

Implementation Of The National Program Comunity Empowerment “Plan Strategic Community Development (RESPEK)” (Case Studi In Sota Disctrict Merauke)

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ABSTRACT: The purpose of this study was to determine how the preconditions of policy implementation to support policy implementation Respect Program, and how communication between organizations, resources, executive attitudes and bureaucratic structures that occur in the implementation of policy in the Respect program Sota District Merauke. The method used is descriptive qualitative research. Source of data obtained are from interviews, observation and documentation of research focusing on the implementation of the Respect in Sota District. The results showed precondition Respect program delivery policy implementation in general fall into the category of pretty, but still so many things that need to be addressed. Dissemination activities have been carried out but implementation at the village level results are not optimal. Community participation is still passive and complementary. Communication between organizations constrained limits of authority between provincial and district governments, resources available adequate but are constrained by the rules of the rules that limit. The attitude of the implementing agencies in accordance with the requirements and have high motivation, fragmentation does not cause bottlenecks in policy. Bureaucratic structure has been prepared in accordance with the PTO, but is still constrained in the monitoring and evaluation system is not running properly.

Key word: Policy Implementation, Respect Program Sota District, Merauke

1 INTRODUCTION

Rural development is part of the national development aimed at developing and harmonizing growth rate evenly and equitable development, improve the economy, raising the living standards of the community, and to increase public participation in the development process. In an effort to improve the condition of rural development and improve the living standards of rural communities, the government formulate and implement programs of rural development policies such as the Village Instruction Program Disadvantaged (IDT), and the Social Safety Net (SSN). The programs mentioned above are generally more oriented toward physical activity, such as setting up or build roads, water supply, and the rehabilitation of infrastructure such as the market economy. During its development, physical development program is, has not been able to solve the problems of rural development, not even able to improve the quality of life and well-being of the people in rural areas in a fair and equitable. Government in an effort to improve the welfare of the people is not enough just to formulate and implement policy programs oriented physical development activities alone, but the program is non-physical policies are needed such as community empowerment program.

Since 2007, the Government initiated the National Program for Community Empowerment, which begins with the sub-district Development Program and Urban Poverty Program, and followed with advanced programs such as Accelerated Program Remote Areas and Rural Infrastructure Development Program, and other community development programs implemented by various ministries / sectors and local governments. The purpose of the National Community Empowerment Program is to improve the welfare of the poor and employment opportunities independently by creating or increasing the capacity of the community, both individually and in groups to solve various problems related to improving the quality of life, independence and well-being of living by exploiting the economic potential and owned through a process of social development independently. The effectiveness of the implementation of the National Program for Community Empowerment is an important phase in the policy process, as can be seen in the implementation phase of the program realization of the objectives of the National Program for Community Empowerment itself. How the National Program for Community Empowerment program can obtain the achievement of the target, it is determined by the implementation phase, although the target preset program formulation stage. When referring to the model of policy implementation, the program National Community Empowerment Program is a national government program implemented in the region, or in other words the National Program for Community Empowerment is a government program that is top-down. As a top-down program, an analysis that takes policy as given and does not consider its past history MIGHT miss vital connections. By concentrating on the statutory language, the top-downers may fail to consider broader public objectives (Matland: 1995)[1], the issue of effectiveness or success of the National Program for Community Empowerment is likely to occur at the level of implementation that does not comply with the program objectives in the field. The discrepancy between the implementation of the National Program for Community

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Empowerment with reality in practice is a fundamental problem in the process of program implementation. In government relations, the effectiveness of the process of implementation of government policies including the National Program for Community Empowerment is not enough just to do and be the responsibility of the central government, but also the responsibility of local government. That means, a key factor in the implementation of the policy depends on the organization's resources in each region, who participated with the ability to build a network of relationships of mutual influence chain. Government of Papua Province and District/City has broad authority to regulate governance included in the process of empowerment of rural communities as mentioned in the Special Autonomy (Act No. 21 of 2001), that basically giving the Papua Special Autonomy is to make changes the fundamental of the system of governance and development centralized, bureaucratic and uniformity become decentralized system of participatory governance, democratic, transparent and in accordance with the characteristics of the local community and the needs of the people of Papua. Policy National Community Empowerment Program is a program of the center of the target object is the people who are in the lowest level of government district and district levels. But considering Papua province has its own local government system settings in the context of special autonomy. As the implications of the Papua Special Autonomy, the National Program for Community Empowerment in the integration with programs compiled by the Provincial Government as set forth in Papua Governor Decree No. 141 of 2007 on Guidelines for Location and Allocation Management Direct Aid Society for the construction of the District, Village and the Village through the National Program for Community Empowerment in Integrate in the form of Village Development Program Strategic Plan, or the abbreviated Respect program, which in its own community implementation plan, organize, and implement the project. Government being more on providers and advisors, and companion for such activities. Respect program policies in the implementation phase into the bottom-up program that put the people as the main actors, with consequences Bottom-uppers argue that the goals, strategies, activities, and contacts of the actors Involved in the micro implementation process must be understood in order to understand implementation. It is at the micro level that policy Directly Affects people. The influence of policy on the action of street-level bureaucrats must be evaluated in order to Predict that policy's effect (Weatherley and Lipsky 1978)[2] In accordance with Directive 2008 Technical Operations Respect program in its implementation geared to accelerate poverty reduction programs and realize the basic concept of human-centered development by facilitating the six main priority areas of the accelerated development of the village, namely: (1) Food and nutrition; (2) Health 3) Education; (4) Economics of the people; and (5) Prioritization of gender; (6) basic infrastructure. Substantively, Papua Respect program is a form of and commitment of the Government of Papua in building public trust and empower the community to the implementation of development that starts from the village to the city, in order to achieve prosperity and self-reliance of poor communities in the region of the township. Welfare in the program is interpreted as the fulfillment of various basic needs of society, and independence is defined as the ability to organize them selves in mobilizing community resources available both inside and outside environment, and the ability to manage all of these resources to resolve the

problem of poverty. Through Respect program, Papuans have the chance and opportunity and ability as a potential resource in the process of establishing itself, and the village is based on the spirit of mutual cooperation. From observations in the field, is indicated that the Respect program in the implementation process in the Sota District not run optimally and provide impact results as priority objectives Respect program. Four key areas were targeted Respect programs such as education, health, economic empowerment and development infrastructure is in fact still be found to problems such as roads, water wells, sanitation, housing and transportation environments settlement inadequate transportation so many village development programs are still dormant or later in the process of completion. Theoretically, Edward III formulate four factors which are important requirements to assess and examine the success of the implementation of the policy. The four factors are "Communication, Resources, Disposition, and Bureaucatic structure" (Edward III. 1980: 9)[3] The substance of the issues raised by Edward III further highlights the implementation of the policy of the organization implementing the policy, it is still reflected in the implementation of their programs Respect weakness especially the involvement of stakeholders in the implementation of the program, weak systems and procedures for communication and coordination among stakeholders resulted in the implementation process is not clearly structured. Often seen a lack of coordination between provincial and local governments as well as implementing programs in the field it may result in a different understanding of the purpose of the policy program. Based on this background, the authors formulate research goals, 1). To find out how to precondition the implementation of policies to support the Respect program policies, 2). How is the communication between organizations, resources, executive attitudes and bureaucratic structures that occur in the implementation of policy in the Respect program Sota District Merauke.

2. RESEARCH METHOD

The method used is descriptive qualitative research. Source of data obtained are from interviews, observation and documentation. The focus of this research is the Respect program in the District Actors Sota and community beneficiaries. Collecting data using interview techniques, observation and documentation. Analysis of the data used is the reduction, data presentation and data verification. Source of data in this study is that researchers use primary data and secondary data. Primary data, that is data in the form of words and actions are observed or interviewed (Moleong, 2002: 112) [4]. Data collection techniques used were observation, interviews and documentation. Analysis of the data used in this research is data reduction, data display, and data verification. Merauke District, located in the eastern part of Indonesia, which is directly adjacent to the State of Papua New Guinea. Sota district is one of the 20 Districts in Merauke. Most of the Sota District is a forest area is the source of the search game for food needs of society. Sota included in the Regional District National Park area Wasur. The District Electoral Sota District is because the district is one of the districts that have been implementing since 2008 Respect program so it may be seen how the factors that affect the implementation of the program Respect. Sota district population in 2013 recorded 3,139 inhabitants. from 5 villages there, village Sota has the highest population density (1,389 people) with the composition of the

male (731) and women (658 people) while village Rawa Blue has the lowest population density (211 people) with the composition of men (66 people) and women (145 people). Sota village has a population of the most widely compared with hollow-other villages. Population distribution above, irrespective of the status and geographical location Sota village located just near the main road and into the center of trans Irian district government made the village of Sota into a crowded village. The condition of education in the district level Sota is at most 1,339 elementary school, and the second highest is 348 followed junior high school / high school as much as 142. This is because the number of junior and senior high school in the district Sota has not been much so that the capacity for students who continue not accommodated and because there are not continuing their studies to the next level. While education for undergraduate colleges and dominated by migrants both served on the District Administration and in particular middle Schools and Vocational

3. RESULTS AND DISCUSSION

Actors Organization National Program for Community Empowerment Respect.

The main culprit is someone respect community programs that would exist in the target villages, communities are empowered to be able to plan, implement, and evaluate the activities. village community as decision makers in the village. while actors at district level, district, provincial and national functions as a companion, counselor and adviser for the objectives and principles, policies, procedures and mechanisms of the program can be achieved, fulfilled and done correctly and consistently. Specifically at the district level programs in primary responsibility is the secretary of the governing body structural village and community empowerment merauke as a representation of government in managing programs for project officers district, while undertaking functional is a companion district / consultant district. To rate responsible structural district is the head of the district in activism assisted by a person in charge of operational activities, whereas functional responsible for district level is the district companion. meanwhile, for the person in charge of structural village level is the head of the village and the apparatus that has the function and role as trustees, advisory and control the smooth and successful implementation of the program in the village, while the person in charge of functional programs in the village is the village implementation teams consisting of members of the community selected through a general consensus that the village has the function and role to manage and implement program activities. The perpetrators of the program consists of the main actors and actors who served as facilitator, mentor and adviser. Perpetrators of the program consists of: (1) Performers Program in village, (2) Performers Program in the District, (3) Performers Program in District / City, (4) Performers Program in the Province, and (5) Performers Program at the Center. Performers Program in District resident and have a working area of the District has the scope of duties and responsibilities as follows: (1) The head of the District has the function as a builder implementation of programs in villages throughout the district area, (2) for Project Officers is a cation for Community Empowerment or other officials who have similar duties in the district established under Decree and is responsible for the implementation of operational and administrative activities and

reporting program, (3) implementation Teams District is the administering agency and financial activities in the district chosen by community at the time of the District Council. Members consist of a Chairman, Secretary and Treasurer. The function and role of the District Project Implementation Team is a unit managing the financial and operational implementation of the program at the district level, is as follows; Coordinate meetings in the village, Building networks with external parties in terms of marketing, technical assistance, and others; provide technical assistance to the implementation teams in terms of the finances of the village of the group; help for Project Officers in process disbursement program. District companion is a companion community in follow or implement the program. District companion has the task of facilitating the people in each phase of the program, starting from socialization, planning, implementation, and preservation. For there are three companion Sota District with classification and qualification, ie 2 people 1 person empowerment and Engineering. District companion hierarchically not taken Chief District, in the chain of command is under escort districts but continues to coordinate with the district head of activism.

Organizing fund Respect Program

In the implementation of the Respect program through the Governor Decree 141 of 2007 of planning and management of block grants village, and the district as follows. Dana Block Grants village / sub-managed by stages: preparation of the Work Plan and Budget Village / Village, Work Plan and Budget establishment Village / Village, payment requests, and financial accountability. Block Grants Fund is managed by the district phases: preparation of the Planning and Budgeting Block Grants funds, document preparation activities and District Budget -, payment requests, and financial accountability. In particular, arrangements are also made for control, monitoring, and sanctions (Governor Decree 141 of 2007). To control is carried out in stages by the actors at the village, district, district to province. Supervision is mainly done by the community and the government. In the event of irregularities and violations of the provisions of the financial management of Respect Program, enacted customary sanctions, administrative sanctions, and legal sanctions. Customary sanction given by community norms according to local custom. Administrative sanctions provided by the government in the form of disbursement delays, reduction of aid, and the dismissal of assistance. Given legal sanction by the applicable provisions. In accordance with the Decision of the Governor of Papua No. 180 of 2012 On Determination of Amount of Allocation Fund Village Development Strategic Plan (Respect) for Fiscal Year 2012, Merauke Regency Direct Aid Society to raise funds for Rp.21,139,100,000.- and split evenly to each district in Merauke district in which the Sota District Direct Aid Society to raise funds for Rp.661.915.000.- to be used to finance programs in five villages. Expected Direct Aid Society fund is adequate to be used as an instrument to accelerate poverty reduction and improvement of village development, especially in the area of the township that has not arranged properly.

Analysis Preconditions

Based on the four key areas that form the Respect program goals such as education, health, economic empowerment and infrastructure development showed the following results.

1. In general, the variable preconditions can education field

of policy implementation is not yet Able to answer the general purpose of the program Respect

- For elementary physical education is adequate because it has been available 5 primary schools, but unfortunately out of which only consists of 15 teachers, thus the implementation of basic education can not be said to be going well.
 - For physical education junior high school buildings are available 3 units with facilities such as classroom teachers and the proposition stool and slates are meager.
 - For high school education there is one school in the district unit Sota which is sufficient but in terms of the distance from each village to school is still very much so school children can not afford to walk to school so as to be available full boarding facility with the help of a drink for school children in general because local communities Sota district belongs to the category of the poor.
2. Preconditions health can be explained that will come in the category of less, but based on the study of Planning and Regional Development (2009) also describes the positive impact of the program Respect for health affairs, "(1) Access to health care becomes easier because it has built sub and post village medicine. (2) People who used to defecate indiscriminately usually in the woods, on the river, in the sea, but with built bathing, washing, toilet of the Respect program can communities organized themselves to live a healthy life. (3) People who used to bathe, cook all used river water and rainwater now no because there rehab drinking water pipeline network, hydrants, water containers profile / drink and all are dug wells using Respect Program funds. (4) Construction of bathing, washing, latrines, wells, pipelines, drainage, additional food aid and neighborhood health center, certain development aid, bridge footbridge is an activity-oriented development for Clean and Healthy ". resources in this category is less visible from all five villages there are only 3 clinics with 1 doctor and 5 paramedics or health workers. All submitted expectations cannot be realized given the limitations in funds disbursed to finance these programs.
 3. The development and community economic development of less category, it is seen livelihoods of the people still in the form of gathering / finding the animals and fish taken from the forest. And yet there is a rubber plantation development program for kampong village where gardens existing still not optimally managed and the results are difficult to sell in the city due to the constraints of road infrastructure for access to the city is still very minimal which in the rainy season is difficult community to bring the results of a community garden because the road is still in the form of muddy roads impassable in the rainy season.
 4. Development of basic infrastructure for the Sota district still found problems such as issues, rural electricity, clean water wells, sanitation, housing residential neighborhood, which is in accordance with the operating instructions Respect program available funds should not be used to build a toilet for each house but should be used to together.

Analysis of factors that affect the implementation of policy.

Analysis of factors that affect the implementation of policies such as inter-organizational communication, resource and executive attitudes, can be explained as follows.

1. The communication factor, field-level implementers Respect has communicated policies continuously through the stages outlined activities in accordance with the instructions of the National Operational Program for Community Empowerment respect of which the activity phase consisted of (1). Deliberation District; (2) Deliberation Village socialization; (3). Collaborative Planning; (4) Village Council Preparation of Implementation; (5). Disbursement Of Funds; (6) Implementation Activities Facilities / Infrastructure; (7) Expansion Activity Opportunities and Business Opportunities; (8) Village Council Accountability; (9). Handover Village Deliberation. Inter-organizational communication problems occur between the government bureaucracy, especially in the discussion of problems and proposals of activities that have not been solved by the executor in the field, in this environment, there are still occur because of differences in the perception that the implementation of this program is still under the authority of the provincial government so that local governments still difficult to communicate neighbor barriers and constraints.
2. Resources are generally not sufficiently available. Utilization of natural resources (wood processed and gardens) cannot be processed optimally constrained due to the limitation or prohibition of the use of the budget for activities deemed necessary by the public, but it becomes prohibition of activities that have been included in the Technical Instructions Operation Respect, as for example a ban on the use of chain saw logging, restrictions on the use of funds for the purchase of fertilizers, while the class of people still need chainsaws for land clearing or cutting wood for building their homes, while for fertilizer clear that now it cannot be avoided the use of fertilizers and pesticides for crop. Another thing that is undeniable available resources need to be facilitated well as theoretically to optimally utilize the resources needed sufficient financial support and competent human resources. Sufficient financial support will be realized if there is support for policies that provide opportunities for asset managers to utilize optimally.
3. Attitude implementing showed willingness to implement policies to address high morale, but need the support of all parties, especially to overcome the obstacles that occur in the field but also as conveyed need greater operational funds is also an evaluation of the performance of which has been implemented. Aspects that caused it, empirically and theoretically caused by the lack of involvement or participation in the formulation and evaluation implementing policies, so as to run the motivation and seriousness in implementing this policy operational funding problems can be an obstacle.
4. The structure of the bureaucracy has been available as a policy foundation and basic tasks and Technical Guidelines for Operational functions, for each field operators and partly organizational setting internal operational mechanism. Some things need to get repairs are structuring the overall system and procedures that

describe the coordination mechanism to be able to accommodate the proposals of each region, given the large span of control and the distances from the district to the provincial average is still using aircraft with common facilities such as roads in each region which have not been entirely paved with such needs of each region cannot be equated

4. CONCLUSIONS AND RECOMMENDATIONS

1. CONCLUSION

A. Preconditions for the implementation of policy implementation Respect program generally fall into the category of pretty, but still so many things that need to be addressed, especially the readiness of the budget and assistants are really able to mobilize the community to build the village. Aspects of aspects to be considered can be collated as follows. When viewed against each variable and its aspects, it can be are detailed as follows.

- 1) Communication in the category of policy is adequate. This shows that the policy has been communicated Respect program is intense both in the actors and programs to the general public. However, the critical aspects that still need attention, namely: a) the quality of the substance of the message is still perceived as less accommodating to the feedback from implementers; b) intensity of socialization policy is still lacking, especially to the ranks of the provincial policy makers to the district and city officials.
- 2) Resources to support the implementation of policies in general Respect program entered less. This shows that the resources already available with either. However, some aspects revealed still critical, namely: a) the prohibition of activities that may be at the cost of the funds Respect, but the ban is precisely the needs of the community; b) educational facilities and training as FEA and tillage farming facilities cannot be used optimally;
- 3) Implementing the policy stance in supporting the implementation of policies in general Respect program in the category of support or have a desire to implement program policies. However, from the analysis of aspects disposition revealed that the motivation to succeed this can be constrained if not prepared adequate operational funding
- 4) The structure of the bureaucracy to implement policies Respect program has generally been adequate and determined in accordance with the Guidelines for Technical Operations. Critical factors include the monitoring and evaluation system has not gone well; a) The vertical coordination between the center and the hall is not going well; b) coordination with local governments have not been going well, but it is still very limited.

B. Implementation of the policy administration Respect program generally categorized enough. From the analysis of aspects of policy implementation unfolds as follows.

- 1) Respect Program Management generally categorized enough. Critical aspects include: a) a map of the needs of society in both quantity and competence in each region is not yet available; b) monitoring and evaluation system has been working effectively but too many require operational costs due to the

distance control range.

- 2) Financing is generally included in the category enough. Critical aspects, namely: Conditions society and infrastructure are still very minimal that need financing very much if all the shortcomings is charged only on the Respect program.
- 3) Development and technology development in general in the category less. Especially for agriculture and plantation aspects.
- 4) Basic infrastructure Sota District is still very minimal, such as public transport Roads, health and education.

2. RECOMMENDATION

Based on the above results, the recommendation includes the following.

First, do the reordering system and setting internal resources, namely a) the preparation of the working mechanism of management arrangements that suit the needs of each region .; b) preparation of the map needs a comprehensive program, which describe the competencies required quality and quantity required amount in accordance with the characteristics of the activity program of social, political, and economic; c) arrangements for monitoring and evaluation system, which contains the working mechanisms, instruments, quality indicators, resources, revitalization of the team function controller, and the establishment of institutions; d) intensity socialization Provincial Government policy on the internal, and external to the agency and local government officials, and city. e) the arrangement of the basic needs of each region with emphasis on the real needs of the local community. f) channel settings and actions addressing the urgent needs of each region with the availability of an emergency fund that can be used.

Second, the change in financing policy, namely a) the implementation of policy programs can perform foreign loans to complete the urgent infrastructure .; b) Funds for each region is given in accordance with the needs and not generalized averaged considering the needs of each region is very varied.

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