

## Policy Implementation of Integrated Poverty Alleviation Program-Village-based Surgery (PTPK-BBK) (Case Study in Fishermen Community in Bantaya Village, Parigi Sub-district, Parigi Moutong Regency, Central Sulawesi Province)

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### Abstract

The problem of poverty is a crucial issue in Indonesia; one of the issues is in Bantaya village, Parigi Sub-district, Parigi Moutong Regency. Therefore, it needs the poverty alleviation program, in this case Integrated Poverty Alleviation Program-Village-based Surgery (PTPK-BBK). The type of research is a qualitative descriptive, in which data collection is conducted by interviews with the key informants and data analysis is conducted via triangulation. The research results are: (1) the implementation of PTPK-BBK program in Bantaya village has been done in accordance with the procedure. Nevertheless, the PTPK-BBK program gives less significant impact on the life of fishermen. It is due to lack of post-implementation of evaluation and monitoring program; (2) the supporting factor of PTPK-BBK is the facilitators who carry out their duties maximally, meanwhile the inhibiting factor is coming from the community itself or within the program such as the natural disaster, middlemen, and low evaluation system.

**Keywords:** PTPK-BBK, fishermen, Poverty

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### INTRODUCTION

The problem of poverty is always familiar with the rural community so that it has become a necessity for the local government to conduct varieties of poverty alleviation program as an obligatory that must be done in order to realize the civil society, which in turn will create the country's stability.

The problem of poverty occurs also in Parigi Moutong Regency, Central Sulawesi, especially for the community living in the coastal areas in Bantaya Village, whom the majority works as fishermen. Moreover, the community poverty rate is still quite higher than national poverty rate; even more it is the Regency with the highest number of poor people in the Central Sulawesi Province with 83.400 people (20.16%), with the high poverty index of 3.58%. From these problems, the government of Parigi Moutong Regency has formulated a poverty alleviation program which was approved by Regent Regulation No. 8 of 2014 on the Integrated Poverty Alleviation Program-Village-Based

surgery (PTPK-BBK). The program is a role model of poverty alleviation which is not solely aimed at the physical development but also human resource empowerment through the provision of capital which is considered a very effective way of the key program to reduce the poverty rates for the coastal communities.

The Village-based Surgery Program (PTPK-BBK) is held by the local government as the follow-up of the Presidential Decree of the Republic of Indonesia which it has issued the Presidential Decree No. 15 Year 2010 on the Acceleration of Poverty Alleviation. Moreover, the program embraces the empowerment approach as a requisite for the pathway of sustainable development.

In order to reduce poverty, it is stated clearly in Parigi Moutong Regency's strategy analysis mission of Regional Medium-Term Development Plan (RPJMD) of 2013 to 2018, that is the acceleration of poverty alleviation through economic growth improvement and people's economy empowerment. It explains that the Government of Parigi Moutong Regency is very

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concerned on the poverty alleviation program, which gives special priority to the “*Kantong Kemiskinan*” regions (the Subdistricts which have the highest number of poor people). The policies, strategies, and poverty alleviation programs will be prioritized in these areas, such as providing the budget allocation policies and community development programs, and assistances for the poor people.

#### **PROBLEM OF THE STUDY**

1. How do the implementation and the policy impact of Integrated Poverty Alleviation Program-Village-Based Surgery (PTPK-BBK) in Fishermen community in Bantaya Village, Parigi Subdistrict, Parigi Moutong Regency?
2. What are the inhibiting and supporting factors of implementation of Integrated Poverty Alleviation Program-Village-Based Surgery (PTPK-BBK) in Fishermen community in Bantaya Village, Parigi Subdistrict, Parigi Moutong Regency?

#### **MATERIAL AND METHOD**

This research is a descriptive research with a qualitative approach. According to [1] that the qualitative research is a procedure of research that produces descriptive data in the form of written or spoken words from the people and behaviors that can be observed. This approach is directed to the background and the individual holistically.

In every research, determination of research focus is one of the important steps that must be done. Based on that description so that this research focused on how to analyze the policy implementation of Integrated Poverty Alleviation Program-Village-Based Surgery (PTPK-BBK) as well as analyze the inhibiting and supporting factors in the fishermen in Bantaya Village, Parigi Subdistrict, Parigi Moutong Regency, Central Sulawesi Province.

Determination of the informants was done by using purposive technique (selecting the informants based on certain criteria), which it is a step of data source sampling method by considering certain criteria. It means that a person or object that is considered most knowledgeable about what the researcher would achieve and hope in this research, so that researcher would be easy to explore the social situation being researched [2]. Determination of the informants by using purposive technique was the most appropriate technique as the researcher needed. The informants were the people who directly

involved in the PTPK-BBK program’s activities. So that the research consisted of key informants and primary informants as well as additional informants.

The data analysis technique in this research used the analysis technique developed by Miles and Huberman [9], that is an analytical technique of interaction model consisting of three paths of activities that occur simultaneously after the collecting data collection, namely data reduction, data display, and data verification (conclusion).

Data reduction is the way to sharpen, classify, discard the unnecessary data and organize data in such method that eventually the final conclusion can be drawn and verified. Data display is a set of structured information that gives the possibility of drawing conclusion and taking action. By reviewing at the data display, it can be understood what is happening and what to do. Meanwhile the data verification is to draw the conclusion based on the data reduction and data display that is done openly, then it is formulated to be detailed and rooted firmly.

The key informant in this research was the Head of Regional Development Planning Board (Bappeda) of Moutong Parigi Regency, Central Sulawesi Province, as the authority in the implementation of PTPK-BBK program comprehensively in Parigi Moutong Regency. Meanwhile the primary informants were Subdistrict Head of Parigi, Village Head of Bantaya, the people being appointed as the facilitators, the people belong to fisherman groups of beneficiaries in the Bantaya Village.

#### **Data Collection**

##### **a. Theories of Poverty**

Poverty is an inability of an individual to fulfill the minimum basic needs for the adequate living. The poverty refers to a condition that is below the value of minimum standard of living both for food and non-food called poverty line or poverty threshold. The poverty line is an amount of money that is required by each individual to be able to pay the food with same as 2100 kilo calories per person per day and the non-food needs consist of housing, clothing, health, education, transportation and any other goods and services.

According to [3], the context of poverty is a situation in undesirable shortcomings of someone because they are not able to meet their needs. The poverty itself is marked with the attitude and behavior that accepts the unchangeable condition

that is reflected in the lack of willingness to get the higher level of living standard, low productivity, less capital-owned, low income and less opportunity to participate in development.

According to [7], poverty actually covers a healthy residential facility shortage, lack of education, lack of communication with the surrounding world, lack of legal protection and government. Meanwhile, according to [8], that poverty is a life of society that is characterized by isolation, backwardness, and unemployment, which is increased to inequality inter-regions, inter-sectors, and inter-groups of people. Based on its types, the poverty concepts can be divided into two categories: Absolute and relative poverties.

Based on its causes, types of poverty can be divided into three terms [4]: natural Poverty: poor condition due to its original life is poor. The people do not have adequate resources such as natural resources, human resources and other development resources. Structural poverty is poverty as the result of uneven development. The uneven development refers to unequal distribution of resources, people's abilities, and opportunities, causing the unequal participation and income which at end generate the unequal society. Cultural poverty: the poverty that refers to a person or a community's attitude to life caused by lifestyles, habits and cultures, where they already have well of standard living.

#### **b. Concepts of Public Policy Implementation**

According to [5], policy implementation basically is a way of a policy to achieve its objectives. At least, however, to implement the public policy, there are two options of existing rare choices, namely direct implementation programs and through policy formulation of derivative programs or derivatives of these public policies. The policy implementation is the act that carried out by both individuals/authorities and groups of governmental or private sectors which are directed to achieve the outlined objectives in the policy decision.

Policy implementation should be shown the effectiveness of the policy itself. According to [5], there are four effectiveness elements in terms of policy implementation, namely: it is judged by to which extent the existing policy has been contained the things that should be solved.

Afterward, in understanding the policy implementation, it means that trying to understand what will be happened after the

programs are implemented or formulated. The events and activities that occur after the policy's approval process, neither related to the business for its administration nor the efforts have to give the real impact on society [6].

### **RESULT AND DISCUSSION**

#### **a. Policy Implementation of Integrated Poverty Alleviation Program-Village-Based Surgery (PTPK-BBK)**

The basic problem of poverty occurring in Bantaya Village, Parigi Subdistrict, Parigi Moutong Regency, especially faced by coastal communities is low quality of Human Resources (HR) due to the low level of education. The low level of education is caused by the households' economic level of fishermen and less awareness of education. The low level of education will affect the fishermen's work ethic, submit to life's fate, lack of wide knowledge in managing the coastal economic resources optimally and sustainability. It is due to that working as a fisherman is a low level of labor that needs much more reliant on physical strength and experience, so that, however, the high educational will have no effect on their skills in activities at sea, meanwhile the fishermen's head of household generally is generational work.

Therefore, to overcome the problem, the government of Parigi conducts the Integrated Poverty Alleviation Program-Village-Based Surgery (PTPK-BBK) in Fishermen community in Bantaya village. The process of implementation begins with socialization program that conducts in village level. After socializing, the next step performed is the people's selection procedure in order to select the people who get the supporting fund from the program. The people's selection procedure process has passed the ranking through the poor's people direct assessment by filling out the data form in accordance with the condition and the situation of the local people.

This PTPK-BBK program implementation procedure is through the data/instrument tool assessment in accordance with the target beneficiaries of the program. In its implementation, the indicators and parameters of program are very weak on a technical level due to the increase evaluation in the level of government as a channeling media of the program. The distribution phase is adjusted based on the technical guideline that is contained in the Regent Regulation No.

8 Year 2014. Therefore, in its implementation of the program, there are a lot of mismatches with several phases that have determined in pre-facilitators' level such as rule of technical guidance.

The poverty alleviation program through PTPK-BBK is a shared program among the Government, Local Government, businessmen, and people in order to improve the welfare of the poor people through social's assistance, community empowerment and the small and micro enterprise development. The PTPK-BBK is in line with and in order to carry out the mandate of Presidential Decree No. 15 Year 2010 on the Acceleration of Poverty Alleviation. Meanwhile, the procedure or implementing organization structure of PTPK-BBK is under supervision of Moutong Parigi's Regent Regulation.

The implementation of PTPK-BBK program in Bantaya village has been done in accordance with the procedure. The procedure is starting from selecting the prospective people who will be given the aid of fishermen's equipment. The selection is based on poverty data verification system of the BPS (Central Bureau of Statistics) of Parigi Moutong Regency. After the data was obtained, the next step was delivering the data to the village's people or the board of village's people. Afterward, it would be ranked or direct data collection of the poor by filling data based on the conditions and circumstances of the people. Based on the obtained data collection, it was found the 20 beneficiaries by which each of person gaining 10 million.

One of the supporting funds of program was such as giving the boats, fishing gear, *Katinting* machine, and kerosene lamp. In conducting the implementation, it needed the involvement of various parties, including the Central Statistics Agency (BPS), Regional Development Planning Board (Bappeda) and facilitator. The roles of facilitator gave significant effect. According to one of the informants revealed that the facilitator is the key driver whether success and failure of an empowerment program, in which the role of facilitator is closely associated with giving the motivation and mediation between the government and people, as well as providing supervision and supporting to the beneficiaries of the program.

So that the involvement of various parties, PTPK-BBK program has conducted

based on the procedure and well targeted. One of the informants of the obtained interview said that the program has conducted the depth-verification involving members of the government as mentioned above. Precisely these objectives made the standard living of fishermen increased than before. Meanwhile, the consumptive lifestyle experienced by the fishermen has reduced due to the fishermen were aware of the needs that should be fulfilled.

### **c. The impact of Policy of the Integrated Poverty Alleviation Program-Village-Based Surgery (PTPK-BBK)**

Based on the research finding in the field, the impact of realization the Integrated Poverty Alleviation Program-Village-Based Surgery (PTPK-BBK) is that the sustainability of the program is limited to the implementation only, not on sustainability of evaluation/monitoring program. Therefore, the beneficiaries of the program addicted toward the government's assistance. The real condition in the field that was very contrast which some of the given beneficiaries were needed the aid, the others were no longer used the assistance's equipment by stating various reasons such as unstable economic, the broken machine, no skilled persons who enabled to repair the damaged fishing gear. Nevertheless, the impact of the program has not seen clearly due to lack of evaluation after the program implementation. So, there would be no the next steps that should be conducted.

The Integrated Poverty Alleviation Program-Village-Based Surgery (PTPK-BBK) is one of the models of poverty alleviation implemented by the Local Government of Parigi Moutong which is not solely aimed at the physical development but human resource empowerment and provision of capital to the people, especially the people living in Bantaya Village, Parigi Subdistrict, whom the majority works as fishermen.

Nevertheless, the PTPK-BBK program had less significant impact on the life of the fishermen. It was due to lack post-implementation of evaluation and monitoring program. One of the informants said that PTPK-BBK sustainability program was limited to the implementation only. The absence of evaluation and monitoring program which was

made the beneficiaries addicted to using the aid program more. Moreover, the absence of the evaluation and monitoring program made the purposes and objectives of program were not in accordance with the purpose and program itself. The purposes and objectives of PTPK-BBK program which were cited in Parigi Moutong of Regent Regulation. Some purposes the Integrated Poverty Alleviation Program-Village-Based Surgery (PTPK-BBK) include (1) Accelerate the economic recovery in the region; (2) Stimulate the economic growth and socio-economic independent; (3) Fulfill the basic social needs of society; (4) Improve the capacity and economic community; (5) Improve people's living standard through the provision and economic opportunity improvement; and (6) Improve the ease of society's life, especially poorest families through providing social and economic assistance.

**d. Inhibiting Factor of Policy implementation of the Integrated Poverty Alleviation Program-Village-Based Surgery (PTPK-BBK)**

In the implementation of the program may face the inhibiting factor, so did the Integrated Poverty Alleviation Program-Village-Based Surgery (PTPK-BBK). The inhibiting factors of the program based on two types of point of view were the inhibitor of the program implementation and inhibitor coming from the community itself. The inhibiting factors of program implementation were less incentive/honorarium comparing the high risk of being facilitators, and no supervision of evaluation/monitoring implementation.

Meanwhile, the weakness of the program itself was the lack of socialization of the assistance's fund which was only by the third parties via the State Banks. There was also no monitoring/intensive evaluation by the facilitators in the field during the program's implementation. So, by having no evaluation or monitoring, it could be concluded that the program PTPK-BBK conducted in Bantaya village was not in accordance with the purposes of PTPK-BBK, namely: (1) know the basic social needs of society in the region; (2) create independent and sustainable of enterprises of society; (3) develop society's small and micro enterprises, especially in the field of fisheries business; and (4) open the

access for poor communities in utilizing development programs, especially in the field of fisheries.

Besides the technical inhibiting factors, there were also natural factors which inhibited the sustainability of the program. These factors greatly influenced the fishing productivity which eventually affected the income of the fishermen when summer comes making the fishermen would not go to fishing.

Poverty alleviation program was conducted by the local government aimed to improve the welfare of the poor through social's assistance, community development, economic development of small and micro enterprises as well as any other programs. It was due the high the number of poverty rates than national poverty rates, so that Central Sulawesi province formulated the Integrated Poverty Alleviation Program-Village-Based Surgery (PTPK-BBK). The program embraced the empowerment approach as a requisite for the pathway of sustainable development.

**e. Supporting Factor of Policy implementation of the Integrated Poverty Alleviation Program-Village-Based Surgery (PTPK-BBK)**

The supporting factor the Integrated Poverty Alleviation Program-Village-Based Surgery (PTPK-BBK in Fishermen Community in Bantaya Village, Parigi Subdistrict, Parigi Moutong Regency was on the facilitators. The presence of the facilitators could accelerate and made the Integrated Poverty Alleviation Program-Village-Based Surgery (PTPK-BBK) run maximally. Even though the presence of the facilitator's lack of appreciation as they should be, but facilitators' services had high value for the helped people.

Based on the explanation above, it is known that one of the supporting factors of the implementation of the Integrated Poverty Alleviation Program-Village-Based Surgery (PTPK-BBK in Fishermen Society/community in Bantaya Village, Parigi Subdistrict, Parigi Moutong Regency was on the facilitators. The facilitators connected the government and the beneficiaries. Moreover, another supporting factor was on the deciding criteria for targeted households that received PTPK-BBK's assistances.

## CONCLUSION

Based on the explanation that has been described in the chapters above, the conclusions that can be drawn from this research are as follows:

The implementation of PTPK-BBK program in Bantaya village has been done in accordance with the procedure. These procedures are starting from selecting the people who will be given the aid of fishermen's equipment and then conducted data verification from BPS and deliver to village's board, and it is performed in order to be ranked. By doing the implementation, it needs the involvement of various parties, including the BPS, BAPPEDA, and facilitators.

Meanwhile, PTPK-BBK program gives less significant impact on the life of fishermen. It is due to lack of post-implementation of evaluation and monitoring program.

In the implementation process of PTPK-BBK, there are several inhibiting and supporting factors. The supporting factor is the presence of facilitators who carry out their duties maximally. Meanwhile, the inhibiting factors may come from the community itself or within the program. Based on the interviews, inhibiting factors are the natural disaster, middlemen, and low evaluation system.

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