

Public Policy Performance Improvement through Community Empowerment in the Program Liability Housing Help in Gorontalo District

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Abstract. The inconsistency of data and interventions by each regional government apparatus organization both horizontally and vertically is one of the main causes that can affect the performance of policy implementation. This causes poor performance in alleviating poverty, which averages around 0.8 percent (BPS Kabupaten Gorontalo). The increase below also cannot encourage the quality of life and the severity of poverty from the aspect of equitable distribution of people's income.

Conceptually, performance improvement can be done through a public empowerment approach (Munawar, 2011). This approach is carried out adaptively in the application of public policies in Gorontalo Regency. This is the reason for choosing the research location. The public involvement approach is very good for determining policy performance because of several aspects: the community can participate in providing land, sharing financing, labor and community involvement in encouraging the success of local government programs.

To formulate an implementation model in improving policy performance, the main objective of the research is to formulate an empirical model of policy implementation by determining the main determinants of policy success. With a qualitative approach, an in-depth analysis of the empirical data from the research was carried out with the theme of implementing policies for the housing assistance program in Gorontalo Regency.

Keywords: Policy Implementation, Community Empowerment, Policy Performance

Introduction

Public policy implementation often experiences obstacles in achieving its success, both from policy implementers, beneficiaries and the policy environment itself. This is very logical because policy is a cycle that is carried out continuously on priorities for handling public problems rationally. The achievement of the success of a policy is not only how well the policy can be implemented, but also how the objectives of the policy can be achieved in accordance with the basic formulation of the problems that underlie the implementation of public policy. One of the important factors in determining the success of the policy is the common understanding and consistency of behavior of all policy stakeholders as policy actors in achieving policy goals and objectives.

On the other hand, the success of the policy needs to pay attention to the right strategy in intervening various social problems so that the implementation of the policy can be carried out with the right goals and objectives. In Robbins' view, there are several approaches in achieving performance (effectiveness) namely: a) goal achievement approach, b) systems approach, c) strategic constituency approach, and d) balanced scorecard approach (Robbins, 2014). Meanwhile, Sabatier (1986: 21-48) specifically mentions that there are two models of policy implementation, namely the top-down and bottom-up approaches (Sabatier, 1986). The top-down approach includes the elite model, process model and incremental model, while the bottom-up model is represented by the group model and institutional model.

In achieving the objectives of implementing the policy for the decent housing assistance program carried out by the government so far, it is basically directed at overcoming poverty through a community empowerment approach as stated in Perbup Number 32 of 2018 concerning the Poverty Reduction Program where the fulfillment of housing is one indicator of poverty.

In Law No. 13 of 2011, poverty is a socio-economic condition of a person or group of people whose basic rights are not fulfilled to maintain and develop a dignified life. According to Nilsen (2011) in Eliza (2020) states that poverty will limit an individual's ability to stay healthy and develop skills (Eliza & Dewi, 2020).

According to the Gorontalo Regency poverty DTKS, the number of poor families in 2019 was 46,159 families (Perkim, 2021). According to BPS data for 2021, the number of poor people is 68,310 people or 18.06% (2019), 66,720 people or 17.59% (2020) and 67,210 people or 17.8% (2021). Although Gorontalo Regency has success in alleviating poverty, Gorontalo Regency has a relatively high poverty severity index compared to other regencies/cities in Gorontalo Province, namely 0.71 (2019), 1.17 (2020) and 1.41 (2021). On the one hand, the poverty line rate is increasing, which is Rp. 425,827 (2019), Rp. 475,102 (2020) and Rp. 502,964 (2021) can influence changes in poverty rates in a strong way.

Of the total number of poverty figures in 2020, there are 12,000 applicants who have entered for applications for suitable housing that are waiting for verification and realization of the budget which is currently still disrupted by the transfer of the Covid-19 budget.

Overcoming poverty is a complex problem because poverty itself is influenced by various factors, both individually related to education and accessibility and individual psychology is also influenced by socio-cultural factors that give rise to structural poverty. In addition, poverty is dynamic and highly dependent on economic factors such as an increase in goods or the inflation rate will affect the magnitude of the poverty line level. Also, the growth of new households also greatly determines the dynamics of the poverty rate each year so that it requires an accurate updating of the data base.

Therefore, its handling requires a systematic and comprehensive strategy. Meanwhile, the handling of poverty by local governments is still carried out partially because the fulfillment of housing for the poor is only one of the problems of poverty itself. In addition to several problems that are directly related to policy implementation, such as: limited budget and policy resources, implementer behavior, the dominance of the political elite and bureaucracy, and so on, they also determine the success of the policy directly.

Meanwhile, from the community aspect, there are also various problems, such as the lack of understanding and community resources so that it requires and the existence of community culture which is an important factor in determining the success of the policy. The culture of the Gorontalo people who still adhere to from generation to generation to the determination of good days in the construction of houses is a problem in itself and also the culture that the target recipients often do not want to be away from their families so that it is difficult to implement policies with a model of determining the provision of places in an integrated manner.

On the other hand, the policy environment, both socio-culturally and politically, is also a problem, especially the attitude of the political elite and the bureaucracy, which often still dominates in determining beneficiaries, determining field facilitators, and determining the budget for development, which also determines the success of policy implementation.

The accumulation of the various problems above can cause the implementation of policies to be more focused on bureaucratic accountability solely than to realize basic public accountability. Conceptually, the success of policy implementation can be influenced by several factors, including 1) political factors, 2) community cultural aspects; 3) implementing resources; 4) policy resources; 5) consistency; 6) compliance or attitude of the implementer; and public engagement. Some of these factors are as mentioned in several models of policy implementation as described by Van Meter and Van Horn (1975), Merilee S. Grindle (Tahir, 2011: 104-106), namely: 1) Standards and targets; 2) Policy resources; 3) supervision; 4) Inter-organizational communication and strengthening of activities; 5) Economic, socio-political environment; 6) Character of implementing organization; 7) Implementing disposition. And

Jan Merse mentions in (in Kadji, 2015: 71): 1) information; 2) policy content; 3) community support; 4) potential sharing.

To improve policy performance, the main objective of this research is to formulate an empirical model of policy implementation by determining the main determinants of policy success. With a qualitative approach, an in-depth analysis of the empirical data from the research was carried out with the theme of implementing policies for the housing assistance program in Gorontalo Regency.

Public Policy

Mazmanian and Sabatier say that policy implementation means efforts to realize a policy decision that has legal legality, can be in the form of laws, government regulations, executive decisions, etc. in the form of work programs that refer to the problems to be handled by the policy (Daniel, 2012; Sabatier, 2005).

Because implementation is a real embodiment of public policy (content/objectives) in the form of a structured and planned program of activities, implementation activities must be carried out carefully. That there are indeed policies that are self-executed, namely those that can be directly implemented but have no effect in compiling the implementation process, because from the results of the implementation the government's performance can be assessed.

In the implementation process, there are at least three elements that are essential and absolutely must exist, namely: 1) the existence of a program or policy being implemented, 2) the target of the program, namely the community that is expected to receive benefits from the program. 3) there are implementers, either organizations or individuals who are responsible for the management, implementation and supervision of the implementation process.

Van Meter and Van Horn

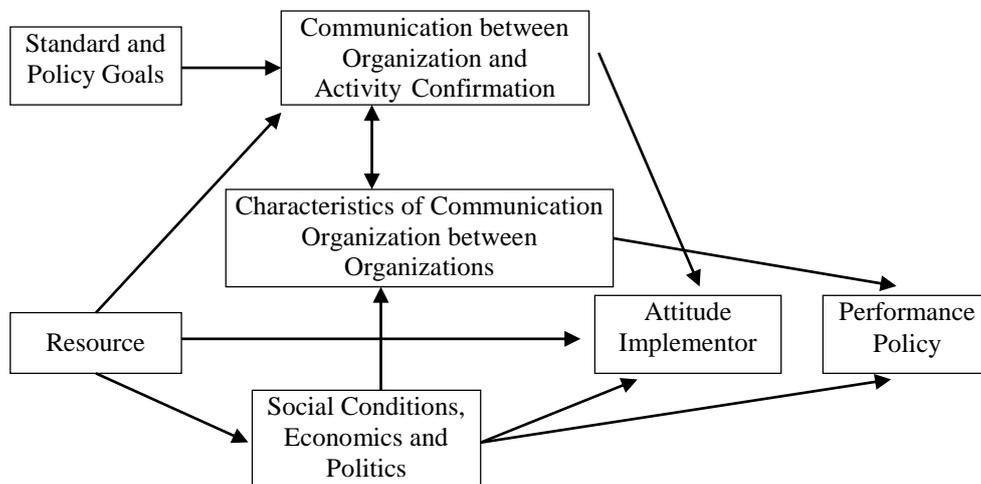


Figure 1: Policy Implementation Model by Meter and Horn (Yuliyanto, 2016)

Jan Merse

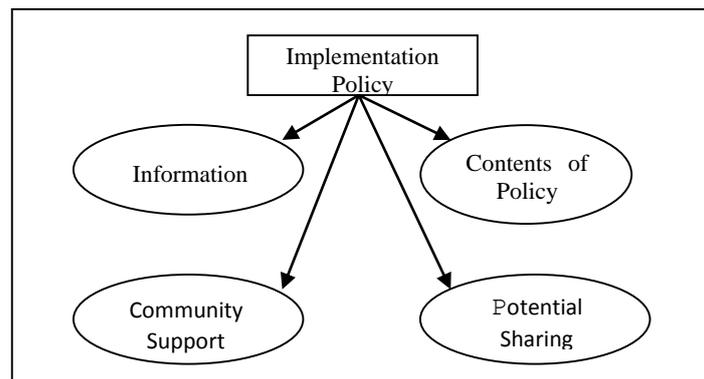


Figure 2: Grindle. Policy Implementation Model (Yuliayanto, 2016)

Public Organizational Performance

Performance is one of the approaches commonly used in implementing a policy. Performance is carrying out an activity and perfecting it in accordance with its responsibilities with the expected results (Widodo, 2006: 78). Nasucha (2004) defines organizational performance as the effectiveness of the organization as a whole to meet the defined needs of each relevant group through systematic efforts and continuously improve the organization's ability to achieve its needs effectively (Nasucha, 2004: 107).

In the perspective of public services, performance can be seen from several indicators including the dimensions of productivity, service quality, responsiveness, responsibility and accountability (Dwiyanto, 1995). Productivity in a broad sense can be used to measure how much public service has the expected results. Then community satisfaction can also be used as a parameter to assess service quality. Therefore, even though the government bureaucracy has a high responsiveness/responsiveness to identify the needs of the community correctly and in accordance with the values and norms that develop in society.

Performance is influenced by internal and external factors (Tangkilisan, 2007: 181) Internal factors are: organizational goals, organizational structure, human resources, and organizational culture, while external factors are political, economic, and socio-cultural factors.

According to Yuwono, the achievement of the performance of public organizations is more dominant in the achievement of things that are formalism (Yuwono, 2008). This is because the performance standards of public organizations are often only a matter of superiors. And rarely socialized, and explained and understood correctly by employees. This will give birth to a formal performance and not a concrete performance. That organizational performance is basically an aggregation of individual performance (Yuwono, 2008).

Community Empowerment

Community empowerment is often difficult to distinguish from community development because it refers to overlapping meanings in its use in society. Community empowerment is a concept of economic development that encapsulates community values to build a new paradigm in community-centred, participatory, empowering, and sustainable development (Chambers, 1995).

According to Munawar (2011) Community empowerment (empowerment) as an alternative strategy in development has developed in various literatures and thoughts although in reality it has not been maximally implemented (Munawar, 2011).

The Government's policy on community empowerment is explicitly stated in the 1999 GBHN and Law Number 32 of 2004 concerning Regional Government. In the 1999 GBHN, particularly in the "Directions of Regional Development Policy", among others, it is stated "to

develop broad, real and responsible regional autonomy in the context of empowering communities, economic institutions, political institutions, legal institutions, religious institutions, traditional institutions and non-governmental organizations, as well as the entire potential of the community within the Unitary State of the Republic of Indonesia". The birth of regional autonomy is also based on increasing community empowerment, as was the birth of autonomy in accordance with Law Number 23 of 2014 concerning Regional Government, which states that things that encourage the implementation of autonomy are to empower the community, develop initiatives and creativity and increase community participation.

Community empowerment is a concept of economic development that summarizes community values to build a new paradigm in people-centered, participatory development. Within this framework, efforts to empower communities can be studied from 3 (three) aspects: First, Enabling, namely creating an atmosphere that allows the potential of the community to develop. Second, Empowering, namely strengthening the potential of the community through concrete steps involving the provision of various inputs and opening up various opportunities that will make the community more empowered. Third, Protecting, namely protecting and defending the interests of the weak. The empowerment approach in essence emphasizes the autonomy of decision-making from community groups based on personal, direct, democratic resources and social learning (Munawar, 2011).

Community empowerment as an approach in the implementation of development carried out in order to accelerate poverty alleviation in Indonesia, therefore the spirit in some of the above provisions is a manifestation of the implementation of empowerment programs by the community in order to overcome poverty. Law Number 24 of 2004 states that poverty is a socio-economic condition of a person or group of people whose basic rights are not fulfilled to maintain and develop a dignified life.

According to Nilsen (2011) as quoted by Eliza, states that poverty will limit the ability of individuals to stay healthy and develop their skills (Eliza & Dewi, 2020). Poverty always develops in certain patterns, including four, namely, First is persistent poverty, namely poverty that has been chronic or hereditary. The second pattern is cyclical poverty, namely poverty that follows the pattern of the overall economic cycle. The third pattern is seasonal poverty, namely seasonal poverty as found in the case of fishermen and food crop farmers. The fourth pattern is accidental poverty, namely poverty due to natural disasters or the impact of a certain policy that causes a decrease in the level of welfare of a community (Sumarto et al., 2014).

Economically, poverty can be seen from the level of lack of resources that can be used to meet the needs of life and improve the welfare of a group of people. Politically, poverty can be seen from the level of access to power which has an understanding of the political system that can determine the ability of a group of people to reach and use resources. In social psychology, poverty can be seen from the level of lack of networks and social structures that support the opportunity to increase productivity. Health conditions for the poor are generally neither good nor bad, and many of them are illiterate and unemployed (Eka Suputra & Martini Dewi, 2015).

Theoretically, poverty is divided into two categories. First, natural poverty, namely poverty that arises as a result of scarce resources and/or because the level of technological development is very low. This means that the factors that cause a community to become poor are naturally there, and not that there will be groups or individuals in the community who are poorer than others. Second, artificial poverty, namely poverty that occurs because the existing social structure makes community members or groups do not control economic facilities and facilities equally. Structural poverty Soemardjan (1980) states that structural poverty is poverty suffered by a group of people, because the social structure of the community cannot participate in using the sources of income that are actually available to them (Abdurahman, 1983; Suyanto, 2001).

Policy Implementation Empire Model

Research findings will be formulated in the form of an empirical model of policy implementation of the housing assistance program for the poor in Gorontalo Regency. The findings of this study include: 1) increasing community participation in providing land for house construction; 2) increasing the community's ability and knowledge; 3) improvement of policy performance; 4) increased transparency of policy implementation; 5) improved communication and collaboration between government and community resources.

These empirical facts can be formulated in a policy implementation model by the local government of Gorontalo Regency in the collaboration of their respective roles, namely: 1) the role of the regional government; 2) the role of the community / potential beneficiaries of assistance; 3) and increasing the role of field facilities.

1. The role of the government in formulating: 1) policy standards and targets; formulate the amount of fiscal policy; 3) determination of assistance candidates; 4) formulate guidelines for the implementation of activities; and determine policy targets.
2. The role of the community: 1) providing land and fund for sharing activities; 2) the formulation of the plan area and shape of the house; 3) planning the amount of material requirements and budget; 4) provision of manpower; 5) implementation of activities
3. The role of the community: 1) providing land and fund for sharing activities; 2) the formulation of the plan area and shape of the house; 3) planning the amount of material requirements and budget; 4) provision of manpower; 5) implementation of activities
4. Facilitator: 1) verifying the prospective recipients; 2) make proposals for recipients; 3) provide assistance and field verification; 4) together with the community to prepare a Budget Plan (RAB); 5) assisting the community in purchasing materials; 6) assistance in the construction of livable houses.

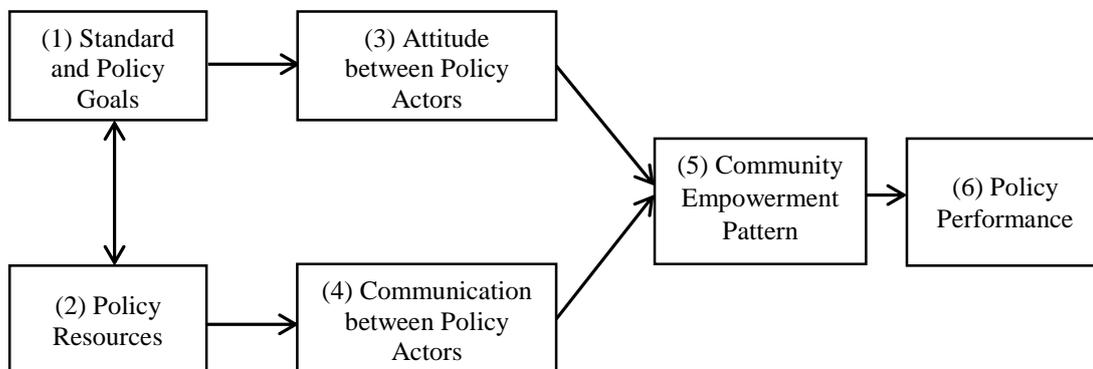


Figure 3: Empirical Model of Policy Implementation: Community Empowerment Approach

Policy Standards and Objectives

Setting standards and policy targets is the main task of the government. Standards and policy targets set include: 1) standards and quality of livable houses; 2) requirements for candidates for housing assistance suitable for habitation; 3) technical instructions for the implementation of activities; 4) standard of training activities; 5; Facilitator qualifications; 6) Time and policy targets achieved in each budget year.

To determine targeting accuracy in beneficiaries by viewing and collecting documents of recipients who meet the requirements and ensure that these recipients are in the Social Welfare Integrated Data (TKS) and ensure that the recipient can complete the house thoroughly in accordance with their legal approval on stamps and ensure that the recipients are really poor people. The preparation of standards and policy targets is carried out based on the provisions

of existing regulations. Such as setting building standards: with a minimum of one unit with 2 rooms, 1 living room and 1 dining room with a minimum house size of 6 X 6 meters in accordance with the provisions of Law Number 1 of 2011 concerning Housing and Settlement Areas (State Gazette of the Republic of Indonesia Year 2011). 2011 Number 7, Supplement to the State Gazette of the Republic of Indonesia Number 5188).

Policy Resources

To improve the smooth implementation of self-help programs in the construction of livable houses, field facilitators are appointed to always provide guidance and assistance to the community, so that the community can carry out development programs in accordance with policy objectives, targets and standards.

Policy resources in the form of budgets have increased with the sharing of funds and the provision of land by the community, which on average can complete 30 livable housing units each year through community funds.

Attitude of Policy Actors

The attitude of the implementer in development is carried out by taking into account the aspirations of the village community, both those proposed by the village government and through the aspirations of the Regional Head or by the DPRD towards prospective recipients. However, it still refers to the application of existing rules. Is there any intervention from the DPR, there should be collaboration from the central government, provincial government and district governments so that it becomes one basic data. However, the current aspiration model has changed due to the intervention of members of the Gorontalo Regency DPR. The first step is to update the data that is matched with the data available at the BSPS in Gorontalo Regency. Assistance aspirations fluctuate and Perkim seeks to follow the intervention of the DPR. So that Perkim only carries out according to orders, but in each determination their proposals are considered because it is to secure the constituents.

Communication between Policy Actors

The communication was carried out based on the 2018 BPS technical guidelines for spending on materials and services, while in the latest technical guidelines the nomenclature became social assistance. because all disbursement of funds is carried out directly into the account of the recipient of livable housing assistance. And then the community based on the recommendation from the service disbursed the payment to the shop appointed by the community for the procurement of materials based on the proposal of the Assistance Recipient Group (KPB) consisting of the chairman, deputy chairman and members. The group leader is responsible for the overall implementation of the activities. Communication is carried out between government institutions and between implementing implementors at the village level, facilitators, DPRD and regents as well as agencies as policy implementation.

Community Empowerment Pattern

The empowerment approach is carried out with the first several stages of appointing facilitators and training field facilitators both technically and in an effort to improve community development; 2) conduct field verification of the community of potential recipients; 3) provide guidance and education to the public in the preparation of budget plans or budgets, guidance in the provision of materials and budget expenditures in accordance with the requirements for state financial accountability administration; 4) technical guidance in the construction of housing units; and 5) assistance in making accountability reports by the community. All of these activities are accountable to the local government to evaluate the success of the policy.

Policy Performance

There is an increase in performance with the performance approach in two ways: 1) an increase in the success of achieving policy objectives in the aspect of quantity and quality of policy output; 2) improvement of technical capability and public knowledge in public budget management; 3) improved communication in policy implementation; and increasing trust in the government in managing public policies. Some of these aspects are important aspects and factors in improving the performance of policy implementation by government organizations, especially in increasing bureaucratic accountability and public service accountability.

Conclusion

- a) The implementation of the housing assistance program policy is carried out in three policy stages, namely: 1) the planning stage, 2) the implementation stage, and 3) the evaluation stage.
- b) Policy implementation is carried out with a community empowerment approach that can encourage the successful achievement of policy objectives and improvement of organizational policy performance by local governments.
- c) The importance of the role and involvement of the community in the implementation of policy implementation in the form of empowering the recipients of livable housing assistance both in the planning, implementation and evaluation stages of policies which have implications for increasing policy openness, smooth communication and increasing policy resources through sharing with the community.

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