The Implementation of The Poverty Reduction Policy in Malang City on The Perspective of The Grindle's Implementation Model

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Abstract

The government of Malang City has set a policy to reduce poverty that becomes a guarantee for the poor to be prosperous. However, there has been lack of coordination, synergy, and integration of implementers, the fact that the programs are not targeting the right people, and the government in terms of empowering the poor is still not a priority; these all have made the policy goals not achieved. This study aims to describe and analyze the implementation of poverty reduction policies conducted by the government of Malang according to the implementation model proposed by Grindle. The method used is a qualitative descriptive approach. This study adopts the implementation model by Grindle. The results show that the poverty rate in Malang City has decreased. The poor are getting more prosperous. *However, not without problems*. The decline in poverty is not up to the goal. In addition, the ego of the policy implementing team, the lack of control of the executive leader against subordinates, the bad management of resources, the lack of utilization of technology resources in the follow up of community efforts, the low allocation of the empowerment budget, too many implementers affecting the interests of the target group have made the situation even worse, less supportive socio-economic support, and political support to achieve the effect does not yet exist . Thus, the goals are not achieved according to the plan.

Keywords: Policy implementation, Grindle model, poverty

INTRODUCTION*

Poverty is everywhere, an issue every country has to deal with. Poverty is always related to access to education, health, changes, water and sanitation. It is becoming increasingly difficult to overcome by developing countries [1]. For the third world countries, it occurs because of the imbalance between the rich and the poor people, causing injustice in achieving a prosperous life. Inequality becomes the trigger [2];[3];[4]. And this is in the homework in managing the country through policy instruments. Poverty alleviation fails because of policy implementers or because of bad management by state institutions [5];[6].

The perspectives above are supported by various research results. Urban areas in

Fhiliphina, Malaysia, and Vietnam have shown mismanagement in the programs to redue poverty by the executing agency [7];[8]. In Romania poverty occurs due to the low educational community [9];[10];[11].

The various perspectives and cases above show that policy implementation is important after policy is established. Without implementation, a policy becomes useless; such that case, implementation is assumed to have a 60% role and a 20% plan [12]. Therefore, it provides insight, after policy-making, the goals to be achieved through the implementation of policy programs [13]. According [14], policy implementation is an administrative process; once created by a political institution, it is necessary to proceed with the administrative institution. Policy engagement is the responsibility of the government. Policy implementation needs to pay attention to the lower level actors, and shall not be done only by national policy implementers, because these regional governments are closer to the

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community and better understand the issues in society [15];[16].

Policy implementation in the industry and the third world countries has become an interesting topic. The success of the policy requires the availability of resources, intergovernmental structure relations, local government commitments in providing reports to the central government, the influence of policy opponents, the interpretation of objectives, and the community itself as the determinant of policy success. This dynamic picture shows the various interests and resources involved that greatly affect the achievement of goals. Under these circumstances, it is necessary to consider the content and the context of policy implementation in order to achieve the goals [17]. A proper method is required in the implementation of the policy. Communication between the central government and local government is an appropriate method for achieving goals in policy implementation [18]. Policy implementation requires execution transparency, implementer accountability, local community participation, legal institutions and operational frameworks, collaboration and cooperation with various stakeholders, and leadership of local leaders in achieving policy goals [19].

Malang City is growing fast in terms of education, health, tourism, culture and economy; however, not all the people of Malang City feel the results of these developments. Poverty is still one of the biggest problems. The Central Statistics Bureau of East Java confirms 4.85% or 40,900 families in Malang still live in poverty line from the total population of 851.298 (BPS, 2015). The data from the government of Malang, in 2015 shows 31,180 families or 111,593 people live in poverty; this figure is below the poverty rate of the Central Statistics Bureau.

The following table compares the poverty data of The Central Statistics Bureau of East Java and Malang City Government Year 2015 to 2017.
Table 1.1. Comparison of the poverty rate 2015-2017.

Year	Amount of poverty	
	Central Statistics Bureau of East Java	Government of Malang City
2015	39.100	111.593
2016	37.030	111.593
2017	35.890	127.974

Source; Research results, 2017

The number of poverty of the Central Statistics Bureau of East Java is calculated based on the amount of poverty in each family. Meanwhile the data of government of Malang city calculated by each indivdual.

Based on data from Central Statistics Bureau of East Java, poverty development in Malang continue to decrease. This is different on data from the government of Malang, in 2017 that actually increased from 111,593 in 2016 to 127,974 in 2017. This means there are 16,381 people. The phenomenon of the poverty amount based on the following data shows that it related to supporting and inhibiting factors.

Factor that support the development of poverty reduction in Malang City is caused the government of Malang has set a policy to overcome the problem of poverty, i.e. the Mayor of Malang Regulation Number 28 of 2014 concerning Strategies for Poverty Reduction in Malang City 2013-2018 [20]. This policy is a form of implementation of Presidential Regulation Number 96 of 2015 concerning the Amendment of Presidential Regulation Number 15 of 2010 on National Acceleration of Poverty Reduction [21]. The Law Number 23 of 2014 on Regional Government in Overcoming Poverty is also another legal regulation for poverty reduction [22]. Various basic policies have given guarantee for the poor society to live a better life.

However, obstacles to achieving the policy objectives are common. The lack of synergy, coordination, and integration among implementers, the low attention for the empowerment programs, and the low monitoring and assistance to the poor community after training are some of the obstacles in achieving goals to improve the welfare of the poor.

Based on the theoretical perspectives as well as the findings of previous studies, the foundation for the research on the policy implementation of poverty reduction in Malang City employs the Grindle Implementation Model. The research site was Bandungrejosari and Tanjungrejo Urban Village, Sukun District.

MATERIAL AND METHOD

This study used a descriptive qualitative approach. The analytical method used is the interactive analysis [23].

Data Collection

Data was collected through interviews with various stakeholders involved in the implementation of policies, i.e. executors and their staff, community agencies and the recipient community program. The observation was done

directly to the implementers in implementing the policy and to the program beneficiaries receiving the policy program. Data collection through documentation was done by collecting secondary data in accordance with the research. Data condensation followed the data collection process. The results of data condensation would be presented in a structured manner according to coding until it could be deduced to form the research findings.

RESULT AND DISCUSSION

Based on the results of the research, the Mayor Regulation Number 28 of 2014 concerning Strategies to Overcome Poverty in Malang City has been running quite well and has been helping to decrease poverty in the city as well as to increase the welfare of the poor. However, there are obstacles affecting the achievement of the policy goals.

Content of Policy

The contents of poverty reduction policies are influenced by the various interests. The interests affecting poverty policy in Malang are not only from Malang City government as the policy maker and implementer, but also from private sectors, consultants, academics, community institutions, and others involved in poverty reduction process in Malang. Poverty reduction in Bandungrejosari and Tanjungrejo is influenced by the Regional Work Unit of Malang City, the urban village government, the Urban Village Community Empowerment Body, and

Local Self-Reliance Body; the latest is the most important. Other groups are those that direct and indirect influence and involvement on the policy implementation. Target groups are less influential in policy implementation. However, in the implementation of the policy, various obstacles occur. First, technical implementers are less focused on predetermined poverty lines making the programs work not on the target community, in which there are times when the poor are considered rich and the rich are considered poor. Second, information access is still minimal to the poor. Third, the lack of synergy, coordination, integration, and integrity among implementers because of sectoral ego and lack of focus on goals. The main weakness lies in the controllers and technical implementers. Therefore, the commitment of leaders of Malang City to mobilize subordinate and resources is needed, and communication between implementers to focus on policy objectives and policy implementation must be made better [24];[25];[26]. The more factors affecting the policy implementation, the more achievement of goals will be affected as well [17].

The position of the decision maker is as the Mayor of Malang in order to run the policy of the Central Government and achieve the vision and mission of the Mayor and the Vice Mayor of Malang.
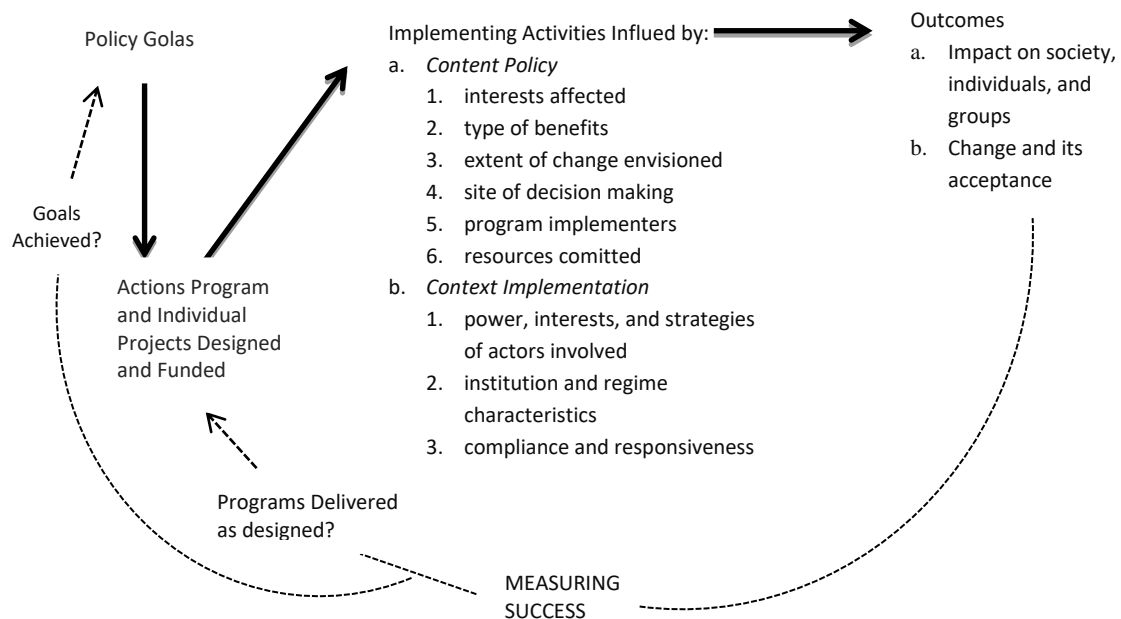

Figure 1. Implementation as a Political and Administrative Process
Source: Grindle (1980:11

The Regional Work Unit Malang, Bandugrejosari and Tanjungrejosari Urban Village are under the power of the Mayor and the Vice Mayor to implement the policy of poverty alleviation Malang, which means that the they all support programs through each Work Unit involved and the programs they do together with the community institutions. The program of Bandungrejosari and Tanjungrejo Urban Village is the community empowerment, one of them is for the poor.

The local government of Malang City has competent and capable program implementers, both the Work Unit and the government of Bandungrejosari and Tanjungrejo Urban Villages. Moreover, the implementer of the policy consists of various Work Units incorporated in the Poverty Reduction Coordinating Team. The government of Bandungrejosari and Tanjungrejo Urban Village also cooperate with various community institutions. Resources consist of various sectors. The government of Malang City has spent IDR 1,2253,781,521,072 from 2014 until 2017 for the program. However, the allocation is more on cash assistance for education, health, and physical infrastructure. There is budget for empowerment programs in such small amount. Human resources and budget of the urban village government is minimal with only IDR 250,000,000 to 500,000,000 received. However, the Local Self-Reliance Body assists the urban village government in poverty alleviation in Malang. This community body focuses on poverty prevention, especially on the physical infrastructure development, and its source of budget is the local government of Malang. On the other hand, the Urban Village Community Empowerment Body focuses on economic, social, and environmental empowerment of the poor community and its source of budget is the central government. This shows that both local government and central government support budgeting for poverty alleviation in Malang City.

The facilities used by the Work Units, the government of Bandungrejosari and Tanjungrejo Urban Villages are not adequate. Empowerment is provided by means of manual training. When the community uses the knowledge and skills they get during the training, the inadequate facilities make them only able to produce small quantities manually. Training then becomes not useful in the long term, as the products the community makes cannot compete with products from big companies having greater capital and sophisticated technology. Affirms that empowered communities are experiencing difficulties in production and business technologies and competition related to capital [3];[4], leading to inequality [2]. One solution to overcome inequality is to support the implementation of policies through the adequate production technologies as needed by the poor communities who obtain training [25];[26].

Context of Implementation

The policy implementation must be supported by the right environment because the responsibility and interests of the village government is implementing the policy in order to achieve the vision and mission of the Mayor and Vice Mayor of Malang. The vision and mission of Malang City leaders is caring for "*wong cilik*", the poor. This is one of the goals of poverty reduction policy in Malang. The strategy used by the urban village government in poverty alleviation is cooperation with the Urban Village Community Empowerment Body, and Local Self-Reliance Body as community institutions; yet, the later is more active. In addition, the urban village government has its own program through empowerment and support programs of various Work Units or Poverty Reduction Coordinating Team through the coordination function. The agencies involved include the Social Services Agency, the Cooperative and Small Business Agency, the Youth and Sports Agency, the Health Agency, the Education Agency, the Housing and Settlement Agency, the Public Work and People's Housing Agency, as well as other personnel responsible for poverty reduction.

The community through direct election chooses the Mayor and the Vice Mayor. These leaders have the slogan of caring for "*wong cilik*" or the poor; the slogan is embodied in the vision and mission to improve the welfare and provide protection to the poor.

The Mayor of Malang appoints the head of Bandungrejosari and Tanjungrejo urban villages. They are under the authority of the Mayor. The urban villages have no full power to define their own visions, missions, and programs; they have to follow the district government. The district government is under the authority of the city government. Thus, the urban villages play a role in supporting the city government through the existing programs.

The urban villages must be comply and responsive toward implementers in implementing policies according to the role. However, in reality, Tanjungrejo Urban Village

gets no assistance. After the training is done, the community has to work themselves, as elaborated by some Work Units through interviews. The urban village has limited budget and power, so they cannot do much. Such this also happens to monitoring, as monitoring of results is one of the flaws in policy implementation [19]. Local Self-Reliance Body, whose source of budget is from the central government, does monitoring. That is, it is more responsive in implementing poverty alleviation.

This is different from Bandungrejosari Urban Village. The community gets assistance from the responsible parties. This has made policy implementation easier.

The context of policy implementation must be supported by the right environment. This policy is implemented in order to achieve the vision and mission of the Mayor and the Vice Mayor of Malang. This ensures the achievement of the policy objectives. However, there are constraints in terms of compliance and responsiveness. Compliance and operational responsiveness are not done to monitoring of program outcomes, due to limited resources and power. There must be a policy to support poverty reduction programs from the city government of Malang [14].

Policy Results

The implementation of the policy has brought a positive impact for the poor in Tanjungrejo Urban Village. The poor can enjoy less spending, have better skills, as well as to have access to education and health. However, the empowerment is not continuing due to mismanagement by members of the business group, which makes the community products unable to compete with products using better production technology and bigger capital. The government of Tanjungrejo Urban Village acknowledges that the implementation of the program is limited to providing training. The poor in Tanjungrejo Urban Village could enjoy cash assistance for education, health, and physical infrastructure. The program intervention by the Local Self-Reliance Body helps the community; this means an increase in the welfare of the community.

The poor in Tanjungrejo experiences an increase in income through training to develop their skills and the cash assistance. The latter seems to play bigger role in reducing poverty, while training has not done much to improve the welfare due to unsustainable mentoring after

training as well as no production technology available to help the community develop their skills to create products. There are, however, downsides.

1. Some people say that the changes last only from 6 months to 2 years, as business groups do not run well due to mismanagement [5].

2. Some program receivers do not experience changes or increase in economy, as they receive only one program, while changes occur when the community gets more than one programs. Some of them still have no access to information due to limited resources [28];[29];[30].

3. The program is not on the right target, as happens in Tanjungrejo Urban Village, because the Work Units are less focused on policy objectives. The more parties involved should make things go smoother, yet in reality, it only raises sectoral ego. The solution is to focus on policy objectives and the support of the supreme power or reduce the number of Work Units involved [17].

4. The results of empowerment programs lasts only 6 months to 1 year, as the products lose in competition with similar products produced with better technology. Empowerment programs are not taken seriously and if they do then the technological support is very limited [4];[31]. Capital factors also become an obstacle to compete in the bigger scale economy [3].

5. Changes experienced by the community in Tanjungrejo are not only due to the programs by the village government and or the city government, but also due to the programs from the central government and community agencies involved using the budget from the central government. However, this can be interpreted as a form of collaboration, and this can become the input and criticism of the policy of the government of Malang City and the resources used.

It seems that the Tanjungrejo village government and the city government focus only on short term results of policy implementation, and not yet for long term effect [19]. The empowerment has given little attention to the involvement of the poor in Tanjungrejo. The poor must be seen not only as an object, but also as a subject; it means involving the poor actively

through participation [29]. The implementation approach is no longer limited to spoon-feeding the poor, but to encourage the poor to empower themselves with the help of cash and skills provided; this way, the poor must get themselves independent and empowered [32].

In contrast to Tanungrejo Urban Village, the policy beneficiaries in Bandungrejosari have gained a positive impact in both cash and empowerment assistance. This cannot be separated from the synergy between the urban village government, the Urban Village Community Empowerment Body, the Local Self-Reliance Body, and the community participating in empowerment; community participation plays such a big role in poverty reduction in empowerment programs. The government, the bodies, and the community become big capital to overcome poverty. The other supporting factor is that members of the business group consist of various business characteristics with different welfare backgrounds, so that they can help each other [33]. However, program implementers pay little attention to community development, so targets are not all right and only some people experience the growing welfare.

There are factors affecting success in community empowerment. Many people in the Bandungrejosari Urban Village run a handicrafts business and other small businesses; this is different from Tanjungrejo, where small businesses are rare. The facilitator of the program expects that the village government and the Urban Village Community Empowerment Body do more to accommodate the empowerment of the small businesses.

In a macro level, poverty in Malang City has decreased. Here is the development of poverty reduction and target achievement of Malang City from 2013 to 2017.

Table 1.2 Poverty Reduction in Malang City 2013-2017

Year	Beginning	End Year (%)	Poverty Reduction (%)
2013	5.19	4.85	-
2014	4.85	4.80	0.05
2015	4.80	4.60	0.20
2016	4.60	4.33	0.27
2017	4.33	4.17	0.16

Source: Research Results Processed, 2018 [33];[34]

If achievement of set target doesn't appropriate , Malang City's efforts will have an impact on poverty reduction. From 2014 to 2015, the government can reduce the percentage of 0.20% and cut it by 0.27% from 2015 to 2016.

During 2016 to 2017 can reduce 0.16%. It is not as big as 2015 and 2016.

However, the figures have not shown the achievement of set target, which is 0.20% annually. It is expected to remain 4.05% in 2017, and it is not achieved, as poverty is still 4.17% in 2017. The target is not achieved in 2017 because the government in 2014 only able to reach 0,05% poverty reduction. So it will effect in 2015 to 2017.

Factor that support poverty reduction is because of the policy implementer consist of team not just one regional device that only works is very helpful. In addition, there is collaboration with company and campus community participation that helps and actively participates in poor society. Meanwhile, the obstructive factors of poverty reduction are not effective, because of the poverty reduction coordination team is less focused on the target, sectoral ego, less participation of poor people and participation less active people.

The technical difficulties of program implementers in addressing poverty problems and differences in target group behavior, the environmental socioeconomic factors, and technology all become challenges for poverty reduction. This makes it difficult to achieve goals. Thus, there is a need for support from higher powers related to technical training and commitment [14], the right approach to policy implementation according to the needs of the poor as to achieve policy goals [30], the support from the community to focus on objectives, and the continuous assistance including monitoring after the training [19]. In addition, the community must also be directly involved, not only through representatives [32]. The allocation of resources as well as the use of technology and human development for poverty reduction is crucial; poverty reduction is not simply providing cash assistance. In addition, interests that affects the objectives set need to be moved to focus on goals and achievement [17].

CONCLUSION

This study adopts the implementation model by Grindle. In contrast to other findings, the implementation of poverty reduction policy in Malang is characterized by sectoral ego and inappropriate program targets due to the lack of synergy, coordination, and integration among implementers. Focus on goals is weak. The city government has not completely focused on empowerment, as Local Self-Reliance Body does

it. The policy has helped to decrease poverty in Bandungrejosari and Tanjungrejo Urban Village. However, some of the poor in Tanjungrejo Urban Village are unable to compete in the industry and business due to the lack of capital and production technologies. Empowerment is minimal in Tanjungrejo. The city government has not provided much monitoring and assistance after training. The program seems superficial, as it focuses on the end result and budget absorption. In addition, community participation is low. The role of local government is still dominant.

There must be a monitoring policy so the implementation does not simply stop on the program delivery. There must be budgetary support for skills empowerment, capital support and production technology available, control and mobilization of local resources to focus on goals, empowerment or human development, active collaboration between different stakeholders focusing on the objectives, and participation of the community in poverty reduction in Tanungrejo. The policy beneficiaries must be actively involved in the programs, the number of Work Units involved must be made less, and the division of roles between the central government and local government must be made clear through the cluster division strategy. It may be best for the provincial and city governments to focus on empowerment, while the central government focuses on social assistance. In addition, there needs to be a chance for the poor to open up businesses and to collaborate with other businesses. This way, poverty becomes an integrated approach, so the burden of budget and human resources can be overcome.

Empowerment needs to be done using a state approach within a certain time; the government cannot simply send some people to give training and everything ends after that. Competitiveness takes time to build.

This study is not equipped with quantitative data related to poverty in the research sites, so the researchers use interview data from program beneficiaries. Theoretically and empirically, poverty reduction policies in Malang City need to consider the development of capital and local revenue. Studies need to be done to understand the issues and contributions of the programs in addressing poverty. The proposed paradigm of policy implementation needs assessment by using the third paradigm or mixed paradigm. If we still use a bottom-up model like the Grindle Model and other models, theoretical discussion of other bottom-up models are needed so the study becomes comprehensive and it answers the research problems.

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