaders, religious leaders, women leaders, and village officials were quite influential in each village.

Resources on Urban PNPM Program Implementation

Availability of resources or equipment support program, based on the fact the implementation programs has actually been available, but still not sufficient. This proved the existence of a forum of competition between cities to get the project and only some members of the SPP (Savings and Loans for Women) who get a loan. A city to be able to get the infrastructure development projects carried out by means of competition between/town in a discussion forum in the district. Cities with high value will get the project, and the low value not get assistance / projects.

The observations in the field, basically in several locations UPK in Polman, has been appointed as microfinance managers and government, with the guidelines in accordance with the provisions of the local government, so that in supporting the development of appropriate guidelines needs UPK program (KDP, PNPM -PPK

and PNPM URBAN) in order to be sustainable conservation programs in accordance with the objectives.

Field observations indicate that the product is still very limited resources. Because the final product or not yet reached the maximum benefits and resources provided is not sufficient for the community. Product program is expected to achieve especially in the form of physical infrastructure and the rate of return on capital loan from SPP (capital development in UPK). The target is not wrong, because according to the instructions described in the PTO such as, while the product of the process of empowerment of less concern because there is no explicit explanation in the PTO. Consequently products namely independence program or community empowerment, which is manifested in the increased prosperity of adequate and sustainable has not been achieved. Availability of resources since the beginning has been recognized by the program that is not sufficient, so that in the preparation stage (planning) has formulated the activities of inter-village competition to compete for infrastructure development project aid and non-governmental does excavation. Similarly venture capital to be lent to members of SPP availability is limited, so many members of the community (especially RTM) that are not served.

Organizational Structure in Urban PNPM Program Implementation

Directorate General of Human Settlements (DGHS) create form the Project Management Unit or better known as the PMU (Project Management Unit) which is headed by the Director of Building and Environment and got a full mandate and is directly responsible to the Director General of Human Settlements in carrying out the activities of PNPM MP. As the implementation of the field, the PMU through contracted PIU Management Consulting Center (NMC), which will act on behalf of the PMU in accordance with the authority given to the PMU, to conduct a thorough project management, including management consultants (OC / KMW) which will be served in each work area. In each work area will be handled by the Regional Management Consultants based in the respective region and led by a Team Leader. Likewise, for in each city and county will be led by a Korkot (City Coordinator) who is based in the city / county in question assisted by some experts as needed. Following up on the district organizational structure changes Polewali and refers to RPJMD of Polewali Mandar more emphasis on “good governance based on religious and cultural values” then related to the above Community Empowerment Board and Town Government formulate basic / guidelines for the implementation of tasks in order to support Vision and Mission Administration program Polewali Mandar, which is applied through programs and activities in accordance with the duties and functions of the Agency and the Government of the City Community empowerment should be justified as a measure of the gains as an elaboration of the Regional Coconut strategic plan and as a form of exercise

of authority Regional Head in the field of community empowerment and the City Government.

Strategic Planning as a measure of technical policy formulation Community Empowerment Board and Town Government of Polewali Mandar intended as a planning instrument that gives an overview of the policies and the priority program activities is the reference implementation of the tasks and functions of each field in the Community Empowerment Board and Village Government, implemented in a coordinated and integrated. This is as set forth Patajangi (Interview, 22 July 2013), said that the technical policy formulation produced will eventually be working plan used as a tool of control and quality assessment tool performance, so it requires the support and active participation of the entire unit of BPMPD Polewali which is implementing the activities and good coordination between field.

DISCUSSION

Empowerment (if the program has been doing community development in a context that exists). The results are still not optimal, to put forward a program that made the concept of top-down, as described in the PTO (technical manual operations) from the center. While giving people an opportunity to make a proposal or application of the bottom-up approach is done mainly in order to plan for technical activities (operations) of the type of activities set out from the center, namely the construction of infrastructure and the provision of working capital loans. This means that the need of building more effective communication in accordance with the views Widodo, (2011: 97) that communication is the process of delivering information from the communicator to the communicant. Meanwhile, communication is the process of delivering the policy means the policy information from policy makers (policy makers) to implementing the policy (policy implementors). It is also necessary to consider all factors and main dimensions in building communications (Sedarmayanti 2001: 50-51; Mangkunagara, 2001: 148)

Conditions that inhibit the widespread community participation is greatly influenced by the authority given by the center to local organizations such as the CGU at district and city levels. Not all variables in the model CIPP program evaluations contained in the KDP, there are only Input and Process (no indicator Context and Process). Therefore, for the purposes of further evaluation of KDP is very important to include indicators of contexts in KDP, because of the success which includes political power, economic, and social and behavioral characteristics of the group does not know what type of project (planned activities in the program) in accordance with the needs of local communities (still relevant or not).

Input empowerment (if the condition input provided by programs such as funding, education, mentoring, and tenaga companion has sufficient community needs). Although there have been attempts to meet with self-help and self-

management, but still has not fulfilled the needs of the community (funds, venture capital, coaching / mentoring, and assistants are still lacking). Insufficient inputs or resources to be very decisive drive or performance of the program, because of the level of achievement of output and outcomes program, even the program relies heavily on the availability of the resource input.

Process undertaken by the program with more emphasis on the implementation of physical infrastructure development and provision of capital loans based PTO (technical manual operations) compared with the process of empowering people to achieve empowerment and self-reliance. The absence of specific assistance activities to the SPP and the poor (RTM), so there is no empowerment process explicitly by the program to the RTM. As has been mentioned earlier that the KDP has been no evaluation process indicators. That is why there are no reports on the evaluation of the empowerment process in KDP when variables which include the application process and job sharing, information, influence and power by the program manager, is one of the key variables in program management.

Products or outcomes of community empowerment program (as stated as a general purpose program) by increasing the capacity of local governments to become significantly and improving the welfare of society as adequate and sustainable, still has not been done optimally. According to George and Wilding (1992), the policy of equality of opportunity to compete which conceptually opposite to populist approach to development dimension increasingly lost its appeal because it has accumulated a lot of evidence that egalitarian policies that turned out to have produced results that are not egalitarian. But there is no institutional or system that ensures the sustainability of infrastructure, although it has been established TP3 (maintenance team and infrastructure managers) but it did not go well. Similarly, the creation of new jobs new RTM or poor they are short term, ie when the ongoing development of physical infrastructure, and have not been able to create long-term employment for the unemployed and the poor households in the city. This is related to the internal structure of the particular distribution of authority that occurred in the KDP program management, which gives less flexibility for UPK in conducting.

In connection with resources for program product is still very limited, as the result interview with one sub-district officials Polman (Mandagi, 2013), that: "During these various efforts have been made to reduce poverty through the provision of food needs, health care and education, the expansion of opportunities work and so on. These efforts have been basically described and contained in various poverty reduction programs that have been undertaken by the government. One of them is the National Program for Community Empowerment, better known as PNPM Mandiri. According Bakhit (2001), is currently need that poverty reduction programs can deliver real results, no doubt is how to demolish the roots of poverty and resolved (attacking the roots of poverty). Hope to PNPM only to alleviate

poverty we still feel its impact on society. Acquisition of both infrastructure and capital assistance for tuition because of the limited effort, then do the competition, in practice the usual cause minor conflicts in society. The act of some elements to fighting for the help that is not according to the conditions and situation of the recipient, often makes people so lazy to engage in activities PPK “.

CONCLUSION

Urban PNPM program has not been able to reduce poverty at Polewali Mandar, because the context of empowerment results are still not optimal, to put forward a program that is run top-down concept outlined in the technical manual operation of assistance the center. While giving people an opportunity to make a proposal or application of the bottom-up have not been accommodated, especially related technical activities empowerment outside the types of activities that have been assigned from the center, namely the construction of infrastructure and the provision of working capital loans for women. Input community empowerment insufficient, although there have been attempts to do self-help and self-management needs of the community but still lacking. Insufficiency inputs or resources to make the journey or determine the performance of the program, because the level of achievement of outputs and outcomes, the program is highly dependent on the availability of resources

Communication program, the suitability of resources, and the structure of PNPM Urban Program Implementation Organization in Polewali Mandar, still referring to the principles and mechanisms of self-urban PNPM, hence the need for careful preparation and planned implementation. Preparation of this implementation is more directed to the preparation of human resources aspects, including the public, implementation team (TPK), the unit carrying out activities (UPK), and all other urban actors PNPM Mandiri. Availability of resources or equipment support program, based on the fact the field has actually been available, but still not sufficient. This proved the existence of a forum of competition between cities to get the project and only some members of the SPP (Savings and Loans for Women) who get a loan, then the implementation of organizational performance improvement is a must do in a systematic and structured.

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