

Policy Implementation of the Family Hope Program in Empowering the Poor in Bone Bolango Distric

Nirmala Afrianti Sahi¹, Taufiqurokhman², Andriansyah³
{nirmalaathirah@gmail.com¹,taufiqurokhman@dsn.moestopo.ac.id²,andriansyah@dsn.moestopo.ac.id³}

¹Fakultas Ilmu Sosial dan Ilmu Politik Universitas Gorontalo, Jalan Jendral Sudirman, Limboto, Kabupaten Gorontalo, Indonesia.

^{2,3}Fakultas Ilmu Sosial dan Ilmu Politik Universitas Prof.Dr. Moesopo (Beragama), jalan Hanglekir I Nomor 8 Jakarta, Indonesia

Abstraction: Implementation of the Family Hope Program policy In empowering the poor in Bone Boloango Regency is one way for the government to overcome the complexity of the problem of poverty, by empowering communities to be more independent, both economically, socially, culturally and politically. With comprehensive and holistic handling in an organized manner. The poverty reduction in Bone Bolango District has been carried out through development programs through APBD funds to the poor who are scattered, but have not been able to show maximum results. BPS Bone Bolango District in the last four years the percentage of the total population shows that the poor population has increased, mostly in rural areas, with an average of about 21% per year of the total poor population. This study uses descriptive qualitative research methods. The results of the implementation of family program policy expectations in breaking the poverty chain in 18 sub-districts in Bone bolango District have benefited from the impact of policy implementation in the form of outputs and policy outcomes from aspects of physical infrastructure, economic aspects and social aspects for the government and the poor in Bonebolango district.

Keywords: Implementation, Policy, Family Hope Program, Empowerment

1. Introduction

Community empowerment is basically aimed at realizing prosperity, sovereignty and independence, welfare is reflected in improving the quality of life born physically and the ability of the community to fulfill their basic needs, especially in the fields of economics, education and health, sovereignty is formed from the degree of community participation in development decision making , while independence is realized from the ability of self-help and mutual cooperation to fulfill one's own needs through the utilization of all the potential of both natural resources, human resources, community institutions, financial capital, and existing social capital. Overcoming poverty is essentially an effort to empower the poor to be independent, both in terms of economic, social, cultural and political. The complexity of the problem of poverty requires a holistic and holistic response, covering various aspects of people's lives and implemented in an integrated and well-organized manner. More similar opinions and assumptions say that poverty was triggered by a prolonged economic crisis. But if traced further, there are other factors that lead to poverty alleviation programs. These factors can be seen from the aspect of program management which starts from planning, organizing,

implementing, and monitoring. According to Huraerah [1] "government policies in the context of overcoming poverty appear to have experienced several paradigmatic errors, among others, First, still oriented to the economic aspects rather than the multidimensional aspect.

Various policies rolled out by the Central Government to reduce the number of powerless communities such as According to Cahyat and Moeliono (2005) [2], state that many poverty alleviation programs are carried out by the government and other parties, but the impact is not yet real. In many cases, the success of the poor and regional government management model is caused by several things: (1) Programs not on target; (2) The program does not last long. 3) Programs are forced on the poor; 4) Programs are not accessed due to structural barriers; 5) Lack of coordination between the village government and facilitators. There also stated that the empowerment of the poor had been charitable (Charity) which tended to make the poor more dependent on outside assistance and very few poverty reduction programs that truly fulfilled the goal of empowering poverty. This means that poverty alleviation programs are not based on local communities. As a result their economies range and they easily return to the poverty line or endure poor conditions even though changes in physical conditions indicate that the beneficiaries have changed.

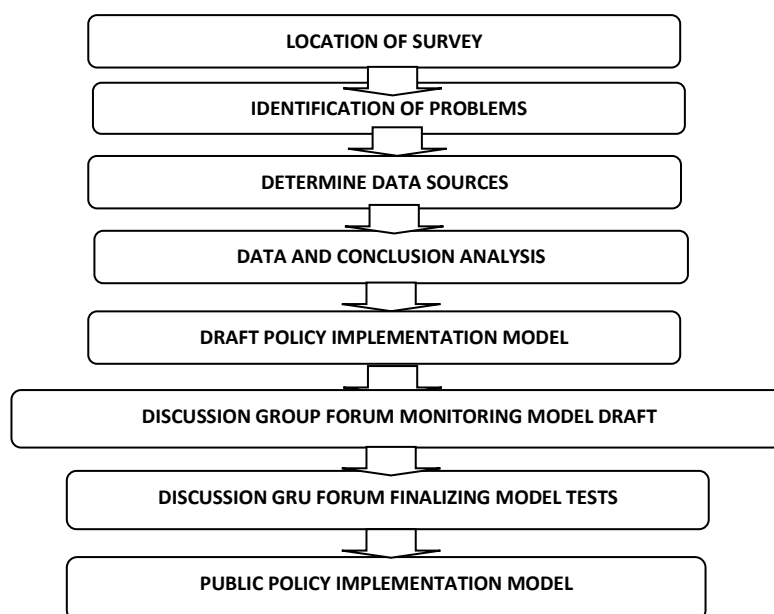
The poverty alleviation in Bone Bolango District has been carried out through development programs through APBD funds to the poor who are scattered, but have not been able to show maximum results. For example, BPS data of Bone Bolango Regency in the last four years from the percentage of total population shows that the poor population has increased, most of which are in rural areas, with an average of about 21 persen per year of the total poor population. (Source: Gorontalo Provincial Strategic Center Agency 2017). Based on the initial observations, the researchers assumed that the Family Hope Program in Bone Bolango District came into force in 2007 with a total of 18 sub-districts. According to data from the National Socio-Economic Survey (Susenas) conducted in December 2016, the number of poor people in this area reached 21.3 percent of the total population. This poverty condition causes many poor families who cannot access education and health properly.

According to the researcher, the Hope Family Program shows a significant phenomenon because there is biased access in poverty reduction programs [3]. This is due to the lack of consistent institutional performance and working mechanisms that are still ambiguous. This point is important to rediscover strategic institutional policies in poverty alleviation in Bone Bolango District which became the Locus of this Research, therefore it needs to be analyzed more deeply about the implementation of policies by integrating the factors that determine the success of the implementation strategy of the Hope Family Program program. Based on the above description of the importance of empowering the poor, efforts need to be made towards the implementation model of poor community empowerment policies that have been carried out by the government. This is intended so that the implementation of the empowerment model of the poor can provide better results as an evaluation effort as well as reconstruction of the poverty alleviation model. So that researchers are interested in conducting research with the research formula with the title; Implementation of Family Program Policies. In Empowering the Poor in Bone Bolango District".

2. Method

This study uses a qualitative research approach. Furthermore, the data traced includes primary and secondary data. The method used to determine the source of data in this study is Purposive Sampling, namely the technique of determining data sources with certain considerations, for example people (resource persons) are considered to know the best about

what we expect [4]. With the Purposive Sampling method, the data source in this study is Bone Bolango District. The stages and steps of this study are as follows: Stages of research begin with: (1) Preparation of administration and coordinating with local governments including related SKPD; (2) Searching for speakers who have related competencies; (3) Tracing various problems and constraints faced in policy implementation; (4) Prepare a model of policy implementation involving the relevant regional governments and experts / academics. Furthermore, the research steps to produce a model for the implementation of the Family Program policy strategy can be described as follows:



3. Result And Discussions

3.1. Profile of Research Location

This research is in the area of Bone Bolango Regency where geographically the regency has an area of 1,984.58 Km² or 16.24 percent of the total area of Gorontalo Province. The widest sub-district is Pinogu District with an area of 385.92 Km² or reaching 19.45 percent of the area of Bone Bolango Regency. While for the smallest area is Bulango Selatan District with 9.87 Km² or 0.50 percent of the area of Bone Bolango. Administratively, Bone Bolango Regency is limited by: (a) North Side: Gorut Regency and North Bolaang Mongondow Regency; (b) South Side: Tomini Bay; (c) East side: South Bolaang Mongondow Regency; (d) West side: Gorontalo City and Gorontalo Regency.

Bone Bolango District was conditioned in 2012 by a number of definitive sub-districts, namely: 18 sub-districts and 167 villages / kelurahan / Technical Implementation Units. The eighteen sub-districts are: (1) Tapa District, consisting of 7 villages, namely Talulobutu, Talumopatu, Dunggala, Langge, South Talulobutu, Kramat and Meranti; (2) North Bulango District, consisting of 9 villages, namely Bandungan, Boidu, Tupa, Longalo, Tuloa, Lomaya, Kopi, Bunuo and Suka Damai Villages; (3) South Bulango District, consisting of 10 villages, namely South Ayula Village, South Huntu, North Huntu, North Ayula, Ayula Tilango,

Lamahu, Mekar Jaya, Ayula Timur, Sejahtera and Tinelo Ayula; (4) Bulango Timur District, consisting of 5 villages namely Bulotalangi Village, West Bulotalangi, East Bulotalangi, Toluwaya and Popodu; (5) Bulango Ulu District, consisting of 7 villages namely Owata, Mongiilo, North Mongiilo, Pilolaheya, Ilomata, Suka Makmur, UPT Owata; (6) Kabila Sub-district, consisting of 12 villages and villages, namely Dutohe, Tanggilingo, South Toto, Poowo, Talango, West Poowo, West Dutohe, Padengo, Oluhuta, Tumbihe, Pauwo and Oluhuta Utara Villages; (7) Botupingge Subdistrict, consisting of 9 villages namely Buata, Luwohu, Timbuolo, Panggulo, Timbuolo Timur, Tanah Putih, Timbuolo Tengah, Panggulo Barat and Sukma; (8) Tilongkabila Subdistrict, consisting of 14 villages namely North Toto Village, Tamboo, Bonggoime, Bongopini, Moutong, Tunggulo, Lonuo, Motilango, Iloheluma, Permata, Butu, South Tunggulo, Berlian and Bongohulawa; (9) Suwawa Subdistrict, consisting of 10 villages namely Tingkohubu, Boludawa, Bube, Huluduotamo, Bubeya, Bube Baru, Tinelo, Ulantha, East Tingkohubu and Helumo; (10) South Suwawa Subdistrict, consisting of 8 villages, namely Bulontala, Libungo, Molintogupo, Bonedaa, Bondawuna, Bulontala Timur, Pancuran and Bonda Raya; (11) East Suwawa District, consisting of 6 villages namely Tulabolo Village, Dumbayabulan, Tulabolo Timur, Tulabolo Barat, Poduwoma, Pangi, Tinemba, Tilangobula and Panggulo; (12) Central Suwawa District, consisting of 6 villages namely Lompotoo, Lombongo, Duano, Tolomato, Alale and Tapadaa Villages; (13) Bone Pantai District, consisting of 13 villages, namely Tolotio, Tamboo, Bilungala, Tongo, Uabanga, North Bilungala, Tihu, Green Valley, Tunas Jaya, Ombulo Hijau, Batu Hijau, Kamiri and Pelita Hijau; (14) Kabila Bone District, consisting of 9 villages, namely Huangobotu, Molotabu, Oluhuta, Botubarani, Biluango, Modelomo, Botutonuo, Olele and Binalahe; (15) Bone Raya District, consisting of 9 villages, namely Inomata, Tombulilato, Mootinelo, Mootayu, Mootawa, Pelita Jaya, Laut Biru, Alo and Moopiya.

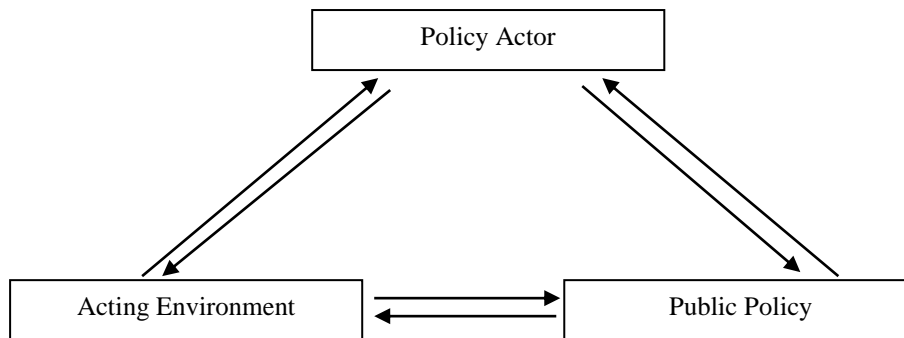
3.2. Implementation of Public Policy

Public policy or public policy comes from public / public / public words and policies / policies or policies. According to James E. Anderson in Solichin Wahab [5], formulating policies is equated with wisdom as behavior of a number of actors (officials, groups, government agencies) or a series of actors in a particular field. Besides that, Carl Friedrich in Solichin Wahab [5] states that policy is an action that leads to goals formulated by a person, group or government in a particular environment due to the existence of certain obstacles while looking for opportunities to achieve goals or realize the desired goal.

According to Suharno (2008: 11), the term policy will be in line with the word policy. This term has different meanings with wisdom and wisdom. Budi Winarno and Solichin Wahab [6] agree that the term policy of use is often exchanged with other terms, such as goals, decisions, laws, provisions, standards, proposals and Grand design. The United Nations (UN) provides a definition of policy as a guideline for action. This guide can be very simple or complex, general or specific, broad or narrow, public or private. The policy in its meaning might be a declaration regarding a program, regarding certain activities or a plan [6]. With regard to the concept of this policy, Cholisin (2002) defines public policy as actions or decisions made by the government concerning public interests that have goals and how to achieve goals, through interaction with socio-political forces. In line with the concept put forward by Cholisin, Robert Eyestone [7]

The scope of public policy is very broad because it covers various sectors or fields of development, such as public policy in the fields of education, culture, health, and so forth. Besides being seen from the hierarchy, public policies can be national, regional, or local, such as laws, regency / city government regulations, and regent or mayor decisions. According to

William N. Dunn [8], there are various policies that are opposed by the community because they are reactive and there are still many shortcomings and weaknesses of the policies issued by the government. Among the weaknesses in policy are the core of unknown problems, experiencing weakness due to opposition from the public, policy outcomes are not as expected. Basically policies in the policy system include reciprocal relationships between three elements, namely public policy, policy implementation, and policy environment which can be described as follows:



Resource: William N. Dunn [9]

Public policy is the thought of a group of people or government that aims to be implemented by each implementor so that what policy makers hope and think can be carried out and right on target. Good policy is a policy that is always concerned with the interests of policy goals, not the interests of policy makers. Policies that are not in favor of the policy objectives will make the policy futile.

3.3. Factors Affecting Public Policy Implementation

In the process of implementing a policy, experts identify various factors that influence the success of implementing a policy. From this collection of factors, we can draw the red thread that influences the success of public policy implementation. Edward proposed four factors that influence the success of policy implementation. These factors are: (1) Communication. To ensure the success of policy implementation, the implementer must know exactly what he is doing. In addition, the policy target group must also be informed about what are the policy goals and objectives. This is done so that there is no resistance from the target group. Resource. Without adequate resources, certainly the implementation of the policy will not run optimally. Resources are important factors other than communication in the implementation of policies so that policies can run as expected; (2) Disposition. What is meant here is concerning the character and characteristics possessed by the implementer such as: honesty, democratic nature. Without the disposition of a good implementer, the policies that are implemented cannot run well otherwise. Bureaucratic structure. Bureaucracy is the structure that implements policy. Bureaucracy has a significant influence on policy implementation. Different from what was stated by Edwards about the factors that influence the success of policy implementation, in the article the factors that influence policy implementation. Wordpress.com kurniawan suggests that there are three factors that can influence the success of policy implementation. These factors are: (1) Content or policy content; (2) Good policies from the content side at least have the following characteristics: clear, not distorted, supported

by a proven theoretical basis, easily communicated to the target group, supported by good human and financial resources.

3.4. Driving and Inhibiting Factors of Community Empowerment Through the Hope Family Program.

3.4.1. Drivers of Community Empowerment

According to Ife and Tesoriero [10], "empowerment means providing resources, opportunities, vocabulary, knowledge and skills to improve the ability of communities to determine their own future and to participate and influence the lives of their people". From this definition it is clear that empowerment is not just helping poor people to become poor. The definition of empowerment according to Ife and Tesoriero is more directed at increasing the ability of the community to be independent, can control their future and can even influence others. In line with Ife and Tesoriero, Manullang (2008) [11] said that "in essence the notion of empowerment discusses how individuals, groups or communities try to control their own lives and strive to shape the future as they wish". Manullang (2008) said that "the goals and targets of empowerment can be different, for example in the fields of economics, education or health" [11]. Empowerment can also vary in development so empowerment in a field can be different from other fields.

From the understanding and indicators, empowerment in the perspective of social work has levels, namely 1) from powerless to empowered, 2) after empowering and then strengthening and 3) after strengthening and then developing. Social work in empowerment efforts does not stop at achieving individual abilities to meet their daily needs but rather to increase the capacity of the individual to be able to carry out his social functions. The definition of empowerment that is deemed appropriate to address citizen problems is the understanding as stated by Ife and Tesoriero (2008) [10]. The conceptual view of empowerment according to Ife and Tesoriero has a tendency to carry out a process of giving abilities so that later the community can overcome its own problems. This understanding is in line with the principle of social work that helps clients so that clients can help themselves. Therefore, in the process of research and implementation of the intervention model there are stages of planning activities that cannot be done in a participatory manner with the community. Some activities in developing social capital in community empowerment require planning and intervention from outside parties. Nevertheless, the intervention model and activity plan can only be applied if the community accepts and agrees on the results of the analysis of the problems it faces and is willing to actively participate in the empowerment program that will be implemented. The definition of empowerment according to Payne has a tendency to show the empowerment process by giving or diverting some of the power from the environment to individuals so that they have the ability to determine their life choices. Interventions are carried out to encourage and direct the community in a transformation process that allows citizens to control their lives and determine their own future.

3.4.2. Inhibiting Factors of Community Empowerment.

Community empowerment in various fields cannot be separated from the various obstacles that accompany it. The obstacle that often arises is the difficulty of synergizing various empowerments in an integrated program. By focusing on one dimension, development will ignore the wealth and complexity of human life and the experience of society. There is no reason to say that various actions to empower people cannot be synergized. Integrated understanding does not mean that all types of empowerment activities are carried out

simultaneously. Integrated community development can be described as a series of empowerment activities carried out systematically and complementary. Empowerment is not a program that can be implemented in a short or temporary period. Empowerment must be carried out continuously by continuing to develop the types of activities that are most appropriate for the community.

4. Conclusions

Based on the foregoing description, research on the Implementation of Family Program policies Hope in empowering the poor in Bonebolango Regency can be summarized as follows: First: The Hope Family Program mechanism is a direction to realize that the Harpan Family Program is running well, therefore the Family Hope Program mechanism includes: (a) Data, to ensure all data and information related to the implementation of the Family Program Hope in management there is no coordination between the regional government and Program Companion; (b) There is an RSTM that gets a Dual Empowerment Program intervention from the Regional Government as well as from the Regional Government. Second:

The role of the Family Hope Program (PKH), in poverty alleviation, has been maximized in the distribution of aid or has achieved its goals well because the role of the Hope Family Program has increased the quality of human resources, especially in the poor. In particular, the role of the Family Hope Program is: (a) To improve the socio-economic conditions of the poor; (b) Increasing the level of education of the children of the Hope Family Program participants; (c) Improving the health and nutrition status of pregnant women, postpartum mothers and children under 6 years of age from the poor; (d) Increasing access and quality of education and health services, especially for the poor.

The Family Hope Program that has been implemented in the Bonebolango District which is a Family Program Hope that has been carried out by the Indonesian Ministry of Social Affairs for the past eleven years has brought enormous benefits to the people. In this case, the author will provide two recommendations for the Family Hope Program which has been running for eleven years in Bonebolango Regency, namely: the implementation of the Hope Family Program should have a deadline for recipients in this case a Very Poor Household. Because this Program was implemented until now, the number of Poor Households had only experienced a slight increase or dismissal of recipients of its assistance. So, this program is expected to be implemented in a rolling manner for beneficiaries of Very Poor Households in Bonebolango District who have not felt the value of the benefits. Secondly, the participation of the central government of Gorontalo Province and Bonebolango Regency is expected to be able to monitor the implementation of the Hope Family Program. So that this program can run as expected. Because in its implementation there are still some shortcomings that need to be evaluated regarding the number of beneficiaries and the payment system that is always paid is not on time. Finally, the use of funds for schools cannot be fully utilized.

Reference

- [1] A. Huraerah, *Kekerasan Terhadap Anak*. Bandung: Nuansa, 2006.
- [2] A. Cahyat and M. Moeliono, "Pengarusutamaan Kemiskinan: Apa, Mengapa dan Bagaimana?," 2005.
- [3] A. Ekardo, F. Firdaus, and N. Elfemi, "Efektifitas Program Keluarga Harapan (PKH) Dalam upaya Pengentasan Kemiskinan di Nagari Lagan Hilir, Kab. Pesisir Selatan," *J. Ilmu Sos. Mamangan*, vol. 3, no. 1, pp. 1–9, 2014.
- [4] Sugiyono, "Memahami Penelitian Kualitatif," *Bandung Alf.*, 2016.

- [5] A. W. Solichin, *Analisis Kebijakan: Dari Formulasi ke Implementasi Kebijakan Negara*. Jakarta: Bumi Aksara, 2008.
- [6] Suharno, *Prinsip – Prinsip Dasar Kebijakan Publik*. Yogyakarta: UNY Press, 2008.
- [7] B. Winarno, *Teori dan Proses Kebijakan Publik*. Yogyakarta: Media Pressindo, 2002.
- [8] A. Subarsono, *Analisis Kebijakan Publik Konsep, Teori dan Aplikasi*. Yogyakarta: Pustaka Pelajar, 2010.
- [9] W. Dunn, *Pengantar Analisis Kebijakan Publik*. Yogyakarta: Gadjah Mada University Press, 2003.
- [10] J. Ife and F. Tesoriero, *Community development: Alternatif Pengembangan masyarakat di Era Globalisasi*. Yogyakarta: Pustaka Pelajar, 2008.
- [11] M. Manullang, *Dasar-Dasar Manajemen*. Yogyakarta: Ghalia Indonesia, 2008.