

## Implementation of National Program Independent Community Empowerment Policy in Sulingan Village, Tabalong District, South Borneo Province

\*Budi Setiawati, Prof. Dr. Bambang Supriyono, MS., Prof. Dr. Abdul Hakim, MS.,

Dr. Ratih Nur Pratiwi, M.Si.

\*Doctor of Administrative Science,

Faculty of Administrative Science,

Universitas Brawijaya

### Abstract

*This research aims to analyze the implementation of national program independent urban community empowerment policy which is able to develop poor community welfare in urban area from an environment, social and economy aspects. In the program those three aspects are integrated and institutionalized held. Through this research, the researcher thought it needs revamping on professionalism and empowerment program for implementing the policy in order to increase public service quality, which is encourage the researcher to carry out this research using Griendle Model implementation theory (1980). This research aims to analyze deeply on implementation of national program independent urban community empowerment policy in Sulingan Village, Tabalong District, which is related to : (1) Content and context characteristic in implementation of national program independent urban community empowerment policy (2) three focus of development activity regarding to empowerment of environment, social and economy in Sulingan Village, Tabalong District, (3) factors which are support and restrain the program, (4) Developing an alternative model in implementing the policy. The research findings here indicates that the implementation of the policy makes Griendle model weaken. Empowering poor society in the city is needed through institutionalized national program independent urban community empowerment. That program can make policy contain or context more effective, efficient and proportional economically and politically and also has a strong consistency and commitment. It can work by integrating empowerment of environment, social and economy while using society empowerment model who are more independent and sustainable for pro poor.*

**Keywords:** *Implementation of Empowerment National Program, Policy Implementation, Empowerment National Program, Independent Urban Community.*

## 1. INTRODUCTION

Regardless of the development model and wisdom, "PCD" (People centered development) model is taking responsibility of marginalization, powerlessness, dehumanization, and mass de politicization, but the process and phenomenon are contradictive typically with the development concept. It is because the most comprehensive development program is project oriented not sustainable empowerment program. Theoretically, development is planned and sustainable change that aims to fix and improve human life quality. Any programs build with project logic only give a change to bureaucrat and the partner is busy "having thought" of poor people, while poor people are "prevented" to think about themselves (helping people to help themselves). They are busy to prepare project and budgeting self "enrichment" program through "receipts game" and many kind of corruption. At last, the poor people always dependent of short term project.

So, it is very common that centralized poor people empowerment policy is dominated by bureaucrat and "PCD" model oriented approach (production-centered development). The program which is carry out the value of human has failed to empower the society even widen the gulf between rich and poor people (Tjokrowinoto 1996). Based on Tjokrowinoto there are three main weaknesses causing the failure of development management, which are: first, welfare program designed, financed, managed centralistic, their cost are so expensive more than the bureaucrat could provide, second, the implementation of the programs depend on management bureaucrat which are stiffed and inflexible. They do not have the capability to give satisfying service for people, and I return the people have to adjust with what the bureaucrat have done, third, people participation in development management usually just mobilization of people participation only in its implementation, not in taking decision process.

Realizing of those development model weaknesses in 1990-is has born new development paradigm based on people-centered development and community based development, as a social asset known as human capital and social capital concept. This new development paradigmis community-based resource oriented, the main concern are to human-growth, well-being, and equity and sustainable, this paradigm is also answered the development challenge, such as poverty, bad environment, and low people participation in taking a decision. This paradigm trying to raise human dignity as creature with pride, having intelligence, also have feelings. This development concept has a humanity development nuance, with programs which are giving priority to people empowerment.

As Bryant and White (1987) said that development is normative concept which are contains with vary of purposes in order to "realization of human potential", human not only as an object but subject or actor. Therefore, mere economic growth is insufficient to resolve matters such as imbalance, unemployment, and poverty but only occurring impacts which are disadvantage people. Hence, the benefit of development must be stretched to touch realization of development capacity, fairness, empowerment, sustainability and mutual relationship. Re-orientation of development strategy toward reformation is now often based on logic wisdom of new development. The growing of real action by government to settle poverty matter, especially as a social indication, just like Fiedmann (1992) said, one thing that can resolve development is through empowerment, the example is PNPM Mandiri (Independent of National Program of People Empowerment) Program in the city or village.

This matter is goes the same with Bryant and White (1982) in Suryono (2010), stated that the development is the effort to improve human ability optimally which can influence their future, contains of: 1) development in the term of raising ability personally or corporately (capacity); encouraging togetherness, value evenness, and welfare (equity); growing people trust to develop/empower themselves regarding to their ability (at the same opportunity, free of choosing, and taking decision (empowerment); 4) increasing the ability to independent development (sustainability); 5) Lessen the dependent of another countries, creating mutual and respective relationship (interdependence).

Bryant and White also said that the development must be people center oriented development, so human can improve their ability better based on their potential and strength.

From the eyes of economy-politic, the root of poverty can be analyzed from big theories of development thinking, such as liberal, radical or heterodox thinking. The liberals, followers of modernism theory think that the cause of poverty is internal factor, which is traditional culture that restrain the modernism. They were forget that modern values they have meant were not always the values for the developing country like Indonesia or Africa (Sudarso, 2007). The argument is quite simple, that for almost the

last 3 decades, the main assets in developing country are natural resources (forest, fishery, plantation) having a significant degradation. While the poverty in developing country is not significantly resolved (Kusnadi,2003).

The liberals is having contradictive with radicals, the followers of dependent theory. Marxis and neo-marxis in term of poverty phenomenon. The radicals thought that the poverty was not because of traditional culture values, but caused by the exploitative activity from capital owner and productive factors of economic resources which is natural resources (forest, fishery and plantation) and human resources (Suryanto, 2008). Therefore, to avoid poverty every household need to have higher real average consumption per capita than the poverty line from time to time (Suryahadi, et al, 2003).

Country through government bureaucrat still incapable to resolve the poverty matter completely. It's based on Statistic Center Body (BPS) data on March 2011, the amount of poor people is 30.02 million or 12.49% of total 240 million Indonesian people. If we compare to March 2010, the amount is 31.02 million or 13.33% from the total Indonesian people, lessen by 1 million in a year.

Reduction of poor people amount in 2011 is slower than the last year accomplishment that succeed alleviating up to 1.5 million people. Therefore, the economic growth is higher than before. Number 30.02 million under the poverty line is still huge amount. A year before near poor almost touch 29.38 million. According to BPS (Statistic Center Body) Near poor means 1.2 times from poverty line. So, if on March 2011 the poverty line is Rp 233,740 expenses per capita per month, then the near poor have Rp 280,480 expenses per capita per month or still under Rp 10,000 per day.

In conclusion, people who have Rp 10,000 expenses per day is still 60 million people. They are still susceptible and far from prosperous. It has already confirmed by BPS data on March 2011, said that most of poor people living in the village, up to 63.20%. 57.78% of them works in agriculture sector. City poverty is caused by urbanization of poor people, which in every 2 days 1 of villager migrate to find a job in the city out of agriculture sector, and most of them is younger aged group (Source: [www.infobanknews.com](http://www.infobanknews.com) – Monday, July 4<sup>th</sup>, 2011). BPS data in year 2012, shows there are decreasing in poverty rate that is 30.02 million to 28.06 million people, and in 2014 there is 0.51% decreasing rate or become 28 million people. According to the data, the increasing poor household happened in Tabalong District for 1,614 house hold, from 15,637 house hold in 2011 become 17,251 poor house hold in 2014. Consist of 3,219 extremely poor, 10,046 poor and 3,986 almost poor (BPS, 2014).

In Indonesia, from independence era to reformation, the government is still incapable to resolve poverty matter and another social matters. Even though, poverty and social backwardness are still important development agenda. Hence, development policy has to be stretched further not only chasing economic growth but also following with evenness so there will be a balance and harmony between social and economic policy in development process.

According to Suharto (2010) cited Hardiman and Migley statement (1999), social development model to anticipate poverty is through marginal group empowerment. It is increasing people standard of living who has a less sustainable economic ability by enhance the productivity and social participation. Then, Suharto (2010) cited Conyer (1982) that social development are : (i) welfare oriented; (ii) create values of social fairness, security, peace of life, family/social independent, pride, freedom from domination, simple life; (iii) empowerment oriented.

Social empowerment is one of the main condition in implementing social development programs based on increasing human resources quality, which are patterned and established as institution.

This institutional process is pre-condition for social independent growth in development management. It will be effect on sustainable people capacity development. Institutionalizing process is social learning process interpreted as working while learning process. Social capital is one of important factor in learning process which is able to move people collective action over and over. Empowerment also about professionalism from local social institution and its integration in development activity including people role, especially if it is concern in participation for taking decision of development process in their environment.

National Program of independent urban people Empowerment is the right model as one of outstanding program for poverty reduction.

Generally, target of the program is “welfare development and job opportunity for poor people independently”, especially, empowerment program is defined as “village people, who is the part of the program, can relish social, economy, local governance improvement”.

PNPM Program for urban has a unique characteristic, such as empower people to be independent using their own strength in their environment. At least there are two things needs to be analyzed, first, the PNPM for urban designed not to strengthen "help-me" mentality, which already rooted in PNPM pre-program, but to improve "self-help" mentality, individually or in group. Second, the program designed to poverty countermeasures, especially for program recipient villages, be able to have sustainable process. Therefore, the values PNPM-MP has, embodied start from socialization process, resources mapping, forming a non-governmental institution (LKM/BKM), forming community self-empowerment group (KSM), organizing Pronangkis PJM, using of Direct Fund-aid (BLM) is very crucial to comprehend by people. Within the process, hopefully will create critical sense of people, to improve their life in terms of knowledge, attitude, culture or constructive change behavior.

The problem is the policy implementation has been allowed now did not yet gave poor people empowerment or independence at the rate of social economy in the city. The empowerment process in the city is not right at the target, there was no policy implementation model as a new alternative model to be implemented. This research will analysis deeply to national program of people empowerment using Griendle policy implementation model (1980), is that national program of independent urban people empowerment has a social economy impact significantly by using "three focus development : like social empowerment, economy, and physical environment? Or in other word is poor people lessen or even increase in the city? Because at the moment there is no standard model improve to empower poor people in the city, even if there is a model, it is based on rural people.

Based on analysis above, formulation for research problem are:

1. How is content and context characteristic in implementation of National Program of independent rural people empowerment in Sulingan village Tabalong District?
2. What kind of factors support and restrain in implementation of National Program of independent rural people empowerment in Sulingan village Tabalong District?
3. How is Development of implementation of National Program of independent rural people empowerment model can be recommended?

## **2. RESEARCH METHOD**

This research used qualitative descriptive method. This method has used because researcher wanted to described and explained the whole facts and findings in the field. This research aims to dig deeply information to the implementation of National Program of independent rural people empowerment held in Sulingan village using Griendle model implementation through physical, social, and economic empowerment activity so poor people in rural area be more sustainably independent to improve their welfare. Implementation of that policy model has revealed deeply about how the content and context characteristic of its policy and implementation for rural independent people empowerment and about how the empowerment did by poor people for empowering physical, social and economic environment in Sulingan Village.

### *Source and Technic of Research Data Collection*

The data sources of this research are: (1) Informants, (2) events, (3) Documents. While for collecting data using few data collection tools and technics, such as: (1) observation, (2) interview, (3) Documentation.

### *Research Location*

This research was held in Sulingan village, one village, Tabalong District South Borneo, on the grounds that Sulingan village has placed in the middle of the city and the village has a program that offers alternative problem solution for poor people empowerment in order to be more independent either in physical, social or economic environment.

### *Research Focus*

This focuses on:

1. Content and context characteristic policy and implementation national program policy of rural independent people empowerment
2. Factors which are support and restrain national program policy of rural independent people
3. Development National Program Policy Implementation Model recommended

#### *Data Analysis*

Data analysis in this research has been done from the beginning until the research process begun. This research has used data analysis improved by Miles, Huberman and Saldana (2014) which is interactive model analysis with three procedures.

1. Data Condensation

Data condensation focused on choosing process, focus, simplifying, abstract making, and data changing which are occurred in this research, by writing notes in file, making an interview guidance, documents, and another empirical material. For data condensation, researcher makes its more solid.

2. Data Presentation

This research presentation mostly used narrative text, whether result from interview or documents, has presented visual picture designed for combining information which is consist of comprehensible form, so the researcher can understand of what had happened and make a conclusion about that event.

3. Conclusions : Drawing/verifying

Making a conclusion have done after the data is confirmed and verified. In its process, data connected based on certain pattern verified with various expert's argument and also theories used in research framework for achieving conclusion which benefit to this research.

### **3. RESULT AND DISCUSSION**

- a. Policy Content characteristic analysis from national program policy of rural independent people empowerment in Sulingan Village Tabalong District

The successful of the program through implementation Griendle model policy (1980) can be seen by few factors, such as: party's interest who is influenced, obtainable benefit, pursuable change rate, decision-making position, implementer condition, and research support provided.

#### *Party's interest who is influenced*

This factor stated that policy in its implementation had involved many interests, and how far those interests influence the implementation. From the research data has shown that the influenced party can be seen by: (1) Group's target rate, it is group who is always become a concern as a resource to make policy formulation in allocated the budget for a poor people as development object by government policy and legislative. (2) This poor people group interests from out of target empowerment program effects to improvement of a better physical environment quality (infrastructures) in Sulingan village, improvement of people solidarity, and improvement of productive economics activity for increasing poor household income. (3) At the bottom of elite politic level through its power could influence decision-making for personal and certain group interest. (4) At level of policy initiator for regent legislative and department officials who are more dominant in a role of politic player and policy-maker. This forth group gain their reputation to maintain their power of legitimating for the next election.

Theoretically, the argument stated that policy implementation influenced by factors above is brought a negative effects, means that national program policy of rural independent people empowerment in Sulingan Village less attention and weak attraction. Weak of this characteristic policy content will cause disproportionately among social, economy and politics interest in national program policy of rural independent people empowerment in Sulingan Village Tabalong District.

#### *Obtainable benefit*

In policy content factors, this program trying to explain that policy needs to have various advantages which shows positive impact. From this empowerment program, there is an advantage factor especially in social aspect which is able to increase rich people solidarity to help poor people decreasing their spending. Economic productive aspect is useful for poor people to improve environment quality such as housing, road, bridge which are accessible to help social and economic mobilization in Sulingan village Tabalong District. Research finding data shown that the program has not yet giving welfare improvement in Sulingan village Tabalong District whether social aspect, economic or quality of physical environment.

#### *Pursuable Change Rate*

Every policy has target to achieve. In this aspect is how far the desirable changing from a policy needs to have a clearly scale. As a program aims to change certain group attitude and behavior. The research data has shown that poor people condition in Sulingan village after received empowerment program did not yet show changing behavior, those are: (1) socially independent in generating people solidarity to help poor people to lessen their spending in education and health issues for minimum one year, (2) economically independent is sustainable economic which is advantage for improving their productive economic activity, increasing income and creating job opportunity, (3) independent in physical infrastructure, is creating clean and neat environment quality, water, lavatory in each houses, not using river anymore.

#### *Decision-making position*

Decision-making position is one of important things has to be consider in order the program implementation works effective and efficient. Data found in research field has shown that Household target (PS2) is according to research location which is in need of the policy, Sulingan village. "Three focus development" activity (social activity, economic and physical environment) from national program policy of rural independent people empowerment decided by non-government institution coordinator and chief as an institution has formed by the people without poor people involvement, so the decision is not in accordance with Independent Mapping (PS2) Data. Poor people still consider object instead of subject.

#### *Implementer Condition*

In implementing policy or program must supported by competent implementer, and this matter must be presented neatly. From data found in research field has shown that team from district consist of government official has not be able to implement his task and function in real according to the center guidance of the program. In the level of sub district and urban, based on observation, the program has assumed as funding project which has given to the people not as a sustainable program. It cause the people careless, indifferent, less of sense of belonging to this empowerment activity result, moreover for sustainable program.

#### *Research Support Provided*

A program must supported with sufficient resources. Policy implementation also has to be supported by resources to make the program went well. Data found in field research, resources could be provided related to the program are human resources which is the implementer of the program, supporting facilities and infrastructure, and sufficient budget for funding the PNPM-MP program. All the resources has to support each other in order PNPM-MP policy implementation in Sulingan village work properly to fasten poverty countermeasures.

Resources support provided by this empowerment program consist of human resources in quality and quantity. In quality, implementer communication is still weak caused by less socialization of the program. Limitation of information had led to ineffective policy implementation. Low Institution capacity (LKM) can besh own from poor team spirit, ability and performance credibility. In quantitative, there are limited facilitator in accompany non-government institution (KSM) for environment, social and economic development. Switching facilitator frequently also weaken the program implementation. Budget provided by the government for the program still unclear. However, it has an impact in its sustainability.

- b. Characteristic analysis in context of national program policy of rural independent people empowerment in Sulingan Village Tabalong District  
We can observe the characteristic of the program context through few aspects, such as: 1) power aspect, interest, and strategy of involved actor, 2) characteristic of government regime, 3) consistency and responsiveness between policy content and implementation context done by policy implementer.

*Power Aspect, Interest and Strategy of involved actor*

Power, interests, and actor strategy which are involved is used to make policy implementation works well. If it is not be calculated carefully, the result it could be far from what is expected. From the research data found that in Sulingan Village tabalong District, power and interests has done by the elite's people without involving poor people as the target of the empowerment program. Policy strategy had implemented by the involved actor is unable to meet people wish and expectation, which are empowering poor people to be independent whether for improving environment quality, social solidarity or using opportunity of productive activity to increase family income.

*Institution Characteristic Aspect and Ruling Regime*

Institution characteristic and ruling regime is influence government to make policy. The ruling regime accentuate people interest for people welfare. The researcher also saw ideology dualism in implementing the policy, it because still confused between capitalist and socialist ideology so it's still difficult to combined with one another. This matter cause disproportionately between politics and economic matter in implementing policy so the poor people will be marginalized permanently. As a ruling regime, government institution has a socialist type which is obligated to give the best service for poor people interest not only for mere personal/certain group interest (capitalist behavior).

*Consistency and responsiveness between policy content and implementation context has been done by empowerment's implementer towards national program policy of rural independent people empowerment (PNPM-MP) in Sulingan Village Tabalong District*

Consistency and responsiveness between policy content and implementation context here are related to attitude and behavior from local government, legislators, bureaucrat (SKPD), non-government institution and village facilitator in order to bring hope from the content of national program policy of rural independent people empowerment in Sulingan Village Tabalong District.

This research has shown that there are still inconsistency and low responsiveness from the program implementer to support the independent empowerment program for poor people.

Mostly, poor people in Sulingan Village Tabalong District did not have an optimal service from rural independent empowerment program caused by inconsistency between policy content and implementation context. The low of responsiveness and empathy for the program implementer and weak of local government commitment are exist because there are no local regulation (perda) about participative development planning to make poor people taking a role in decision making. Unprofessionalism of the implementer (village companion) could not improve poor people to empower themselves sustainably and independently.

- c. Supporting and resistor factors in implementing national program policy of rural independent people empowerment in Sulingan Village Tabalong District

*The Supporting Factors*

In research result, researcher has found supporting factors resistor factors in implementing national program policy of rural independent people empowerment in Sulingan Village, which are regulations such as: regulation number 25 about Public service, President regulation Number 13 Year 2009 about Poverty countermeasures coordination, President regulation Number 15 Year 2010 about acceleration of poverty countermeasures until regulation of minister of home affair number 42 year 2010 about coordination team of poverty countermeasures (TPKK). By forming TKPKD, the government of Tabalong district has already provided with strategic re-orientation of local poverty countermeasures, the budget allocated through PAKET program (integrated poverty countermeasures) and 'Three focus development' activity for environment, social and economic aspects.

The existed of big scale corporation which are state-owned enterprises and private-owned enterprises gave an opportunity to involved in succeeding empowerment program through CORPORATE SOCIAL RESPONSIBILITY (CSR). It gives local government in building partnership with private parties oriented in social responsibility and sustainable development. According to Mawami (2007), the success of empowerment program was not only about how high the budget, but also sustainable budget allocated to the program. As Djajadiningrat in Rudito, et al (2003) stated that community development activity must be done in integrative manner while notice people capacity so it will become sustainable activity.

Based on Budimanta dalam Rudito, et al (2003), funding is an important aspect in principal of people development, which cover: 1) Funding source, the development usually has its own policies about community development funding; and 2) funding distribution. The target of fund distribution for community development program is based on these criteria and indicator, which are: (a) the large of administrative area, (b) poverty criteria decided by survey team, and (c) local government policy and SKPD in that area. That was in accordance with Wildavsky (1979) cited by Erwan A.P (2012), amount of the budget allocated in a policy or program has shown how much the government political will towards the problem will be solved by that policy. Magnitude of the budget can be used as a proxy to see how far government commitment to policy. In further explanation, the bigger is the budget allocated by government towards the program, the bigger opportunity of the implementation policy to succeed, with a strong commitment, the program will works.

Non-government institution (LKM) as a representative from village people who gives service to a community group (KSM) to make "Three focus development" activity works well in developing environment quality, solidarity as a social asset, and productive economy activity to increase poor family income. Supporting factor also comes from facilitator team which are given companion to make the program works well.

#### *The Resistor Factors*

The research result has shown that resistor factors in this policy implementation are:

- 1) Commitment inconsistency of local government in poverty countermeasures. There are still no regulations such as: local regulation or regent regulation made by legislative and executive institution which are manage participative development planning based on people institution. It caused the performance intensity of empowerment policy implementation in poverty countermeasures in Sulingan village not optimal, especially to overcome poor people community in rural area.  
Moreover, budget allocation provided by local government (APBD) and national budget (APBN) is low, and even from data allocation, fund aid for 'three focus development' activity is decreasing every year. Commitment inconsistency local government about local regulation is the cause of "three focus development" activity resistance in environment improvement, people solidarity, and productive economic activity in order to increase poor community income independently and sustainably.
- 2) Implementer capacity, first, weak coordination implementation in an up and down level has not went well, so acceleration of poverty countermeasures is hampered. Second, behavior and attitude of bureaucrat and the staff which are less concern to people empowerment program who still assume that there are no different with government previous program of poverty countermeasures which are only mere giving an aid fund. Third, weak communication, limity of PNPM-MP program information and program socialization did not touch policy substance so it did not impact to improvement of poor people welfare. It strengthen by Warsito (2004), stated that performance of implementation P2KP program less successful because implementation coordination factors structurally did not went well, communication become a weakness in P2KP implementation.
- 3) Level of people participation, it is only temporarily not sustainably implemented. It was caused low solidarity level as a social asset in the success of implementing empowerment program. People participation in the program defined by how much the benefit they can gain from that program. This matter was supported Social exchange theory as stated by Mustafa (2003) in Adi Fahrudin, that the exchange relationship exist because within the relationship there is something to gain, it has shown that people participation depend on factors such as: reward, cost an profit. As people behavior occurred by their calculation which benefit themselves.

Ife and Tesoriero (2008), has reminded us so we would not trapped in participation definition. Even though, the participation has been implemented, but it did not guarantee that it will become the only solution for development problem. Every parties must be careful to judge whether is real or just artificial. Because it would be possible that participation is being coopted and manipulated by certain interests to justify a program or development project.

Oakley (1996) in Adi Fahrudin (1996) has suggested that people participation not only just temporarily, only exist when the program is still going. It was strengthen by Heri Supriadi (2007) research result, stated

that distance between people social psychology, bureaucrat and personal institution in implementing the program are factor that could impact the application of participation and empowerment principle.

#### **4. CONCLUSION**

This research aims to answer problem of Griendle model policy implementation to national program policy of rural independent people empowerment in Sulingan village and also to recommend people-institution based empowerment model to create empowerment, independent and sustainable community. Based on these research analysis and explanation, so the conclusion are:

1. national program policy of rural independent people empowerment content characteristic is very weak and dominantly negative, also have less attention in term of social and politic from many parties and it's not proportional. It has shown in: a) part of people still assume that poor people disadvantage certain interest of some parties, b) various advantage gained cannot have a direct impact for improving poor people life. c) range of change is insignificant, d) decision making position only implemented by the elites and certain community so it less support for implementing policy, e) program implementer is less supporting the implementation program, f) resources is limited so it is bothering the empowerment program sustainability
2. Context characteristic of policy implementation, involve : 1) stakeholder comprehension of policy content is still low, such as less comprehension of SKPD official who still did not create good partnership with PNPMP through LKM to synergize participative planning written in regular development planning (musrenbang). 2) Stakeholder or implementer capability is still low such as the Head of LKM and SKPD did not show their power and authority to empowering poor people more. That was because: (a) there are different dualism ideology between capitalist and socialist so it will weaken Local government institution performance. (b) Different ideology between interest and strategy has no synergy between capitalist and poor people, (c) institution's type is tend to capitalist. 3) consistency and responsiveness between policy content and implementation context has done by stakeholder or implementer is inconsistent and low.
3. Supporting and resistant factors in implementing the policy
  - a. Supporting factors
    1. Acts number 25 about public service, president rule number 13 year 2009 about coordination of poverty countermeasure, President rule number 15 year 2010 about acceleration of poverty countermeasure up to Ministry of Home Affair rule number 42 year 2010 about team coordination poverty countermeasure (TKPK), commitment of Tabalong government to develop TKPKD, availability of strategic reorientation of Local poverty countermeasure, budget allocated through PAKET (integrated poverty countermeasure) program and also Three focus development activity for environment, social and economy aspects.
    2. Budget availability whether in local of central government
    3. Creating urban facilitator as a companion for people community in this empowerment program.
  - b. Resistant factors
    1. First socialization is low and information delivered to the people were not touch the policy substance and content, it caused the people participation and independent are low.
    2. The ignorance of program implementer towards policy substance.
    3. The weak of supervision mechanism including monitoring and evaluation.
    4. Urban facilitator is unprofessional in carried out their task and incomprehension towards their responsibility.
    5. Local government inconsistency through commitment to support and accept the program. It was because there are local government rules about participative planning-based people institution.

#### **5. SUGESTIONS**

1. Based on analysis result towards reconstructive model of empowerment policy which is more taking sides to poor people independently and sustainable.

2. Avoiding target imprecision and marginalizing poor people from empowerment service in environment, social and economy.
3. Using Central and local government fund aid efficiently and effectively.
4. Every proposal proposed by non-governmental community must be involved poor people as target in making a decision and accompanied by professionals according to their real necessities.
5. Central and local government need to change paradigm, not only think about poor people, but how poor people can think why they are poor.
6. Empowerment program activity held by central and local government should not only about charity and philanthropy but more important things is about sustainable program which is useful to improve people welfare in Sulingan village based on triple bottom line principal.

#### **6. MODEL ALTERNATIVE RECOMMENDATION FOR EMPOWERMENT IMPLEMENTATION**

From the whole research result about policy implementation of National Program of independent rural people empowerment in Sulingan village Tabalong District South Borneo, the researcher recommend alternative model for policy implementation of people empowerment are : that policy implementation will success efficiently, effectively, professionally, proportional, easy to understand, capable, commitment, consistence, and responsive through empowerment policy implementation model based on people institution.

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