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# **POLICY IMPLEMENTATION OF THE NATIONAL PROGRAM FOR COMMUNITY EMPOWERMENT IN RURAL AREAS HEALTHY AND INTELLIGENT GENERATION IN MAMUJU REGENCY OF WEST SULAWESI, INDONESIA**

Umi Farida\*, Haedar Akib\*\* and Jasruddin\*\*\*

***Abstract:** In order to expand and sharpen community development activities carried out special programs for improving the quality of mother-child health and basic education through the National Program for Community Empowerment in Rural Areas Smart Healthy Generation (NPCE-RA-SHG). This program is believed to be capable of reducing the poverty rate to encourage the creation of a healthy and smart generation Mamuju in West Sulawesi Province of Indonesia as an object of research. The aim of this research is twofolds and implementation as well as factors that affect the implementation of the NPCE-RA-SHG. This is Qualitative research methods and analyze with intractive models. The results showed that the NPCE-RA-SHG in the district Mamuju and district Kalukku can help overcome poverty. Aspects of communication, resources, disposition and bureaucratic structure shows the existence of a significant impact on poverty alleviation efforts. Different environmental conditions also affect the successful implementation of the NPCE-RA-SHG.*

***Keywords:** Public policy, Implementation and Community Empowerment*

## **INTRODUCTION**

Community empowerment is an economic development concept that summarizes the social values. This concept reflects the new paradigm of development, i.e, that are "people-centered, participatory, empowering, and sustainable" (Chambers, 1995). This concept is broader than merely satisfy basic needs (basic needs) or provide a mechanism to prevent the further impoverishment (safety net), which is thought recently been developed as an effort to find an alternative to the concepts of growth in the past. This concept evolved from the efforts of many experts and practitioners to find out what

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the others called alternative development, which requires “inclusive democracy, appropriate economic growth, gender equality and intergenerational equity” (Friedman, 1992).

This concept does not polarize the growth with equity, because the two are not to be assumed to be “incompatible or antithetical”. This concept tries to escape from the trap of “zero-sum game” and “trade off” (Donald Brown, 1995, in Kirdar and Leonard, 1995). He starts from the view that the equity created a broader foundation for growth and which will ensure sustainable growth. For it is said “the pattern of growth is just as important as the rate of growth”. Kirdar and Leonard (1995) sought is like “the right kind of growth”, i.e, not vertical generate “trickle-down”, as it proved succeed, but that is horizontal (horizontal flows), which is “broadly based, employment-intensive, and not compartmentalized” (Ranis, 1995).

Results of assessment of the various projects undertaken by the International Fund for Agriculture Development (IFAD) indicates that support for production resulting in lower layers of society have contributed to greater growth than the same investment in the sector a bigger scale. For that, there should be a special program for people who are less powerful, because the programs are general for all, not always able to touch this society. Empowerment is not only include the strengthening of individual community members. Instilling the values of modern culture such as hard work, thrift, transparency, and accountability are an essential part of this empowerment. Similarly, reform social institutions and its integration into development activities and the role of the people in it (see in Saifuddin *et al.*, 1997).

It is important here is to increase people’s participation in decision-making concerning themselves and their communities. To that end, community empowerment is very closely related to stabilization, familiarization and practice of democracy. It is said that “the empowerment approach, which is fundamental to an alternative development, places the emphasis on autonomy in the decision marking of territorially organized communities, local self-reliance (but not autarchy), direct (participatory) democracy, and experiential social learning” (Friedman, 1992).

Low levels of health and education in poor households is a major challenge that must be faced by Indonesia in the context of poverty reduction. A high rate of infant mortality and low levels of completion of primary and junior secondary education of children in poor households, the strategic issues that are potentially hamper efforts to reduce poverty in Indonesia. Without efforts to improve health and education, especially to the next generation of children who live in poor households each, efforts to reduce poverty in Indonesia will be difficult.

Viewed from the side the needs of society as well as education and health services, there are several issues that need the attention (Farida, 2015). Some of the problems that occur on the needs of the community are as follows:

1. Ignorance and indifference to the poor households of the importance of maintaining health and education.

2. The financial inability of poor households to finance health care and send their family members.
3. The inability of poor families to consistently maintain the sustainability of health care and education for family members.

While some of the problems that occur on the side of the service are: coverage of health and education services that lack of attention to social and cultural conditions; the cost of health care and public education are rated high enough, especially for poor families; access to health and education services are too far away from the living quarters of poor families; time health and education services are not in accordance with the activity patterns of poor families.

Based on the problems, need strategic efforts to overcome them. Strategic effort should be made in accordance with the conditions and needs of the community, namely by applying participatory development strategy by promoting the fundamentals of community empowerment. In order to expand and sharpen community development activities carried out special programs for improving the quality of mother-child health and basic education through Program for Community Empowerment in Rural Areas (NPCE-RA) Healthy and Intelligent Generation (HIG). Through this program, in the long term is believed to be able to reduce poverty and encourage the creation of a healthy and intelligent generation in Indonesia. This special program called (in abbreviation) the NPCE-RA-HIG.

Given the characteristics of poverty in Indonesia, where 49 percent of the population living on less than US \$2 per day and a small portion of about 7.2 percent live in extreme poverty, poor set goals earnest challenge. Conditional Cash Transfer Project for Community Groups, namely NPCE-RA-HIG, is a unique initiative of the Government of Indonesia to develop a conditional cash transfer mechanisms are best suited in Indonesia (Wahab, 2002). Through participatory planning process of NPCE-RA-HIG, community groups can propose various ways of solving the problem according to the local situation in order to overcome the problem of the demand side and supply side problems of small scale, using a local mechanism that is flexible in defining various targets.

The goals of this program are: a) Increased health of mothers and children under five; b). Increased education of children of school age to graduate elementary school (SD/MI) and Junior High School (SMP / MTs). The Program targets are: 1) All pregnant mothers, 2) Breastfeeding mothers and their babies, 3) Children under five, and 4) Children of primary school age and junior.

The beneficiaries of this program are community members who receive benefits directly from the Direct Community Assistance (DCA). Beneficiaries DCA preferably those belonging to poor households and that has not been getting the mother-child health care and primary education, especially in the territory in the sub-district Mamuju and Kalukku regency Mamuju Indonesia. Based on the description of the reality of the phenomena mentioned above, the researchers are interested in studying the theme:

Policy Implementation of the NPCE-RA-HIG in Mamuju Regency of West Sulawesi Indonesia. The aim of this research were to analysis an explain: 1) the process and Implementation of the NPCE-RA-HIG and 2) the factors that influence the implementation of the NPCE-RA-HIG in Mamuju Regency of West Sulawesi Indonesia.

## LITERATURE REVIEW

In an effort to implement public policy completely necessary requirements: 1) The condition of external by Agency/Implementing will not cause interference / serious obstacles; 2) For the implementation of the program available time and resources are adequate; 3) The combination of necessary resources actually available; 4) The policy will be implemented based on a reliable causal relationship; 5) The relationship of causality is direct and connecting lots of little chain; 6) The relationship of interdependence must be small; 7) Understanding deep and deal against objectives; 8) The tasks specified and placed in the proper order; 9) Communication and coordination was perfect; 10) The parties choose the power authority can demand and get a perfect adherence. While the road that connects between the policy and job performance are separated by a number of aspects related to each other freely. Aspects that are: 1) Size and policy objectives; 2) The sources of policy; 3) The characteristics or properties of agencies/executing agencies; 4) Communication between the organization and implementation of activities; 5) The attitude of the implementers; 6) The economic environment, social and political (Wahab, 2002).

While other aspects that affect the achievement of objectives in the overall formal implementation process is are: 1) Easy to whether the matter to be dealt controlled; 2) The ability of policy decisions appropriately structuring the implementation process; 3) The direct effect of various political variables to the balance of support for the objectives contained in the policy decisions (Wahab, 2002). Furthermore, there are four aspects that affect the performance of public policy implementation, namely communication, resources, disposition or attitudes and the bureaucratic structure (Edward III, 1980; Smith and Akib, 2015). It can be understood that the successful implementation of the policy requires that the implementor understand what to do. Each policy goals and targets should be disseminated to the target groups that will reduce distortion implementation. The fourth aspect will be observed in the implementation of the NPCE-RA-HIG in Mamuju Regency of West Sulawesi Indonesia.

## RESEARCH METHOD

This study is a qualitative study using post-positivist paradigm. Qualitative research is a study that seeks to observe a phenomenon or a particular issue in depth in the context of a particular environment. The phenomenon in question is Implementation of the policy of the NPCE-RA-HIG in Mamuju Regency of West Sulawesi Indonesia. The focus of the study provide limits and boundaries in data collection, so this limitation, researchers will focus on understanding the problems of the research objectives. Therefore, the focus of the research is intended to limit the qualitative

studies, while limiting the research to choose which data is relevant and which data is irrelevant. To understand more widely and deeply, it would require the selection of research focus (Moleong, 2006). Data collected through: observation, interview, documentation, and the visual image (Creswell, 1994, 2009; Yin, 2009; Miles, 2014). With reference to the process of qualitative data analysis interactive model of data analysis cycle can be expressed interactive to include the following stages: collection of data, condensation of data, presentation of data, and conclusion / verification.

## RESULT AND DISCUSSION

Mamuju regency has a population of approximately 336.879 peoples. Most of the people in this district are Fishermen, Farmers, Government officers, and Private. There are as many as 50 percent of households in the district classified as poor families / households Poor (RTM). RTM amount up to 85 percent and an average income of Rp. 15,000 per day. Most (80 percent) people only graduated from elementary junior high school (JSS) (Figures in Mamuju, 2014). The realities addressed by the Mamuju Regency Government by adopting NPCE-RA-HIG as a strategic policy of the Central Government of Indonesia. The aim is: Encourage the participation of the whole society, especially the poor or women's groups, in the decision making of planning, implementation, monitoring and conservation and to encourage the development of self-reliance in accessing health and education services. The description of the implementation of the NPCE-RA-HIG in Mamuju Regency of West Sulawesi Indonesia based on the research findings in from the region (Mamuju Office) are in Table 1, Table 2 and Table 3:

**Tabel 1**  
**Budget Allocation of the NPCE-RA-HIG in 2012 Year**

No	Districts	Total of villages	Types of Activities and Budget Allocation Community training (Rp)	planning activities (Rp)	Direct assistance community activity (Rp)	Total Grand (Rp)
1	Mamuju	8	23.177.000	63.000.000	1.100.000.000	1.183.177.000
2	Kalukku	13	32.468.000	57.500.000	750.000.000	839.968.000

Source: Empowerment office of Mamuju Regency (2015)

**Tabel 2**  
**Budget Allocation of the NPCE-RA-HIG in 2013 Year**

No	Districts	Total of villages	Types of Activities and Budget Allocation Community training (Rp)	planning activities (Rp)	Direct assistance community activity (Rp)	Total Grand (Rp)
1	Mamuju	8	23.000.000	63.000.000	1.100.000.000	1.186.000.000
2	Kalukku	13	32.000.000	60.500.000	750.000.000	842.500.000

Source: Empowerment office of Mamuju Regency (2015)

**Tabel 3**  
**Budget Allocation of the NPCE-RA-HIG in 2014 Year**

No	Districts	Total of villages	Types of Activities and Budget Allocation			Total Grand (Rp)
			Community training (Rp)	planning activities (Rp)	Direct assistance community activity (Rp)	
1	Mamuju	8	23.000.000	63.000.000	600.000.000	686.000.000
2	Kalukku	13	32.000.000	60.500.000	600.000.000	692.500.000

Source: Empowerment office of Mamuju Regency (2015)

Description Data Table 1, Table 2 and Table 3, suggests that implementation NPCE-RA-HIG in Mamuju Regency of West Sulawesi Indonesia, particularly in the district of Mamuju and Kalukku, has lasted at least 3 (three) years. However, if observed the distribution of the total budget for the empowerment of the District Mamuju decreased example of the total allocation of Rp. 1.186 billion, - for fiscal year 2013 to Rp. 686 000 000, - in fiscal year 2014, impairment of a significant budget allocation. As for the District Kalukku also decreased although the numbers are not as big as that occurred in the District Kalukku, for example, of a total allocation of Rp. 842 500 000, - in fiscal year 2013 to Rp. 692 500 000, - in fiscal year 2014. Caused the NPCE-RA-HIG is considered successful that the program's budget will be transferred to other areas which are in need of the budget.

Decreased amount of funding for community empowerment in District Mamuju and Kalukku was apparently caused by a factor of success in Policy Implementation National Program for NPCE-RA-HIG NPCE-RA-HIG in Mamuju Regency of West Sulawesi Indonesia, which has reduced the number of poor people, the reality is justified by informant researcher interviews revealed that: ".....the existence of the National Program for Community Empowerment in Rural Areas (NPCE-RA) Healthy and Intelligent Generation (HIG) in the district of Mamuju, many bring significant changes to the community. especially in improving the quality of human resources community, plus much as 99 percent of the people in the district of Mamuju were happy this program; the programs have proven to improve the community welfare and reduced the number of poor people. (Source informant: Mr. HR community members Mamuju district, June 18, 2015, At 09:25 pm). The same opinion comes from an informant researchers by saying that: "..... mother needs to know that the decline in the number of budget allocation NPCE-RA-HIG, because the central government considers in the district Kalukku and Mamuju considered successful in reducing the number of poor people, so it adjusted the number of people who still need assistance. I as a native man was very happy with this program, because it can actually raise the degree of health and education of the poor." (Source informant: Mother UF community members Kalukku the District, April 18, 2015, 13:30 pm)."

Based on the above findings can be interpreted that the implementation of the NPCE-RA-HIG in Mamuju Regency of West Sulawesi Indonesia, especially in District Kalukku and Mamuju may help overcome the poverty of local communities. The research findings related to four (aspects) that influence the implementation of the NPCE-RA-HIG in Mamuju Regency West Sulawesi province of Indonesia revealed that:

1. Aspect Communications; indicates that there are as many as 80 percent of the number of informants (30 people) said that the implementor is included into the program NPCE-RA-HIG supplied the documents prior to the target program while 20 percent did not know. Furthermore, there are 90 percent of the informants said that implementor can communicate with either program to target or program beneficiaries (communities), while 10 percent said do not know. There are 80 percent of the informants said that the implementor have enough background knowledge about NPCE-RA-HIG, the remaining 20 percent did not know.
2. Aspects of Resources; from 30 informants were interviewed 95 percent said that staff were used as implementor is quite adequate and reliable in carrying out their duties, and 5 percent did not know.
3. Disposition Aspects; of the amount of 30 informants were interviewed there is a 60 percent replied that the local authorities mediocre in implementation NPCE-RA-HIG because it has to follow the procedures and guidelines of the Central Government. Direct intervention of local government officials almost nothing. While 40 percent said that the local authorities are enthusiastic because of the program in the local government.
4. Structure Bureaucracy; there are 95 percent of the informants said that the formulation of the problem in the program is quite straightforward and representative. This was proven with the direct involvement of the community as a target object empowerment in formulating the activities to be implemented on, for example, health and education. 5 percent of the total informant informant told to follow the rules of the game only.

## **CONCLUSSIONS AND RECOMMENDATIONS**

Based on the discussion and analysis of the research findings and the implementation process and the factors that influence the Implementation of NPCE-RA-HIG it can be concluded that:

1. Process Implementation and execution of NPCE-RA-HIG in the district Kalukku and Mamuju of Mamuju Regency of West Sulawesi Indonesia has been running well and can reduce the number of poor people in the two districts.
2. Factors enough to affect the implementation of NPCE-RA-HIG in the district Kalukku, district Mamuju region Mamuju in West Sulawesi province of



Indonesia, is the aspect of communication, resource aspects, aspects and aspects disposition bureaucratic structure.

Based on the findings and conclusions of the discussion of the study it is suggested as follows:

1. Community participation should be promoted further by involving all stakeholders involved in NPCE-RA-HIG, so that all programs and activities get more leverage and on target.
2. Facilitator as the motor of a more active society should be settled in the location of activities throughout the fiscal year of program implementation.
3. Need to build synergy between government, community and program facilitator of NPCE-RA-HIG.

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