

Implementation of the Policy of Prosperous Community Development Movement (A Study of Gerbang Mastra Collaboration in Kolaka District)

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Abstract: This study is aimed at (i) analyzing and describing the collaborative process of governments, private institutions, and communities in the implementation of Community Welfare Movement Policy in Kolaka Regency; (ii) analyzing and describing the factors fundamental to the success of the implementation of welfare community development policy in Kolaka Regency; (iii) analyzing and describing the prototypes of collaborative models of governments, private institutions, and communities in the implementation of community welfare movement policy in Kolaka Regency. This research method is a qualitative descriptive research (i) data are collected through in-depth interviews with informants, observation, and documentation; (ii) data analysis techniques employ a model of phenomenological interaction consisting of three components of analysis: reduction, data presentation, and conclusion.

Four approaches have been applied to the implementation of the program of community welfare development movement in Kolaka Regency: (i) communication -- it creates very effective and efficient communication between stakeholders to explain the procedures for implementation of the program of Gerbangmastra; (ii) resources -- it is sufficient support both in terms of labor and finance; (iii) disposition -- the role of government is very strong with the implementation of the regency head's regulation of Gerbangmastra; (iv) Bureaucratic structure -- the structure, especially at the local government level, is well prepared to support the program.

The factors supporting successful implementation of the community welfare development movement in Kolaka Regency are (i), leadership, (ii), attitude and commitment, (iii) local culture, and (iv), communication.

The prototype model of public, private, and community collaboration in the community welfare development movement policy in Kolaka is known as "FIVE FINGER MODEL" that consists of (i), clear standard of policy assessment, this helps the implementer to be creative and achieve the goal; (ii) legality, it constitutes legal cooperation with signed memorandum of understanding or patent cooperation between government and private parties; (iii) communication, coordination is managed by using horizontal and vertical communication; (iv) Public participation, community participation is motivated and directed so that the implementation is well organized and controlled; (v) strong government, the government is authoritative and capable of directing the wheels of government to reach its goal.

Keywords- Policy, implementation, collaborative.

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I. INTRODUCTION

Paradigm of New Public Service (NPS) as a study of modern public administration puts the issue of service performance of public organizations as the main issue of interest to be a discourse. Paradigm movement from New Public Management (NPM) oriented to customer satisfaction to the New Public Service (NPS) paradigm emphasizes the public service quality aspect by prioritizing the beneficial outcomes for community, quality and value, products and interests on norm.

Denhardt (2003: 12) [1] states that effective governance is a government that focuses on responsibility to serve and empower its citizens. It is becoming important the government apparatus utilizes shared value-based leadership in helping citizens to articulate and find mutual interests rather than trying to control or direct community to a new direction.

This phenomenon becomes more dynamic, especially after a number of service users complain that performance of public organizations is a source of tardiness, convoluted, and in-efficiency. Image of public organizations including government bureaucracy services in ministering community interests in general is very

bad compared with private organizations. Thus, it is necessary to implement the policy based upon the community welfare and interest as part of public administration study.

In the approach, people are encouraged to be actively involved in decisions of development process, whether in the planning, development, or maintenance phases. Sumodiningrat (1996) [2] states that community-oriented development provides people an opportunity to participate in the development process and to enjoy the development in accordance with their ability. The purpose of development with a participatory approach is to accelerate the creation of developmental climate that encourages the effort of providing space and broader access for community to participate in determining the direction of development policies.

Private and community domains are the key to driving public economy. This synergy and collaboration is not only at the level of implementation, but initiated from the planning phase of development. In order to achieve the success of development, public participation is absolutely necessary, including their participation in: (1) the development process, (2) the development outcomes accountability, (3) recovering development. Public participation in development is certainly tailored to their respective capacities: some people are given opportunity to participate in development planning and others participate in development implementation.

Some advantages of the collaboration the government set in motion in development program implementation:

- a. Increase community sense of belonging to a program so as to ensure the continuity of the program.
- b. Reduce the obstacles to innovation programs, assist to disseminate information, or increase the number of people involved in the program implementation.
- c. Reduce the dependence on external factors and improve people's ability to solve problems.
- d. Programs that emphasize the community tend to fit the needs of the community.
- e. Sharing risk, in the sense that all risks shared between the government, private sector, and community.
- f. Sharing of funds, so as reducing the dependence on Regional Budgeting (APBD)

Realizing governance based on good governance and clean government principles.

The collaboration set in motion has implications for improving community welfare. Community should be given greater opportunities to participate in both planning and implementation of development, particularly to assess the extent to which development is able to improve socio-economic conditions of community, improve community capacity to participate in development and to utilize the opportunities to participate in development.

Based on empirical conditions, there are some lessons learned from Kolaka District, Southeast Sulawesi Province through the Development Movement Program of Prosperous Community (Gerbang Mastra) and the implementation of other relevant activities by involving the private sector and community. *Gerbang Mastra* program is a policy of Kolaka government in improving public service through the acceleration of physical and non-physical development with the principle of empowerment and mutual cooperation. The ultimate goal of this development activity is the improvement of community welfare and initiated the implementation in 2006 based on Regent Regulation number 334 year 2006 about Prosperous Community Development Movement Model.

The policy of *Gerbang Mastra* development involves the government, private and community in realizing the development goals and community welfare. However, the collaboration to realize the program of Prosperous Community Development Movement (*Gerbang Mastra*) in Kolaka District was not erected in accordance with collaboration foundation. The collaboration between government, private, and community is based only on: *first*, short-term cooperation between government, private, and community that still requires a number of adjustment and coordination and management so that the program can achieve its objectives efficiently for the benefit of community in Kolaka District. *Second*, there are still many problems, especially the relatively low quality of human resources apparatus, limited government budget, the non-synergic role of private and community in the efforts of achieving the goal of *Gerbang Mastra* program.

Based on the problems presented above, the researcher is interested to conduct in-depth research on "Implementation of the Prosperous Community Development Movement Policy (Study of the collaboration of government, private, and community in Kolaka District)".

II. THEORETICAL REVIEW

1. Public Administration Paradigm (Grand Theory)

Over the course of history, the concept of "the old public administration" has also evolved through the transformation of new concepts. One of them is the birth of rational concept of Herbert Simon model in his book *Administrative Behavior* (1957) [3]. And so is the concept of public choice. The core idea or mainstream of the old public administration, described as follows:

- 1) The focus of government is on services provided directly by and through authoritative government agencies.

- 2) Public policy and administration deals with the task of designing and implementing policies to achieve political objectives.
- 3) Public administration only plays a smaller part of the process of making government policies than attempts to implement public policy.
- 4) Efforts to provide services should be made by responsible administrators to public officials and those given limited discretion to carry out their duties.
- 5) Administrators are accountable to democratically elected political leaders.
- 6) Programs are administered well through the hierarchical line of the organization and controlled by officials from the higher level hierarchy of organization.
- 7) The primary values of the public administration are efficiency and rationality.
- 8) Public administration is run very efficiently and closed. That is why community involvement is limited.

The role of public administration is broadly defined as planning, organizing, staffing, directing, coordinating, reporting, and budgeting.

George Edward III (in Winamo, 2008) [4] states that implementation is crucial for public administration and public policy. Implementation is the policy phase between program establishment and policy consequences for the community it influences. If a program is not appropriate or cannot reduce the problem of the policy target, then the program may fail even if the program is implemented properly. Meanwhile, a brilliant program may also face failure if the program is not implemented properly.

Referring to the view above, the implementation of a program has an important and decisive role in tackling the problem on which the policy refers to as target.

Jones in Gaffar (1997) [5] stated there are three types of activities in the policy implementation:

1. *Organization: The establishment or rearrangement of resources, units and methods for putting a policy into effect*
2. *Interpretation: The translation of language (often contained in a statute) into acceptable and feasible plans and directives*
3. *Application: The routine provision of service, payments, or other agree upon objectives or instruments.*

2. Theory of Development and Empowerment

a. Concept of Development

Basically, each development process has three elements as basic concepts, namely by the existence of:

- 1) Process of change
- 2) Resource mobilization
- 3) Capacity building.

As a process of change, development can be explained and understood in different way. The difference is identifiable from the sources or factors that encourage change. In addition, the process of change can also be seen from whether the change is fundamental and has intensity or not intensity and whether or not it goes by structural transformation. As a process of resource mobilization, it is also visible from different views and explanations. For example, which one of the three development stakeholders is given authority of management: government, community or private.

In broad outline, development has several approaches, among others are: 1) process approach, 2) problem-solving approach, and 3) approach to policy formulation. In the perspective of policy formulation, three technically approaches can be developed: participatory approaches, empowerment approaches, and collaborative approaches. Based on the developmental experience in Indonesia since the New Order Period (*Era Orde Baru*) until the Reformation Period (*Era Reformasi*), the most commonly applied approach is the empowerment approach.

b. Community-Based Development

In general, the principles used from the community-based development model refer to fundamental preferences informed through the approach of respond to needs, environmental-oriented development and optimization of community active role. The public sector is at present facing a more complex challenge and difficult to cope with such complexity without innovative efforts. In this regard, government need to adopt a form of innovation, which leverages innovation assets from multiple sources of organizations and individuals to discover, develop, and apply ideas from within and outside organizational boundaries.

Collaborative innovation is defined as a collaborative approach to innovation and alternative problem solving by utilizing resources and creativity from community and external aspirations of citizen, nonprofit organizations and private companies to strengthen or accelerate the innovation, the range and the quality of innovation in the public sector. Based on this sense, an innovation must be overt, involving the actors both from within and outside of organization, including from the private sector and citizen aspirations integrated into the innovation cycle.

Community participation is an integral part of regional development. It is due to several things, among others: First, participation is a voluntary contribution to development without having to be involved in decision making. Second, participation is the process of making people more sensitive in order to receive and respond to various development projects. Third, participation is an active process, means to person or group taking initiative and having autonomous to do something (Mikkelsen 2005: 53) [6].

c. Concept of Collaboration

Position of the concept of collaboration in Public Administration Science can be highlighted by taking a close look at the concept from various scientific concepts. Collaboration is an inter-organizational relationship (sociological Perspectives), intergovernmental relationship (Public Administration), strategic alliances (Business Management), Multi-organization Networks (Public Management) (Agranoff and Mc.Guire: 1996: 23) [7]. These four perspectives dive into one theme of explaining interaction and cross-organizational relationships.

In literature of public management and policy, it is also known as the term policy network and intergovernmental management (Aganoff (1996) and Hale (2003), in Keban, 2007: 27) [8]. The term is used in reference to description of how public policy and public management networks are indispensable at local government to deal with issues the organizations cannot manage. Networking is a network institutional format composed of several organizational units that build relationship in relatively flexible patterns. Robert Agranoff '(2003) in Warsono, (2009: 115) [9] divides several types of intergovernmental networks in accordance with their degree of networks: (1) Information networks, the lightest degree type of cooperative network. In this type of network, some regions/organizations can make forums for making exchange of policy and program, technologies and solutions to common problems; (2) Development Network, an interrelationships between organizations are stronger, because additional to informational exchange is education and services that directly increase the capacity of regional and organizational information to solve the respective problems; (3) Outreach network, the preparation of programs and strategies for each region/organization adopted and implemented by other regions or organization, and; (4) Action network, a form of the most solid intergovernmental. With this form, the regions or organizations to be the members jointly arrange the action programs as proposed.

Some experts describe several phases in collaboration process. Gray (1989) in Krane and Lu (2010: 11) [10] suggests three phases of collaborative framework: regulatory, direction, and implementation. Krane and Lu (2010: 11) in Himmelman (1996) [11] revealed collaborative process is viewed as a set of strategies to change society through empowerment collaboration. The core of each collaborative model is how the collaborative process actually established. Thomson and Perry (2006: 21) [12] state that the multidimensional model of collaborative process includes the dimensions of governance, administration, autonomous organizations, togetherness, norms of trust, and the reciprocity.

Thomson and Perry (2007: 13) [13] define collaboration as a process whereby the autonomous or semi-autonomous actors interact through formal or informal negotiations that collectively create rules and structures governing their relationships and ways to act or decide things making their togetherness. It shows the form of process involving mutual norms and mutually beneficial interactions. Referring to the definition, there are five key dimensions of collaboration:

- a. Governance
- b. Administration
- c. Organizational Autonomy
- d. Mutualism
- e. Norms

Based on the description above, it is perceived that as part of a participatory development management, collaboration is in currently a major concern in public management. Thus, absolute collaboration requires networking to better accommodating the role and participation of community and stakeholders in a synergistic and integrated collaboration system. Collaborative public management focuses on public consultation steps on any policy the government decides.

3. Prosperous Society Development Movement (Gerbang Mastra)

Gerbang Mastra was initiated from the Regulation of Kolaka Regent No. 334 year 2006 about the Model Village of Prosperous Community Development Movement. This program is an integrated work demonstration involving cross-sector agencies, private and community in a developmental movement based upon community participation. The objectives to be achieved in this collaborative activity are to improve public services, encourage empowerment for increased production and income that ultimately increases public welfare.

This *Gerbang Mastra* program uses corporate social responsibility (CSR) program of companies in Kolaka District. This movement argues that CSR should not only move on to the philanthropy aspect, but also to community empowerment. CSR in this context is also a policy set by management. CSR is a great potential of non-government funds as a transformation embryo towards community independence. If it can be optimized,

both on funds allocation and utilization process of the funds, it can then be an alternative solution for solving community welfare problems.

The goal of *Gerbang Mastra* is to improve public services and encourage empowerment to increase production and income that ultimately improve community welfare. In general the objective of this program is to build and foster the spirit of togetherness, mutual cooperation of development against backwardness, poverty and unemployment.

III. RESEARCH METHOD

This research analyzes and describes the process and model of collaboration between government, private, and society in the implementation of the policy of the Prosperous Community Development Movement (*Gerbang Mastra*) in Kolaka District through the study of public, private, and community collaboration.

The research was carried out in Kolaka Regency on the implementation process of *Gerbang Mastra* policy conducted by Local Government, private and community in realizing the goal of *Gerbang Mastra* program.

Based on the research type, this research includes qualitative research, investigating a social phenomenon and human problems. The outcome is qualitative-descriptive data in the form of written or spoken words from people and behavior observed based on collaboration process in the implementation of *Gerbang Mastra* policy in Kolaka District.

In this research, the researcher makes a complex picture and studies the words, detailed reports from informants and the natural situation (Creswell, 1998: 101) [14]. The outcome is descriptive data in the form of written or oral words from people and behavior being observed.

The research approach is a collaborative study approach. It is an intensive test by using various sources of evidence that are limited by time and space that occur in the field as a whole and in accordance with the fact to obtain information and a number of empirical data about phenomenological symptoms of the collaboration of government, private, and community on the implementation process of *Gerbang Mastra* policy.

The data are obtained directly by making interviews and observation on the research object. The data are about opinion (person) in individual or in groups, the results of observation on objects (physical), events or activities, and the test results. The informants in this research the Regent of Kolaka (Bupati Kolaka) as the key informant, the Heads of Village Device Work Units (SKPD), namely The Head of Regional Development Planning Agency (BAPPEDA), Head of Public Works Office (PU), Head of Health Office, the Private Element/Business World, PT. Antam. PT Nikel, Banking elements, namely Sultra Bank of Kolaka Branch, and Public Figures.

IV. RESEARCH RESULT AND DISCUSSION

1. Implementation of the Policy of Prosperous Community (Gerbang Mastra) Development Movement in Kolaka District

The most decisive problem to the success or failure of a policy is the implementation order of the policy. Many programs are very good in concept but fail in the implementation. Policy implementation is the most decisive part in a public policy. Prosperous Community Development Movement (*Gerbang Mastra*) as one of the local government programs of Kolaka District is expected to be implemented well so that it can answer the hope of all in the effort of poverty alleviation in Kolaka.

This study describes the implementation process of *Gerbang Mastra* by focusing the theory of Edward III, namely communication, resources, disposition and bureaucratic structure.

2. Determinant Factors Supporting the Success of Policy Implementation of Prosperous community Development Movement (Gerbang Mastra) In Kolaka District

Theoretically, the success or failure of a policy implementation is determined by the ability of actors or policy implementers to optimally utilize and manage various supporting factors, and awareness of environmental constraints (norms, structures, organizational units, procedures and sanctions) and willingness and mutual participation for collective designing

The policy Implementation of Prosperous Development Movement Program in Kolaka District as a local policy is also inseparable from the obstacles and barriers, both technical and operational, which in this research is called the determinant factors of policy. Determinant factors mean factors that can make the policy work well but can also make the policy unimplemented depending on whether the factors are in good or bad conditions.

This research identifies the determinant factors of the policy implementation of *Gerbang Mastra* program in Kolaka District. These factors are leadership, attitudes and commitment, local culture and resources.

3. Prototype of Collaboration Model of Government, Private, and Community in Policy Implementation of Prosperous Community Development Movement (Gerbang Mastra) In Kolaka District

The prototype chart of the policy implementation based on the research findings is named "FIVE FINGERS MODEL" and visualized as follows:

a. Clarity of Policy Standard and Measure

Policy standards and measures are important in policy implementation, especially when involving some institutions with different background. Besides, the broad and complex policy need clear standards and clear measure to facilitate the measurement of implementation performance.

b. Legality

Legality referred to in this research is a form of legal cooperation and bound in a MOU or Patent Cooperation Agreement between the local governments of Kolaka Regency with the company that has been contributing to the smooth development in Kolaka.

c. Communication

Communication is one of the requirements for successful policy implementation, where the executors must know what they should do. Communication is one of the determinant factors in successful policy implementation. In this context, communication consists of horizontal communication called coordination and vertical communication called socialization.

d. Public Participation

Continual public participation in community will give a great contribution to the policy implementation because community involvement in socialization process will complete the policy implementation. Therefore, public participation that runs naturally will be better when this condition be organized so that the implementation process becomes structured and controlled.

e. Strong Government

Implementation of *Gerbang Mastra* policy in Kolaka District strongly requires a strong government to build public participation, especially private involvement in the development in Kolaka. Strong government is reflected by qualified leadership so as to be able to activate or convince the concept implementation in development for society welfare improvement.

V. CONCLUSION

Based on theory and empirical study in this research, it can be recommended that the main proposition is collaboration legality in order to realize Sustainable Development in the implementation of *Gerbang Mastra* policy in Kolaka District.

Collaboration to implement the policy of *Gerbang Mastra* program in Kolaka District is not running well in general. It is due to content of policy implementation only runs naturally so that there is no significant difference between *Gerbang Mastra* program and other development programs.

Determinant factors in the collaboration to implement the policy of *Gerbang Mastra* program in Kolaka Regency observed in this research are: leadership, attitudes and commitment, local culture and resources. These five factors are generally the supporting factors toward the policy implementation.

Prototype of the implementation of *Gerbang Mastra* program formulated in this study is named The Five Finger Model: a) Clarity of Policy Size Standard, b) Legitimacy, c) Communication, d) Public Participation, e) Strong government.

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