

POLICY IMPLEMENTATION OF POVERTY REDUCTION EMPLOYING THE COLLABORATIVE GOVERNANCE APPROACH IN MATARAM CITY, WEST NUSA TENGGARA, INDONESIA

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Abstract

The government of Indonesia has issued various regulations related to poverty to accelerate the achievement of poverty alleviation targets. The Indonesian government has implemented various programs to reduce poverty, including Mataram City, West Nusa Tenggara, and Indonesia. Yet, the policy does not seem to run optimally. The failure or success of the collaborative governance approach in public policy implementation, according to Edward III, is influenced by four variables, namely communication, resources, disposition/attitude, and bureaucratic structure. This study aimed to describe and analyze the policy implementation of poverty reduction with a collaborative governance approach model in Mataram City, West Nusa Tenggara. This study was qualitative with a descriptive approach. Findings indicated that the implementation of poverty reduction did not follow the collaborative governance approach with the Edward III Model. The implementers did not build good communication with the targets of the policy or the beneficiaries. The beneficiaries found it hard to understand the purpose of the policy. The human resources had limited capability. The policy implementers did not show high motivation due to the lack of support for facilities and infrastructure. The bureaucratic structure did not truly support community empowerment leading to building independent urban poor.

Keywords: Poverty Alleviation, Collaborative Governance, Mataram City, Edward III Model

1. INTRODUCTION

Poverty is one of the crucial indicators of welfare and is a priority issue in every country. The Indonesian government has done various programs to reduce poverty, including the Smart Indonesian Program (Program Indonesia Pintar - PIP), Healthy Indonesian Program (Program Indonesia Sehat - PIS), Indonesian Conditional Cash Transfer Program (Program Keluarga Harapan - PKH), Rice Subsidy (Beras Sejahtera - Rastra) or Food Subsidy Program, Non Cash Food Subsidy (Bantuan Pangan Non Tunai - BPNT), Village Funds (Dana Desa), Social Agriculture and Forestry Reform (Reforma Agraria dan Perhutanan Sosial) . Poverty is complicated and complex. It takes time and a huge amount of money to overcome these issues. Law Number 25 of 2000 concerning the National Development Program includes four poverty reduction strategies, namely the creation of opportunities (Create Opportunity), community empowerment (People Empowerment) by increasing access to economic and political resources, capacity building (Increasing Capacity) through education and housing, and social protection for those who suffer from physical disabilities, the poor, isolated families, people

affected by employment termination, and victims of social conflict. The government has issued Presidential Decree of 2010 regarding Acceleration of Poverty Reduction in lieu of Presidential Decree Number 13 of 2009 regarding Coordination of Poverty Reduction. The aforementioned Presidential Decree directed the regional government (province and regency/city) to establish Poverty Reduction Teams and actively mobilize program implementation that directly influences regional poverty reduction. The implementation of the poverty reduction policy in Mataram City has not run optimally. According to Edward III (1984), the success or failure of public policy is influenced by communication, resources, disposition or attitude, and bureaucracy structure. Communication refers to poverty reduction programs and socialization from the central or local government. Socialization is crucial because it provides technical explanations related to the benefits of programs or activities in poverty alleviation. Various media and socialization strategies can actually be implemented, one of which is by utilizing worship facilities because the people of Mataram City are religious.

Musyawarah Pembangunan Bermitra Masyarakat (MPBM) is based on the Mataram City Regulation Number 8 of 2016 concerning Amendments to Regulation Number 27 of 2001 concerning MPBM shows that communication at the implementation stage has not been optimally implemented. Various program activities related to poverty reduction carried out by the central government and local governments have not had a significant impact in changing the attitude of the beneficiaries. Policy implementers seem to conduct the poverty reduction programs simply to fulfill the requirements of official reports without paying attention to feedback on the implementation. The Poverty Reduction Coordination Team of the Mataram City government, as mandated by Presidential Regulation Number 54 of 2005, has not coordinated well in doing its tasks because the poverty alleviation programs are done by several local institutions, not by one local institution or in an integrated manner, based on co-administration tasks from the central government.

2. LITERATURE REVIEW

Public Policy

Thomas R. Dye (1992) defines public policy as “Whatever governments choose to do or not to do”. Robert Eyestone (1984) and Pulzl and Treib (2017) define public policy as “the relationship between government units and their environment”. Based on the definitions, public policy is a series of actions taken or not taken by the government towards specific goals to solve public problems or for the public interest.

The stages of public policy, according to William Dunn (in Winarno, 2007) and Fischer and Miller (2017), are as follows:

- a) Agenda Formulation Stage. Elected and appointed officials put issues on the public agenda. Several issues are on the policy agenda of policymakers.
- b) Policy Formulation Stage. The policymakers discuss the existing problem. Each public actor will compete and propose the best solution.
- c) Policy Adoption Stage. One of the available policies is selected with the support of the majority of the legislature and consensus between the directors of the institution or judicial decisions.
- d) Policy Implementation Stage. The administration units implement the policy. Several implementers may support the policy, and others may oppose the policy.

Policy Evaluation Stage. Policymakers evaluate the policy implementation to determine whether the policy had produced desired influence or solved the public issue.

Public Policy Implementation

Policy implementation is an action taken by the government and the private sector both individually and in groups to achieve goals (Van Meter and Van Horn, 1975). According to Grindle (2017), the implementation process will only begin if the goals and objectives have been set, the activity program has been structured, and the funds are ready and distributed to achieve the targets. A policy model simplifies a problem system by reducing the complexity and making the problem manageable for policy analysts. The model in public policy must be simple and clear (clear), accurate in identifying important aspects of the policy problem itself (precise), help communication (communicable), direct efforts to understand the public policy better (manageable), and provide explanations and predict consequences (consequences).

George Edward III (1987) mentions four factors affecting policy implementation:

- a) Communications

Policy communication refers to relaying policy information between policymaker and policy implementer. Policy communication has several dimensions, such as transmission, clarity, and consistency. Therefore, communication includes policy transformation, clarity, and consistency.

- b) Resources

Resources include human resources, funds, and equipment. Human resources are one of the variables that influence the success and failure of policy implementation. Thus, the effectiveness of policy implementation depends on human resources (apparatus) responsible for implementing even though the contents of the policy have been communicated clearly and consistently. Still, if the implementor lacks the resources to implement it, the implementation will not be effective. Second, financial resources affect the effectiveness of policy implementation to finance the operationalization of

policy implementation. According to (Edward III, 1984) states that “Budgetary limitations and citizens opposition limit the acquisition of adequate facilities. This, in turn, limits the quality of the services that implementors can provide to the public”.

Third, policy implementation uses equipment resources such as building, land, and facilities. Equipment resources allow the implementer to provide services during policy implementation easily. Fourth, authority and information resources refer to crucial information in policy implementation. Authority is crucial to guarantee the appropriateness of policy implementation.

c) Disposition/Attitude

Edward III (1984) emphasized that the success of policy implementation is determined by how far the implementers know what to do and can do and by the willingness of those implementers to show a strong disposition toward the implemented policy. Understanding and knowledge will lead to acceptance, neutrality, or rejection against the policy. In the end, the intensity of disposition shown by the implementers will affect the policy performance.

d) Bureaucratic Structure

An effective bureaucratic structure is crucial in policy implementation. The bureaucratic structure refers to fragmentation and standard operating procedures that facilitate and standardize policy implementer actions.

Collaborative Governance

One form of governance is collaborative governance. According to Freeman (1997) and Kapucu, Yuldashev, and Bakiev (2009), collaborative governance is a type of governance in which public and private actors work collectively in different ways using specific processes to establish laws and rules to provide public goods. Due to the limited ability of each institution to carry out its own programs/activities, the need to collaborate between institutions has led to the emergence of collaborative governance. In addition, the collaboration also arises due to budget constraints of an institution—collaboration means the budget comes from more than one institution, so the budget becomes bigger. Collaborative governance appears adaptively or deliberately created consciously for the reasons and importance of this concept as follows (Ansell and Grash 2007):

- a) the complexity and interdependence of institutions,
- b) conflicts among interest groups, and efforts to find ways to achieve political legitimacy,
- c) failure to implement policies at the field level,
- d) the inability of groups, mainly due to the separation of power regimes, to use other institutional arenas to impede decisions,
- e) mobilization of interest groups, and
- f) the high cost and politicization of regulation.

Poverty Alleviation

Poverty alleviation, as stated in Article 1 of Presidential Regulation of the Republic of Indonesia Number 15 of 2010, is defined as government and local government policies and programs planned and carried out systematically and in synergy with the business and the community to reduce the number of poor people to improve the welfare of the people. The poverty reduction programs carried out by the government through the relevant ministries are as follows:

- a) Family-based integrated social assistance aims to fulfill basic rights, reduce the burden of life, and improve the quality of life for the poor.
- b) Community empowerment-based poverty reduction program aims to develop the potential and strengthen the capacity of poor community groups and involve them in development based on the principles of community empowerment.
- c) Poverty reduction programs based on the empowerment of micro and small economic enterprises aim to provide access and strengthen the economy of micro and small-scale business actors.
- d) Other programs that directly or indirectly increase economic activity and welfare of the poor community.

Research Framework

This section discusses some theories relevant to the object of the study, such as the mode by George Edward III. The model stated that the implementation of poverty reduction policy is influenced by Poverty, Resources, Attitude, and Bureaucracy Structure. It is necessary to apply and optimize the variables in poverty reduction policy strategies. Figure 1 presents the thinking framework of this research:

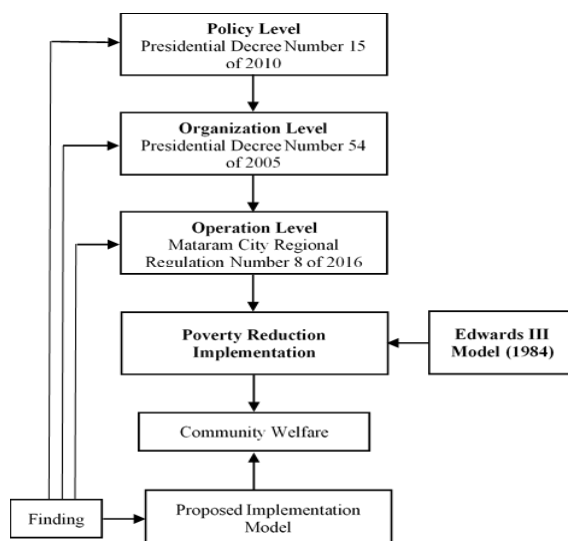


Figure 1: Research Framework

3. METHODOLOGY

Research Type

This research was qualitative research that produced descriptive data. According to Bogdan and Taylor (1994) and Creswell and Clark (2004), the qualitative approach produces written or unwritten words from observed individuals and attitudes. The research focused on policy formulation and implementation to reduce poverty in Mataram City.

Research Focus

The focus of the study is the implementation of policies in poverty alleviation with a collaborative governance approach model in Mataram, Nusa Tenggara Barat. The results or achievements of the policy implementation carried out by the Mataram City government are the ones relevant to the George Edward III Model.

Research Location

The research location was Mataram City, Nusa Tenggara Barat Province, Indonesia. The researcher chose Mataram City due to the high number of poor communities. Therefore, it is necessary to research poverty in Mataram City and formulate existing or new policies.

Data Source

In general, the data sources were informants and documents (text, written data, and photos). The informants were divided into two: key informants and additional informants. Key informants were Mayor of Mataram City, Vice-Mayor of Mataram City, Regional People's Representative Council (Dewan Perwakilan Rakyat Daerah - DPRD) of Mataram City. Additional informants were the Head of Provincial Development Planning Agency (Badan Perencanaan Pembangunan Daerah - Bappeda), related institutions at the provincial level, community and youth representative, women representative, and local government.

Data Collection

Regarding data collection, Creswell and Poth (2016) and Creswell and Creswell (2017) divided data collection into four base types: observation, interview, document, and audiovisual.

Data Validity

Creswell and Miller (2000) and Creswell and Creswell (2017) test the data validity through credibility, transferability, dependence, and certainty. We tested data validity through the extension of participation, the persistence of observation, triangulation (checking and peer discussion), adequacy of references, negative case studies, and member checking. Figure 2 shows the data validity test technique (triangulation):

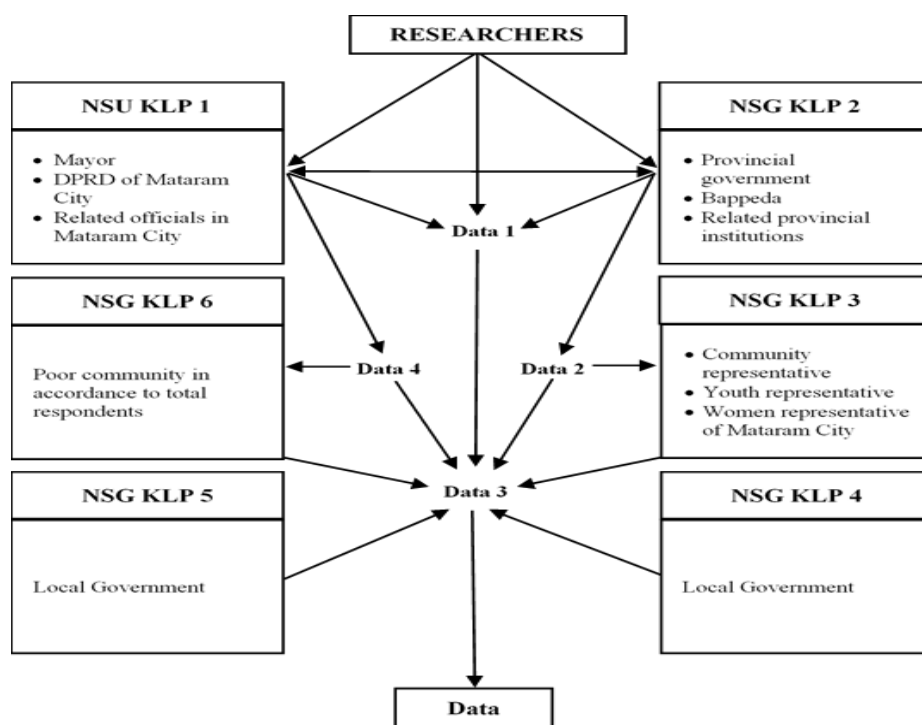


Figure 2: Data Triangulation Based on Sources

4. RESULTS AND DISCUSSION

1. Policy Implementation of Poverty Reduction in the Perspective of Collaborative Governance in Mataram City

a. Communication

The Mataram City Government had shown good communication, but the people of Mataram seemed not to receive the message related to the policy well. The messages went to the social system center in Mataram City through communication between policymakers, policy implementers, and policy/program targets. However, communication needs to be improved so people can receive the messages well. The government seemed to position itself above the community and build top-down communication, not a two-way communication where the community could channel their aspirations. There was a deliberation forum in Mataram, named Musyawarah Pembangunan Bermitra Masyarakat (MPBM). The forum was established based on Mataram City Regulation Number 8 of 2016 concerning amendments to Regional Regulation Number 27 of 2001 concerning Deliberations for Community Partnership to Support Development to collaborate top-down and bottom-up communication patterns. MPBM shall present in the policy formulation process until the policy is formulated, established, and implemented. Based on the explanation, **Minor Proposition 1** was formulated: “**good and directed communication will improve the poverty reduction policy implementation**”. Figure 3 shows that the ideal condition is good communication between the central and local

government and the local government, in this case, the government of Mataram City, with the community. A good collaboration is expected to occur between the local government, the community, and the business.

During the Covid-19 pandemic, the implementation of collaborative governance is relevant because the central and local government experiences impairment in their resources, especially financial resources. Thus, collaboration with other stakeholders is crucial to solving the problems, especially those faced by the poor. If the principles of collaborative governance are implemented well, poverty alleviation will be optimal.

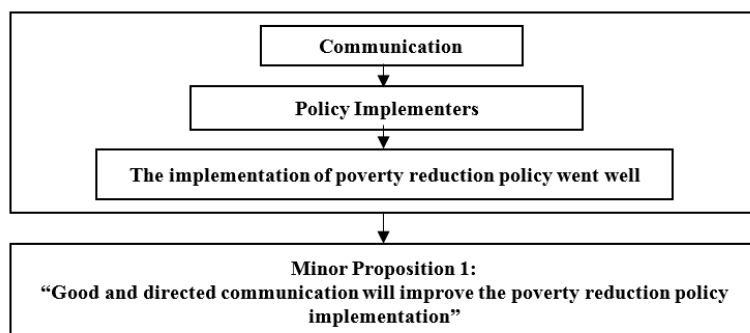


Figure 3: Minor Proposition 1

b. Resources

In fact, the implementation of government policies to reduce poverty has not shown any significant results in Mataram City. At the grassroots level, communities and policy implementers seemed to lack knowledge related to the essence of poverty alleviation itself—the impact, causal factors, and how to overcome it. Therefore, massive socialization is still needed regarding poverty reduction policies and programs, their impacts, the urgency of overcoming them, and efforts at the grassroots level. The poverty alleviation effort shall come as individual preventive efforts without relying on government programs alone because poverty alleviation is the responsibility of all parties.

George Edward III (1980) suggests that the resource plays a vital role in policy implementation. The government of Mataram City needs to pay attention to the ability of the implementers. Continuous and practical training is necessary to increase their creativity and skills to achieve poverty reduction policy goals. Based on the discussion above, Minor Proposition 2 is “**If the resources are ready and competent, then the implementation of poverty reduction policies can run well**”. Figure 4, related to the flow of Minor Proposition 2, shows that the resource variable, especially budgeting, requires the commitment of policymakers, in this case, the Regional Head together with the legislature, to formulate a policy related to the planning process in terms of poverty reduction in Mataram City.

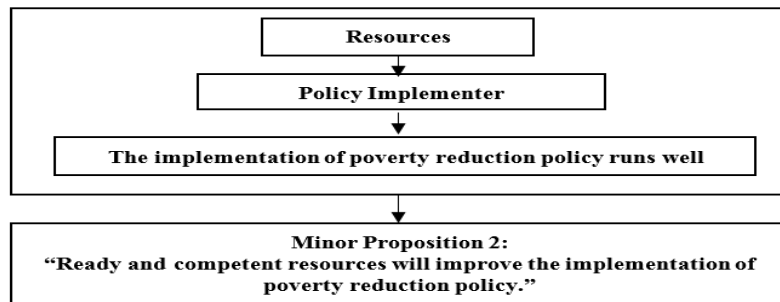


Figure 4: Minor Proposition 2

c. Attitude/Disposition

The interview results show that the people of Mataram City who live in densely populated settlements felt poor because they could not really afford clothing, food, and housing. This happened because of perception disparity between program organizers, lack of resource support, low levels of education, limited employment opportunities, limited facilities and infrastructure, and low opportunities for community participation in policy implementation. The Mataram City Government has attempted top-down community empowerment into participatory empowerment through the MPBM program. MPBM aims to harmonize the development pattern between the plans of the Mataram City government (top-down) with ideas originating from the community (bottom-up). However, technical errors in the delivery of policies/programs by the implementers have caused the community to feel that they simply became the objects to fulfill data on the official document of the government while the programs failed to channel their needs. Therefore, the policy implementers need to consider sociocultural factors such as habit, customs, and local wisdom. Based on the description above, **Minor Proposition 3** was formulated: “**serious disposition/attitude of implementers will improve the implementation of poverty reduction policy.**”

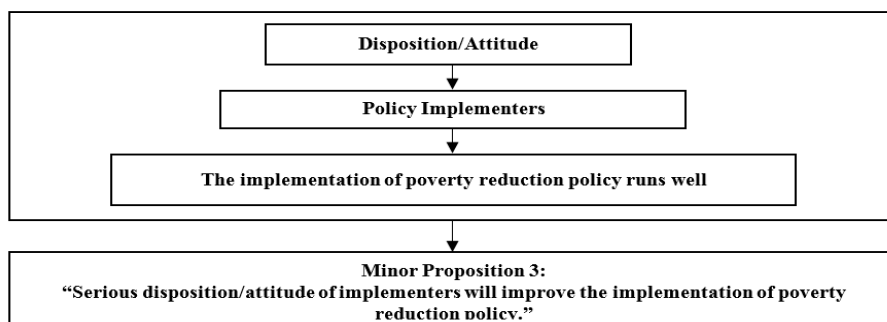


Figure 5: Minor Proposition 3

Figure 5 shows that the disposition/attitude variable (Edward III, 1984) reflects seriousness in implementing a poverty reduction policy. Serious disposition/attitude will improve the policy implementation. Therefore, related institution leaders need to prepare implementers’ attitudes to support the poverty reduction policy implementation.

d. Bureaucracy Structure

The existing bureaucratic structure should clearly state the main tasks and functions of the government, especially community empowerment. Thus, the implementation of bureaucratic functions related to poverty alleviation must be independent, supported by adequate human resources, budgeting, and infrastructure. It is expected that poverty alleviation efforts will have a clear bureaucratic structure and be done professionally in the future. It is hoped that with a clear bureaucratic structure and a high commitment from policymakers and supported by good partnerships, the welfare of the urban poor is not just a concept but becomes a reality amid society.

Based on the explanation, a **Minor Proposition 4** was formulated: “**clear and focused bureaucracy structure will improve the implementation of poverty reduction policy**”. 6 shows that the bureaucracy structure variable (Edward III, 1984) directly influences policy implementation. However, financial resources require the commitment of policymakers. In this case, the Regional Head and the legislative party need to commit financial resources to formulate a poverty reduction policy in Mataram City.

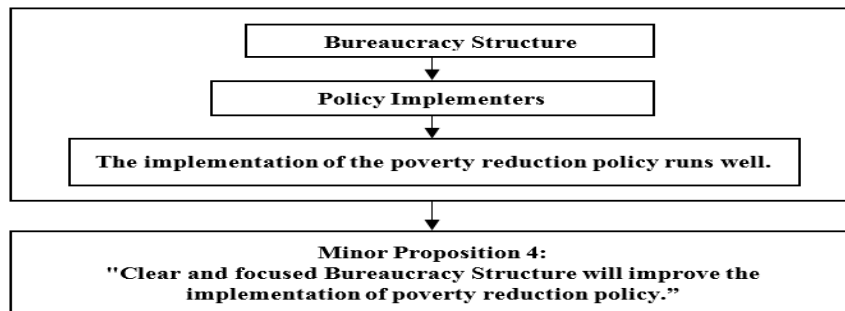


Figure 6: Minor Proposition 4

Based on research results and theoretical analysis, the following **Major Proposition** was formulated: “**good principle, communication, resources, disposition/attitude, and bureaucracy structure will ensure the optimal implementation of poverty reduction policy**”.

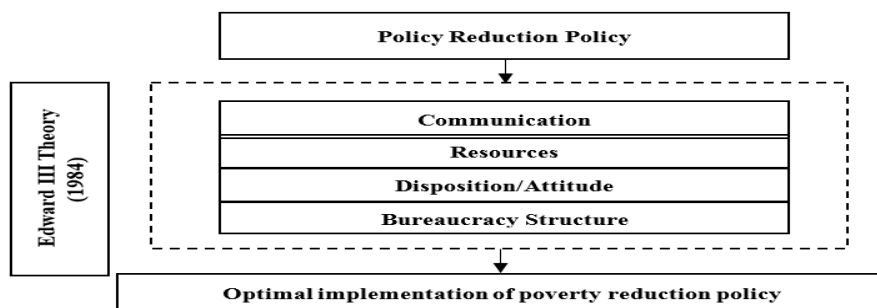


Figure 7: Major Proposition

5. CONCLUSION

From the findings and discussion, the following conclusions are presented:

- a) The programs for poverty alleviation conducted by the government and other parties to implement the Regulation of Mataram City Number 8 of 2016 have not been optimal. The assistance the poor receive so far can only solve their short-term problems—it has not empowered them sustainably, which causes the urban poor to still live under poverty lines.
- b) The four main variables to measure policy performance relevant to the model proposed by George Edward III showed that the policy implementation of the government of Mataram City was weak, as evidenced by the followings:
 1. Policy implementers could not convey the message related to the goals of policy implementation well to the poor community. As such, the beneficiaries of the policy or programs did not fully understand the goals the government wanted to achieve.
 2. There were limited resources in the policy implementation process because the local government of Mataram City was very dependent on budgeting to the central government.
 3. The policy implementer showed low motivation due to a lack of facilities and infrastructure in policy implementation.
 4. The bureaucracy structure neither implemented community empowerment nor encouraged independence to the poor urban community.

Based on the conclusions, the following suggestions are given:

- a) The central government needs more focus to implement a poverty reduction policy. Therefore, the poor community may benefit from the poverty reduction policy.
- b) The Mataram City government needs to provide budget and tools as stimulants, especially to empower Micro, Small, and Medium Enterprises (MSMEs) that involve the poor with sustainable assistance.
- c) The Mataram City government can take the following steps:
 1. Focus and consistency in planning and implementing poverty alleviation policy by involving many stakeholders.
 2. Form a special team to manage community empowerment so the bureaucratic structure can be functioned in realizing community independence.

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