

Policy Implementation on Implementation of Society Economic Empowerment Fund Utilization

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Abstract

The society economic empowerment program in Kupang City aims to improve the economic structure and the giving of productive economic business capital which is in a small scale in accordance with the potential in the regency level, the target of which is the society who has the individual business in a small scale which has run. This research would like to describe and analyze the policy implementation on society economic empowerment fund utilization in the Kupang City Regional Development Planning Agency and the Society Empowerment Institution. The research method used in this research was descriptive research method with qualitative approach and spiral data analysis proposed by Creswell. The research result showed that the society economic empowerment program had not been able to empower the entire potentials which were available in society.

Keywords: Implementation, Empowerment, Society Economic Empowerment Program

INTRODUCTION

According [1] Economy development is a part of an effort done by the Indonesian government to realize and improve the society's prosperity either in national or regional level. The development paradigm must be centered on people (people centered development) which views people or society as the main actor in the development by actualizing all potentials owned by the society or called as empowerment. The concept of empowerment is viewed as post-modernism belief because it emerged in the 20th century. The emergence of the concept of empowerment is the result of action and reaction towards worlds of idea, social structure and cultural system which develop previously in a country. Basically, the empowerment is placed in the individual and social level.

Nowadays the activity of the society empowerment which is forcefully implemented by the Kupang City government, the Province Capital of East Nusa Tenggara, is society economic empowerment program. The program is one of the Kupang City government's priority programs by giving the revolving fund without interest to the society as the benefit receiver in order to improve the economic structure. This

fund is derived from the Regional Government Budget (APBD) and distributed to the Society Empowerment Institution. The legal basis of this policy refers to the Kupang Mayor's Decree No.112D/KEP/HK/2017 on the third Amendment of the Kupang Mayor's Decree No.15A/Kep/HK/2013 on the Technical Guide of the Implementation of Society Economic Fund Utilization in Kupang City.

Every public policy has a good purpose and is oriented on the achievement of the purpose and problem solving. However, in its implementation, the society economic empowerment program as the Kupang City government's priority program has a problem. Sikumana District of Kupang City becomes one of the 10 districts getting a poor judgment because Sikumana District of Kupang City becomes the biggest fund delinquent at present to the amount of Rp. 310.308.000 from the total fund of Rp. 500 million granted. The low service quality is also an attention directed to the Sikumana District Society Empowerment Institution of Kupang City.

How great a policy plan or a program it is, if it is not realized well and right, then the program of the policy will be in vain. Policy implementation requires the policy implementors who are really honest, have an appropriate competency, have high commitment to earn what becomes their purpose and really have concern for the prevailing guideline of the regulation. Unfortunately, the policy

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implementation is frequently used as an event to give a service to the interests of certain groups, individual or even political party. According [2] Even the policy implementation is often seen as a policy that has a lot of political content in which the ones who have interest as far as possible try to influence it. Further, this research would like to describe and analyze the policy implementation on the society economic empowerment fund utilization in Kupang City Regional Development Planning Agency and in Sikumana District Society Empowerment Institution of Kupang City.

RESEARCH METHOD

According [3] The research method used in this research was descriptive research method with qualitative approach. According [4] In doing the data collection, the researcher used participative observation, profound interview and documentation for the same data source together. According [5] In analyzing the data obtained, the researcher used spiral data analysis technique proposed.

RESULT AND DISCUSSION

Policy implementation of Society Economic Empowerment in Kupang City Regional Development Planning Agency and in Sikumana District of Kupang City.

To see how far the success of the policy implementation of society economic empowerment in Sikumana District of Kupang City, then the writer used the policy implementation model from Van Meter and Van Horn which analyzed the success of the policy implementation from 6 things, namely policy standard and objective, resources, inter-organizational communication and activity strengthening, characteristics of implementing agent, social, economic, and political condition, as well as disposition of implementor which would be discussed further below:

Policy Standard and Objective

According [6] state that in determining the policy standard and objective, someone can use the statement of the policy maker, as reflected in several documents such as regulation and program guideline which clarify criteria for the evaluation of policy performance. In several cases, however, policy standard and target must be deduced of each researcher.

The target in this policy is the society which has an individual business; however, in the implementation in Sikumana District of Kupang

city was found out that Sikumana District Society Empowerment Institution of Kupang City seemed to be partial to determine the objective which would be decided as the fund receiver of the society economic empowerment by using family factor as a standard to decide the fund receiver of the society economic empowerment. This case happened because the Village Head and Sikumana District Society Empowerment Institution of Kupang City had full authority on the management of this policy fund and its allotment, which finally it led to the tendency to emphasize the interest of family and acquaintance around them first and after that the others' interest. The number of the objectives, in this case was the society of Sikumana District of Kupang City, also did not match between the report of the Sikumana District Society Empowerment Institution of Kupang City and the real number in the field. Based on the data of the Society Empowerment Institution, the society as the policy objective who received this policy benefit numbered 46 people; however, the fact in field was found that the number was only 39 people.

This policy standard which was the strengthening and development of productive economic business by giving the fund assistance in the form of grant to the society had not been able to strengthen and develop society productive economic business activity. That case happened because the majority of the fund receiver of this policy had not returned the fund on time as what had been stipulated. The society reasoned that they were not able to return the fund they borrowed because their productive economic business was difficult to gain profit. The effect of the society's incapability and the Society Economic Empowerment Institution to strengthen and develop their productive economic business finally resulted in the arrears of the fund return to the treasury of Sikumana District Society Empowerment Institution of Kupang City. This case was proven by the amount of the fund arrears of this policy which was huge, that was Rp. 310.308.000 with the result that the distribution process of this fund was at a standstill.

Resources

According [6] state that a policy gives more than standard and purpose which can be used to assess the implementation of a policy. The available resources are also needed to facilitate an administrative activity. These resources can also be included fund or another incentive in the

program which is possible to encourage and facilitate the effective policy implementation. Further, according to Van Meter and Van Horn in several cases of policy implementation, the fund is usually insufficient. Study shows that the limited supply of incentive is the main contributor of the failure of a program.

In its allocation, the resources in the form of incentive were always carried on by the Kupang City government in order to always increase with the purpose of facilitating the society to borrow the fund with the bigger amount. It was done to meet the policy standard and objective that was the policy of strengthening and development of society productive economic business in a small scale and individual business in a small scale which had run. The policy fund was derived from Kupang City Regional Government Budget (APBD) in 2013 in which Sikumana District of Kupang City received the fund disbursement as much as Rp. 250.000.000 and so far the incentive given had reached Rp. 500.000.000 and now it is being planned to increase to be Rp. 1 billion.

Inter-Organizational Communication and Activity Strengthening

Communication becomes a main key in the communication exchange among parts in an organization. Van Meter and Van Horn (1975:466) state that communication inside and among organizations is a complex and difficult process. In transmitting the message to down in an organization, or from one organization to another organization, the communicator must change intentionally or unintentionally.

In its implementation, inter-organizational communication was often done once in every 3 months by regional government organization (OPD) related to: Regional Development Planning Agency, Social Agency, District, Society Empowerment Institution and the society together with Kupang City councilor from the election region of Maulafa Sub district. Sikumana District Society Empowerment Institution also delivered a report to Kupang Mayor accompanied with the latest bank deposit slip dated in the 10th every month with the certified copy to Head of Kupang City Regional Legislative Council, Head of Regional Development Planning Agency and Sub district head. The coordination was also often done with the related regional government organization (OPD) and the council during the community consultations on development planning in district (musrebang). The other coordination was done when the Kupang Mayor and OPD did an

impromptu visit to Sikumana District of Kupang City. For the district level, the coordination done was every once in a month by the Head of Society Empowerment Institution to the Village head as a patron at the district level to report the activity and management at the Society Empowerment Institution. The facilitator of the district delivered the report of the task implementation to Head of Kupang City Regional Development Planning Agency every month at the latest date of in the 5th. Next, the coordination between the Society Empowerment Institution and the fund receiver society of society economic empowerment was done every day either formally at the service time or informally when the service time was not available. However, in the implementation which became a problem in inter-organizational communication was dishonesty in information transmission by the policy implementor in the lower level to the policy implementor in the upper level because the policy communicated was inappropriate, inaccurate and inconsistent. It was proven by the administrative records regarding the name list of the fund receiver of the society economic empowerment in Sikumana District of Kupang City which was not in accordance with the real fact in the field; however the data error of the receiver remained to be accepted by Kupang City Regional Development Planning Agency.

The activity strengthening in the policy of society economic empowerment in Sikumana District of Kupang City for the city level which in this case was technical and expert teams had educational level from Senior High School level to Bachelor's degree level. Then, Senior High School level was the lowest educational level which was recruited by the District. The recruitment did not prioritize work experience because the training would be given to these policy implementors after they were appointed as executive of Society Empowerment Institution.

Characteristics of Implementing Agent

The implementing agent was human resources involved in performing a policy which was then called as an implementor. This implementor had an important role which ended to how the achievement or the result of a policy in accordance with the policy standard and objective. A policy would end in failure if the policy was performed by human resources or implementor which were incapable no matter how good or perfect the policy was.

Technically, the characteristics of implementing agent could be said that it was already good to achieve efficiency in terms of the staff format. Therefore, Kupang City Society Empowerment Agency was merged into Kupang City Social Agency in 2017 that was since the replacement of Kupang Mayor Jonas Salean to Jefri Riwu Kore regulated in Kupang Mayor's Decree No.105/2017. The Decree was on the Appointment of Kupang City Head of Regional Development Planning Agency and Kupang City Head of Social Agency as the Controller Official on Management of Society Economic Empowerment Fund in the year of 2017. Hierarchy supervision level was done step by step from the upper supervision level that was the Mayor to the lowest level that was the society; however, the supervision was still weak in the district level. The weak supervision in the district resulted from the supervision by the technical team which was only done once in every 3 months. As a result, it gave big space and opportunity to the Society Empowerment Institution and the Village head to implement the policy as they wished.

The organization of the policy implementor of society economic empowerment did not have a source to politics. The communication in this policy was open vertically and horizontally. However, this communication was only accompanied by the freedom in communicating with individual outside the organization. On the other hand, the weakness of the implementing agent was the competency of the Society Empowerment Institution in which in its implementation the writer found the fact that there were verification and reverification error of the fund receiver of the society economic empowerment. The error was that several fund receivers of this policy were active civil servants and did not lack capital business and then it was not in accordance with this policy objective. Moreover, the disorderly administrative records caused the emergence of several names of the fictive receivers which numbered 7 people in 2017.

Social, Economic, and Political Condition

An effort to implement the policy had to pay attention the support from external environment such as social, economic and political condition. These external factors were viewed to have a direct affect to the giving of public service and the performance of public policy. According to Van Meter and Van Horn (1975:471), the impact of economic, social and

political condition to the public policy has become a focus of attention of public policy for over the past decades. The researchers of the public policy are very interested to identify this environmental affect to the policy output.

In its implementation in Sikumana District of Kupang City, economic resources in jurisdiction or the implementing organization were enough to support this policy implementation by the budget allocation which continued to increase annually. There was no restriction from the political elite, even though this program was a continuation program from the mayor administration of the previous period. The thing which became a problem to this policy in its implementation was the social condition that was climate in Kupang City. Kupang City only had two seasons: dry and rainy seasons. The dry season lasted longer than the rainy season and in the transitional period the storm wind would happen. In March to October, the wind flow came from Australia and did not contain much vapor and then the dry season happened. On the contrary, in December - February, the wind flow coming from Asia and Pacific Ocean contained much vapor which caused the rainy season. The average temperature and air humidity in Kupang City ranged from 22,30° - 33,50°C. The highest temperature around 33,50°C happened in September and the minimum air temperature was 22,30° C in August. The average air humidity in Kupang City and its surroundings was around 83,25% with the variation of 73 % to 99 %. Such air humidity was affected by the length of the sun radiation. The length of the sun radiation reached 9,5 hours/day on the average.

This climate condition contributed to the success of the policy. The correlation between the climate condition in Kupang City and the policy of the society economic empowerment in Sikumana District was that there were several merchants who stated that in the transitional season from the dry season to the rainy season, the storm usually happened. Therefore, the chicken breeders had to have more capital to maintain their business to remain to run by giving more vaccine than usual in order that the chickens could be escaped from the disease and loss. Besides, several fish sellers who the writer interviewed stated that when the west wind/storm wind season came, the fish price from the fishing boats would tend to increase. The increased fish price had an impact to their business because the fish were not much in demand.

Disposition of Implementor

Van Meter and Van Horn (1975:472) state that disposition in the policy implementation is preceded by the befiltered first through the implementors' perception in what limit the policy is implemented. There are three kinds of response elements which can affect their ability and will to implement a policy, those are: first, the response direction of the implementors: acceptance, neutrality, and rejection; second: cognition, comprehension and understanding to the policy; and third, intensity to the policy. The comprehension on the general meaning of policy standard and purpose was important because in any case the successful policy implementation could be frustrated when the implementors (officials) were not aware of the policy standard and purpose.

The implementors carried out the policy indifferently. The employee in the Society Empowerment Institution frequently came late and was not available during the service time. It should be known that the service time in the Sikumana District Society Empowerment Institution of Kupang City was opened starting at 8 a.m. - 3 p.m. However, the executive officials of the Sikumana District Society Empowerment Institution of Kupang City often did not come punctually that was at 9 a.m. until 10 a.m. They reasoned that they should take their children to school, and then at 11 a.m. they picked up their children at school, afterwards they went back to the office at 1 p.m.

For the implementor's cognition or comprehension to the policy, it was found out that they had not comprehended the policy well and right with the result that it was not in accordance with the guideline of the policy. Consequently, the verification of the fund receiver of the society economic empowerment became less thorough and then there were the fund receivers who were well-to-do people regarding the capital business. Another problem was that the comprehension to the good and right administrative records still lacked. It led to the administrative records in Sikumana District to get a poor judgment from Kupang City government because there were several names, the address of which was clearly unknown.

Impact of Society Economic Empowerment Policy in Sikumana District of Kupang City

The strengthening and development of resources potential of policy benefit receiver society in Sikumana District of Kupang City

The Society Empowerment Institution was more focused to the society whose return of the loan fund was smooth and then they got a priority for the next loan. On the other hand, the society whose return of the loan fund was stagnant did not become a priority because they were considered to contribute to the failure of the policy. The majority of the society who could strengthen and develop their resources was the fund receiver society for the second times, while the majority of the society who were not able to develop and strengthen the resources did not become a priority for the next fund.

Economic structure improvement of policy benefit receiver society in Sikumana District of Kupang City

Generally, the society economic empowerment policy in improving the society economic structure had a good impact. However, in its implementation in micro level that was in Sikumana District only happened to part of the society. Several people who exerted themselves to receive this fund were still hampered in empowering their business to gain profit. The result of the society's incapability to empower their business was that the society would borrow some fund to the cooperation to pay off their debts in the Society Economic Empowerment Institution.

Healthy competition among the business agent

In running the business, each business agent of the policy fund receiver carried on what to do and did not want to join the unhealthy competition among the fellow policy fund receivers or the ones who did not receive this policy fund. It was because each of them only focused on seeking profit and developing the business as well as how to return the fund to the treasury of Sikumana District Society Empowerment Institution of Kupang City.

CONCLUSION

The policy objective had not been able to strengthen and develop the entire society productive economic business activity. The resources were always supported by the government; however, the utilization of the fund tended to be not in accordance with the purpose of the policy. The inter-organizational communication was inappropriate, inaccurate and inconsistent. The characteristic of the implementing agent factor had not been competent in micro level. In social, economic and political condition there was support in the form of economic resources in the implementing

organization which supported the policy implementation and also there was support from the political elites.

The inhibiting factor was the social environment condition because it was hampered by the climate/weather factor. The characteristic of general opinion was that the time span the loan fund return was too short. The other inhibiting factors were the disposition of the implementor that was the implementor's response to the policy tended to be indifferent, the implementor's comprehension to the policy was not in accordance with the guideline of the policy and the value preference in which the implementor tended to receive the policy formally and tended to be scared of the superior. The potential (resources) development only prevailed to the society who really could develop the business. The Society Empowerment Institution was more focused to the society whose return of loan fund was smooth and then they could get a priority for the next loan. The society economic structure improvement was still hampered by the kind of business factor which was difficult to develop, the business location and the time span of the fund return which was felt too short. In running the business, each of the fund receiver society only carried on what to do and did want to join the unhealthy competition among the fellow business agents.

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