

THE MODEL OF TOP-DOWN POLICY IMPLEMENTATION IN PNPM MANDIRI URBAN IN PAREPARE SOUTH SULAWESI

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Abstract

The implementation of the top down model policy especially the Meter and Horn policy is not effective yet in implementing the Program Nasional Pemberdayaan Masyarakat Mandiri Perkotaan (PNPM MP) policy in Parepare. Using qualitative method with a case study, the performance of the PNPM MP Policy implementation aims at assisting and autotomizing the society using three efforts of development. Infrastructure development has been successful, while economy development in business capitals and social development are not effective yet. The causative factors such as the policy standard, resources, inter-organizational communication, organization characteristics, socio-economy, and disposition are not optimized yet. Therefore, inter-agencies cooperation is needed so that the PNPM MP policy implementation in Parepare can be effective.

Keywords: Top down policy implementation model, inter-agencies cooperation

Introduction

Poverty problem is a very concerned problem among people, especially scientists. This is due to the various problems that are exposed to poor society, but none of them shows significant result. This phenomenon shows the more severe poverty problems especially in Parepare. In fact these programs tend to be less organized as the media to gather aspirations from society and policy from government.

The unorganized programs show that there is a weakness in the implementation, for example in Parepare the fund of PNPM MP program in 2013 is Rp 2.150.000.000, consisting of APBN fund of about Rp 1.827.500.000 and APBD of about Rp 322.500.000 (Dinas-PU.2013. <http://setdako.pareparekota.go.id>). However, those funds are just realized of about Rp. 1.200.000.000, causing the community development program not running well according to the program's objectives.

The top down model especially Van Meter and Van Horn both in phenomenon and in concept shows that in overcoming the condition of poor society PNPM Mandiri has not been implemented well so that it should be synergetic. Therefore, the title of this research is "The Top Down Policy Implementation Model in PNPM MP in Parepare South Sulawesi"

Research Objectives

The objective of this research is to formulate the PNPM MP policy implementation model to improve the lecturer competence in: (1) explaining the performance of the policy implementation of PNPM MP in Parepare, (2) analyse the causative factor (policy standard, resources, inter-organizational communication, organization characteristics, socio-economy, and disposition) in the implementation of PNPM MP policy in Parepare and (3) explain the inter-agencies cooperation in the implementation of PNPM MP policy in Parepare.

Literature Review

The definition of public policy is “whatever chosen by the government to do or not to do” (Thomas R. Dye, 1972). In line with the definition by William N. Dunn (1999), and Anderson (1979), public policy is an action choice series by the government. The development of implementation study in public policy (Pressman and Wildawsky, 1973, Sabatier, 1986), in which the top down model implementation of the public policy like what stated by (Goggin *et al.*,1990, Parson; 2011), shows that the rational model or top down model comprises the ideas that implementation is an action to make people do what is ordered and to control the stages sequence in a system.

Some top down implementation models are the model of Edaward III (1980), Sabatier and Mazmanian (1980), Grindle (1980), but the model of Van Meter dan Van Horn (1974) is explained below:

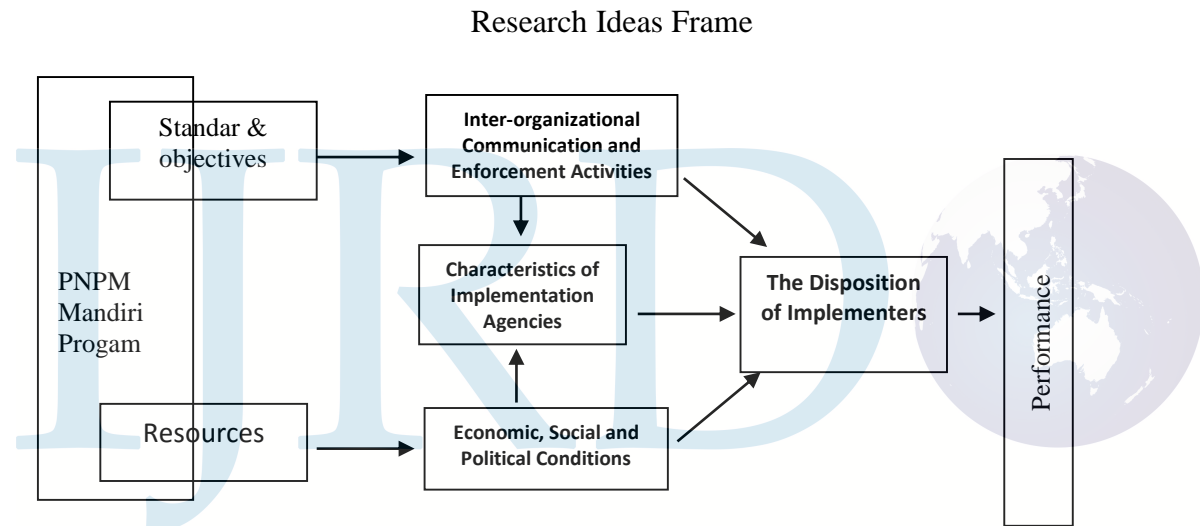


Figure 1: Adapted from Van Meter dan Van Horn model

Research Method

This research is located in Parepare. The determination of the informants in this research is purposive (Neuman, 1997, Moleong, 1987, Yin, 2000). They are Bappeda (Badan Perencanaan Pembangunan Daerah) staffs, TKPKD (Tim Koordinasi Penanggulangan Kemiskinan), Dinas PU (Pekerjaan Umum), Kantor Pemberdayaan Masyarakat, LSM (Lembaga Swadaya Masyarkat) Kemiskinan, dan poor society in Parepare. The data gathering technique is conducted using observation, interview, and documentation techniques. The data analysys is conducted using Interactive Model by Miles and Huberman (1992).

Research Location Description

Parepare is located in the land and sea transportation lines in the Middle of South Sulawesi, both form the north-south and east-west directions. Poverty data in 2015 (current BPS in Parepare) shows that in 2011 there are 7550 poor people and in 2015 there are 8070

poor people. It means that there is an increase in the number of poor people because the programs activity focus more on development of the poor community and micro economy business development rather than on the susceptibility of poverty.

Research Result and Discussion

1. Performance of Poverty Policy Implementation (PNPM Mandiri)

The interview results of some informants, after reducing the data, can be concluded as follows: There are many things that society can obtain especially in the infrastructure aspect. Meanwhile economy aspect and social aspect are not fulfilled yet (Interview, Monday March 14 2016). Based on the top down approach, the performance of the PNPM MP policy implementation is not effective yet.

2. Causative Factors in the Implementation of Poverty Policy PNPM MP

a. Policy Standard and Policy Target.

Based on the opinions of some informants, it can be concluded that the policy standard and the policy target that want to be reached by the policy agents of PNPM MP are: The percentage of target and objective achievement of PNPM MP is: infrastructure of about 85%, social of about 10% economy with the available fund of about 5%, these are without the intervention from the government. Meanwhile, the government is only controlled by the Working Unit in Dinas PU (Interview, Monday March 14 2016). Achievement level of the target and objective of the PNPM MP is not effective yet. Based on the standard and target of the top down approach, it can be concluded that this program is not successful yet.

b. Resources.

The success of the policy implementation really depends on the available resources ability. Based on the informants' opinion, after reducing the data, it can be concluded that" LKM (Lembaga Keswadayaan Masyarakat) staffs lack of knowledge and skills; many of them do not know about accounting. The financial resource of PNPM MP is from APBN (Anggaran Pendapatan Belanja Negara), APBD (Anggaran Pendapatan Belanja Daerah) and independent society and it is still so small if it is measured by the result achieved by the PNPM MP all this time (Interview, Monday March 14 2016). The limited fund or other incentives in the policy implementation is a huge cause toward the failure of the policy implementation.

c. Organization Characteristics.

The attention to the doers of the organizations includes the formal and informal organization involved in the policy implementation. The interview result, after reducing the data, can be concluded as follows: Formal organization that involve in the policy implementation of PNPM MP is LKM only. Standard operating procedures are written in the technical guidance book about the implementation of the PNPM MP activities by the Public Affairs ministry. Executive officials that influence the organization bureaucracy do have the authority to certain groups of importance. (Interview, Tuesday March 15 2016). The

performance of the policy implementation will be really influenced by the exact and appropriate characteristics of the organizations.

d. Related Inter-Organizational Communication and Enforcement Activities.

Based on Van Horn and Van Mater, to make the public policy run effectively, individuals (implementers) should understand the objective standards. After reducing the data, the interview results with some informants can be concluded as follows: The objectives of PNPM MP are communicated through the guidance in the PNPM MP enforcement activities by the Public Affairs Ministry. However, the problems arose when the meeting was held and the implementers misunderstood the essence of the meeting. The coordination and communication of the PNPM MP implementation are done internally by the involved parties. IKM, UPK, UPL, and UPS and other parties do not have the authority for that (Interview, Tuesday, March 15 2016). If there are different communication sources then the policy implementers will find a more difficult condition to do a policy intensively.

e. Disposition or Implementers' Attitude.

Acceptance or rejection attitude from the policy implementers really influence the success or the failure of the public policy implementation. Based on the interview results of some informants, after reducing the data, it can be concluded that: Knowledge, understanding, and experience of the LKM officials as the PNPM MP implementers are still limited so that there is a need of cooperation with the villages, assistant and consultant to do a training lesson especially in formulating and determining the program. It means that there should be a learning program held together with other sides to complete the problems being faced (Interview, Tuesday, March 15 2016). The disposition direction of the implementers to the standards and the objectives of the policy is also a crucial thing. Implementers may fail in conducting the policy because they refuse or reject the objectives of the policy.

f. Social, Economy, and Politic Conditions.

The effort to implement the policy requires the external condition such as social, economy and politic conditions that are conducive. The interview result/FGD with some informants, such as: poverty LSM and poor society in Parepare, after reducing the data, can be concluded as follows: external conditions only support the success of the PNPM MP policy in the form of attention and cooperation, society cooperation and society participation in attending the program meeting. Economy support from outsiders to the success of PNPM MP policy comes from BRI and Toyota, but this is not reported as the funds of PNPM MP (FGD, Tuesday March 16 2016). The unconducive conditions in social, economy and politic aspects can be the problem sources that may lead to the failure of the performance of the policy implementation.

3. Inter-agencies Cooperation in Policy Implementation PNPM MP

Inter-agencies cooperation in policy implementation PNMP MP can be seen from the result of the interview/FGD with some informants. After reducing the data, it can be concluded that: the involvement of the agencies like TKPKD, Dinas PU, KSM, Poverty

LSM, and poor society that involve in the implementation of PNPM MP program. However each involvement is according to the want and the need of the LKM. The forms of the cooperation are learning, accounting and program formulating and determining, training, and courses (Interview, Saturday 20 2016).

Model of Policy Implementation of PNPM MP

Based on the results and discussion, the research propositions as factors that affect the implementation of PNPM MP policy can be compiled as follows:

Mayor Proposition

The performance of policy implementation for PNPM MP was determined by the standard available or policy goals through the disposition of the implementor. Meanwhile the disposition of implementor was determined by the communication of inter organization, the characteristics of the executing agency, resources, conditions of social, economic, political and inter-agency cooperation.

Minor Proposition

1. The performance of policy implementation for PNPM MP was determined by the policy goals and standard through the disposition of implementor.
2. The disposition of implementor was determined by the inter-organizational communication, the characteristics of the executing agency, resources, conditions of social, economic, political and inter-agency cooperation.
3. The performance of policy implementation for PNPM MP, return to the standard and policy target through inter-agency cooperation.

For more details, the research proposition as factors that influence pthe olicy implementation for PNPM MP, can be seen in the following diagram:

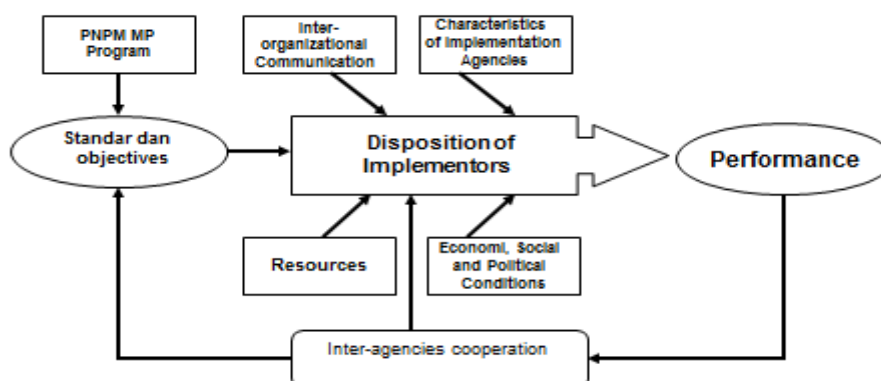


Figure 2: Factors Influencing PNPM MP Policy Implementation

Conclusions and Suggestions

Conclusions

1. Improve the lecturer competence in explaining the performance of the PNPM MP policy implementation in Parepare. The successful aspect is just the infrastructure development, while economy and social development are not.
2. Improve the lecturer competence in analysing the causative factors (policy standard, resources, inter-organizational communication, organization characteristics, socio-economy, and disposition) in implementing the PNPM MP poverty policy in Parepare. Generally based on top down approach the causative factors are not effective in PNPM MP implementation.
3. Improve the lecturer competence in explaining the inter-agencies cooperation in implementing the PNPM MP poverty policy in Parepare, such as: TKPKD, SKPD PU, KSM, Poverty LSM, and poor society, except Society Development Office, which does not involve. The forms of the cooperation are learning, accounting and program formulating and determining, training, and courses.

Suggestions

1. There is a need of government commitment in succeeding the PNPM MP program, for example Society Development Office should hold the important role in supporting the success of PNPM MP implementation.
2. There is a need to increase the resource ability like human resource, funds or supplementary funds provided by the government.
3. There is a need to have a city forum to gather the stakeholders in synchronizing the city programs with PNPM MP program. Also, SOP or PNPM MP technical guidance need to be done consistently.
4. There is a need to improve the implementers' attitude in supporting the PNPM MP implementation so that they will do more effort in understanding the logical relation between input, process, and output.
5. There is a need to have cooperation between agencies and the PNPM MP policy implementation through communication and coordination such as: TKPKD, Dinas PU, KSM, Poverty LSM, and poor society that involve in the implementation of PNPM MP program.

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