

*Implementasi Kebijakan Pemberdayaan
Masyarakat Miskin
(Studi Program Keluarga Harapan di Kota Palembang)*

Implementation Of The Poor Community
Empowerment Policy
(A Study on the Family Hope Program in Palembang City)

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Abstrak

Penelitian ini, mendeskripsikan dan menganalisis faktor penyebab belum efektifnya implementasi kebijakan pemberdayaan masyarakat miskin, melalui proses Implementasi Program Keluarga Harapan". Penelitian ini dilakukan di Kota Palembang. Metode penelitian yang digunakan dalam penelitian ini, adalah metode kualitatif, karena peneliti sendiri terlibat langsung dalam proses penelitian ini, termasuk sebagai *participant observation*. Desain penelitian ini menggunakan "desain deskriptif analitik", yaitu metode meneliti suatu obyek peristiwa pada masa sekarang. Hasil penelitian menunjukkan bahwa, belum efektifnya implementasi kebijakan pemberdayaan masyarakat miskin. Hal ini disebabkan, belum efektifnya 3 (tiga) faktor lingkungan implementasi, yaitu: 1) Aktor dan arena, dimana aspek utama keterbatasan kemampuan masyarakat miskin dalam mengelola potensi sumber daya yang tersedia dalam meningkatkan pendapatan masyarakat miskin. 2) Struktur-struktur organisasi dan norma-norma birokrasi, dimana aspek utama penyebabnya, secara struktur Program Keluarga Harapan, tidak dikaitkan dengan kelembagaan masyarakat yang ada di setiap Kecamatan, 3) Jaringan-jaringan komunikasi dan mekanisme-mekanisme penyesuaian, dimana aspek utama penyebabnya, belum efektifnya komunikasi dan hubungan antara aktor dengan elit Kecamatan, Kelurahan, stakeholders dan opinion leader.

Kata Kunci : *Implementasi, Kebijakan, Pemberdayaan, Miskin*

Abstract

This research describes and analyzes the factors causing the ineffective implementation of the empowerment policy for the poor, through the process of implementing the "Family Hope Program". This research was conducted in Palembang City. The research method used in this study was a qualitative method, because the researchers themselves were directly involved in the research process, including serving as the participant of observation. The research design used was "analytic descriptive design", the method of examining an object of events in the present. The results of research show that the implementation of the empowerment policy for the poor has not been effective. This is due to 3 (three) environmental factors: 1) Actors and arenas, the main aspect of

which is the poor's **limited ability** of managing the potential resources available in increasing the income of the poor; 2) organizational structures and bureaucratic norms, where the main aspect causing it is that structurally the Family Hope Program is not linked to community institutions in each District, 3) Communication networks and adjustment mechanisms, where the main aspect causing it is the ineffective communication and relationships between actors and elites in the District, Kelurahan, stakeholders and opinion leaders.

Keywords: Implementation, Policy, Empowerment, Poor

Introduction

This study is aimed at analyzing empirical data / information from the process of implementing the empowerment policy for the poor (Study on the Family Hope Program in Palembang City). In general, the Family Hope Program (In Indonesian: *Program Keluarga Harapan* or PKH) is an attempt the government takes to accelerate the response to the problems of children's education and health needs, especially for the poor in Palembang City.

A successful public policy depends on its implementation. Public policy implementation is a process of governmental action to meet the **community's** interests and needs as an effort to solve public problems, public issues and public objectives. The actual public problem in the implementation of decentralization and regional autonomy politics is poverty. The poverty reduction, carried out through community empowerment which is set out in an integrated, coordinated and synergistic policy, by involving all parties, has not been effective yet in the effort to improve community welfare and to reduce poverty.

Smith and Grindle in Wahab (1990: 150) state that "policy implementation is a crucial problem, and even becomes the heaviest and serious stumbling block for the effectiveness of development policies in socio-economic sector in third countries".

Policy implementation through the Family of Hope Program was carried out in Palembang City in 2018. This program aims to accelerate the realization of community independence through increasing the capacity of the community and local government, and the provision of basic social and economic infrastructure and facilities. So far, the implementation of policies for the empowerment of the poor, through the process of implementing the Family Hope Program, has not been effective yet in the effort to improve community welfare and to reduce poverty.

This is because the poor have not been involved directly in the joint decision-making process for program formulation and determination. In the implementation of decentralization and regional autonomy politics, the community is the main pillar of development and empowerment, because community empowerment is the right of the people. In addition, the relationship between government and local governments has not been effective in the process of implementing program activities, due to the limited role of local governments. The relationships built in the process of

implementing policies for empowering the poor are in line with the harmonious implementation of decentralization and regional autonomy policies, harmonious coordination and synergy between the government, local governments, "stakeholders" and the poor.

The distribution of funds is carried out in accordance with the existing regulations, given quarterly in flat amount of IDR 1,890,000 for PKH recipients including pregnant, breastfeeding women, and school children. It is distributed directly to the account or not given quarterly, where in the first quarter is around February, the second in May, the third in August and the fourth or the last is around November.

In accordance with the amount of revenue, PKH recipients receive IDR 500,000 quarterly and IDR 390,000 specifically in the 4th quarter. And the elderly PKH recipients or people with disabilities receive IDR 500,000 every quarter because they get social grant of IDR 2,000,000". With 55,540 PKH recipients and an average PKH recipient projection of IDR 1,890,000 this year, the total distribution of PKH funds this year will reach IDR 1,049 billion. Data and facts from the summary of the Family Hope Program activities in Palembang City include several districts, as shown in the table below:

Table 1
Number of Family Hope Program Recipients in Palembang City

No	Districts	Total PKH Recipients
1	Reeds Width	1392
2	Bukit Kecil	1321
3	Gandus	3762
4	Ilir Barat I	3094
5	Ilir Barat II	2894
6	Ilir Timur I	1805
7	Ilir Timur II	3615
8	Kalidoni	2907
9	Kemuning	2195
10	Kertapati	6547
11	Plaju	4090
12	Sako	11921
13	Opposite Ulu I	9660
14	Opposite Ulu II	4584
15	Sematang Form	1195
16	Sukarami	3490
	Total	54442

Source of data from the Palembang City Social Service 2018

This reality illustrates the large amount of allocations rolled out by the community in the effort to reduce poverty based on community empowerment, which have not had a significant effect on improving people's welfare and reducing the poverty rate.

The problem in this research focuses on the ineffective implementation of policies to fulfill children's educational and health needs, as expected by the community, especially the poor. This condition is due to the absence of environmental factors for implementation, namely actors and arenas, organizational structures and bureaucratic norms as well as communication networks and adjustment mechanisms, which contribute to influencing the implementation of policies for empowering the poor.

In summary, the problem of research can be formulated as follows: Why does the implementation of the policy of empowering the poor have not contributed optimally to realizing an increase in community welfare and poverty reduction, in the decentralized and regional autonomy political system through the implementation of the Family Hope Program?

The results of current study are expected to be used as study material regarding the application of the public policy implementation theory and can contribute ideas and input to the Palembang City Government in the term of poverty alleviation, through the process of implementing policies for the empowerment of the poor. The results of this study are expected to be useful for:

1. Theoretical aspect, for the development of knowledge about Policy Implementation in the perspective of Public Administration.
2. Practical aspect, for the City Government of Palembang, the process of formulating and determining policies for the empowerment of the poor is more aspirational and integrative.

Methods

This study uses a qualitative approach, because the researchers themselves are involved directly in entire research process; the researchers themselves serve as a data collection instrument (participatory observation). The focus of research is to see and find out the meaning and process of implementing the empowerment policy for the poor, through the process of implementing the Family Hope Program in Palembang City. Generally, a qualitative research employs informants to exploit the research unit by paying attention to the research subject in the context of analysis unit. "The unit of analysis is a certain unit calculated as the subjects of research "(Arikunto, 1998: 131).

Informants were selected using the "Snowball Approach" or Snowball sampling: identifying certain cases occurring in the process of implementing the Family Hope Program through a number of people who were contacted in sequence, in addition to purposive sampling, in which informants were selected prior to the interview corresponding to their duties and functions.

Meanwhile, secondary data or information is generated from reviewing documentation and archives both from policies and activity reports. Data or information is obtained through in-depth interviews with informants as well as direct observation on the informants' actions and activities in the process of implementing the Family Hope Program.

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Results and Discussion

In the context of implementing policies for empowering the poor, through the implementation process of the Family Hope Program, human element is very decisive, in policy formulation, implementation and evaluation. Humans as the actors in the process of formulating and establishing empowerment policies are oriented to meeting the needs and interests of the target group, namely the poor, as the target of a policy decision that will be realized. The implementation of policies for empowering, the poor through the implementation of the Family Hope Program, is aspirational, accommodative and integrative in nature, taking into account the interests and needs of community members, especially the poor.

From the perspective of the empowerment policy for the poor, which is implemented by the Palembang City Government, the formulation and determination of the Family Hope Program in Palembang is integrated strategically. PKH funds are provided for the very poor and underprivileged. The amount of grant provided ranges between IDR 300 thousand and IDR 2.2 million. This grant is distributed in stages to meet the educational and health needs of children.

The formulation and determination of the Family Hope Program in Palembang City indicates that the implementation of community empowerment policies, through the implementation process of the Family Hope Program in Palembang City., has not been effective yet. Therefore, to formulate and to determine the policies to empower the poor that is effective in accommodating the needs and interests of the poor, especially in avoiding information distortion, coordination in every sub-district and sub-district in Palembang City is necessary through participatory poverty analysis.

One of the obstacles in implementing policies for empowering the poor, through the implementation process of the Family Hope Program, in the implementation of regional autonomy as a central government policy for the regions, is the mindset of government officials. On the one hand, the government apparatus is still stuck to "old habits" and "old thoughts" that the government administration system is in a centralized political system, which authorizes fully the government to carry out an inventory and identification of problems that are of interest and to the needs of society,

being a government program. In this case, government programs are implemented and deal with the community directly.

In the context of the aspiration network of the community, regarding basic human needs and their importance in relation to the existence of the government, there is a need for precise and accurate data or information on micro-poverty rates, especially regarding the basic needs and interests of the community, especially the poor. Governmental elements at the subdistrict or kelurahan level are at the forefront relations with the community, especially the poor.

Intensive interaction between policy-making actors and the community, especially the poor as the target group, will receive development messages more effectively, so that these policies or programs will be more acceptable, understandable and supportable to the community to be realized in accordance with policy goals and objectives of the program. Actors involved in formulating and making policy decisions should always pay attention to where the arena or the intensive interaction of policy-making actors with the community, especially the poor as the target group, will receive development messages more effectively, so that these policies / programs will be more acceptable, understandable and supportable to the community to be realized in accordance with the goals and objectives of the policy / program. Actors involved as the formulation and decision makers of policies should always pay attention to where the arena or scope and the environment are, and the characteristics and culture of the local community where the arena of policy implementation is carried out. An understanding of the environment along with the characteristics, potentials, problems, needs, wants and interests of the target group, will make it easier to implement the Family Hope Program, as well as the acceptance and support of the target group.

Facts and reality show the phenomenon of incompatible relations between government organizations from the city, sub-district to sub-district level in formulating and determining the same program with the same target targets. Harmony in government relations through coordination is a prerequisite for the establishment of cooperation in the effort to achieve the program's goals and objectives. Such non-conformity of relationship indicates that the process of implementing policies for empowerment of the poor has not been effective, through the implementation process of the Family Hope Program in Palembang City.

In the implementation of regional autonomy, transparency, accountability and accountability to the public are prerequisites for the democratic system. Therefore, in the process of implementing the Family Hope Program, the institution formed based on the principles of the organization "lean structure and rich in function" has clear duties, functions and authorities, a short span of control and a simple and flexible mechanism for adjusting to changing dynamics of public. The overall function of organizational structure and system is directed at how to achieve predetermined goals and objectives that can be achieved effectively, efficiently and productively.

In the context of local government institutions, the results of this study describe that the role of the sub-district is not yet significant to the neighborhood association (Indonesian: *Rukun Tetangga* or RT) level involved directly in the implementation of policies for empowering the poor, through the implementation process of the Family Hope Program. This results in an ineffective effort to solve problems occurring in the regions and solutions to the problems. In the process of implementing the Family Hope Program, an effective communication process in the organization is needed as an absolute requirement or "conditio sine quanon", which is an important factor. In addition to interpersonal communication, Communication is conducted using group communication and mass communication through the role of mass media as actors.

In the context of security assurance aspect for actors, communication networks and adjustment mechanisms are an effort to maintain organizational stabilization and continuity of communication as well as to anticipate the transfer of actors with skills and job experience. In the communication process, it is necessary to have a similar level of perception between actors, "stakeholders" and community members, in the form of homophilia and empathy, in the form of ability to adapt to the environment of the actors involved in the process of implementing the Family Hope Program.

The aspect of performance measurement criteria in communication networks and adjustment mechanisms is important to the relationship and communication network of the implementation process of the Family Hope Program. Clear criteria are established to be a standard for the assessment of actors in the communication process through networks communication network. The effectiveness of communication in the process of implementing the Family Hope Program, through evaluating the performance of actors in communication networks, is based on standardized performance measurement criteria that have been determined and have been agreed upon mutually.

Communication barriers in the Family Hope Program organization occur in every communication pattern, namely vertical communication, including top-bottom and vice versa bottom up, and horizontal communication patterns. Barriers to communication vertically are top-bottom communication or vice versa from the assigner to the recipient and from the recipient of the task to the assigner. Barriers to communication to the side or lack of coordination and interaction among actors in the implementation process of the Family Hope Program.

Accurate information can change a person's attitude, where this attitude is closely related to the attitude that someone has previously had. If someone already has a positive attitude towards an object, then he gets information related to the attitude he has, he will tend treat that information positively. Besides, someone may have positive attitude, but the person concerned is not getting clear information, so that person's attitude will turn into a negative attitude. Therefore, in the process of implementing the Family Hope Program, clarity and accuracy of information is needed, as a message

of empowerment that will be communicated downward, namely the Village Level Activity Management Team (TPK).

In realizing an effective communication, it is necessary to have an intensity of a continuous communication process, through the frequency of meetings periodically in the communication networks that have been built so far, so that the same perception and the same meaning of the messages conveyed and received by the parties can be realized by those involved in the process of implementing the Family Hope Program.

From the legitimacy aspect of adjustment in communication networks and adjustment mechanisms, language is a very important factor in conveying empowerment messages to the people or society. The language used in the organizational communication process is adjusted to the language of local people or community where the program is realized, so that the message is acceptable and understandable to the people or community. Therefore, before information or messages on development and empowerment are communicated to the people or society, it is necessary to make adjustments by taking into account the situation and conditions in which the people reside. This adjustment involves language, characteristics and behavior of the actors with the situation and conditions of local people or community. This adjustment problem arises from the limited legitimacy of the actors who guarantee the adjustment.

The results showed that the legitimacy of adjustment in communication networks and adjustment mechanisms in delivering development and empowerment messages to the community is not effective yet, adjusted to the aspirations, characteristics and culture of the local community, by taking into account the situation and environmental conditions in the program implementation process. In general, the Family Hope Program is "designed" similarly and uniformly, regardless the community's aspirations, characteristics and culture. Within the Institutional Family Hope Program, goals and objectives should not be determined before precise and accurate information is obtained about the environment where the program will be realized. Furthermore, for the organization to survive and be existent, it is necessary to process information from its environment. This is necessary to adjust what is happening to the environment as well as the efforts to anticipate the changes in the environment. This adjustment is dependent on the situation and environmental conditions as well as the attitudes, behavior and characteristics as well as the culture of the local people / community, as recipients and beneficiaries of Hope Family Program.

Conclusion

The implementation of the policy for empowering the poor, through the implementation process of the Family Hope Program in Palembang City, has not been effective in realizing the expected goals, namely improving community welfare and reducing poverty. This is due to the

ineffective 3 (three) environmental factors of implementation, contributing to the implementation process of policies for empowering the poor:

1. Actors and arenas, where the main aspect causing the ineffective implementation of the Family Hope Program in Palembang City is that they have not been actively and directly involved in the policy beneficiaries, namely the poor.
2. Organizational structures and bureaucratic norms, where the main aspect causing the ineffective implementation of the Family Hope Program in Palembang City is that they have not been able to realize the harmonization of institutional relations with other institutions.
3. Communication networks and adjustment mechanisms, where the main aspect causing the ineffective implementation of the Family Hope Program in Palembang City is the ineffective guarantee of the continuity of communication and the relationship between actors or actors and the sub-district, sub-district, stakeholders and opinion leader elites through communication networks that have been built. In addition, the lack of intensity of communication meeting frequency and the lack of participation of the poor in communication on the implementation of the Family Hope Program in Palembang City also cause the ineffective implementation of Program.

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