

The Impact of the Implementation Based on the Policy Development Neighborhood for the Social Welfare in the City Of Manado

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Doi:10.5901/mjss.2016.v7n2s1p259

Abstract

This study aimed to describe and analyze the impact of policy-based Development Neighborhood on the welfare of people in the city of Manado. This type of research is qualitative with the phenomenological approach. Data were collected through observation, documentation, and in-depth interview with the informant who set intentionally (purposive sampling) based on the degree of involvement and understanding of informant in the focus issue. The results showed that PBL policy infrastructure program has a positive impact on society beyond the targets and objectives. Otherwise, socio-economic programs negatively affect: the target situation, the future target, optimizing the utilization of financial resources, and indirect costs.

Keywords: Impact, Implementation, PBL Policy, Public Welfare.

1. Introduction

Mayor Regulation No. 46 of 2011 established policies in Development Environment (*Pembangunan Berbasis Lingkungan*/PBL) based on the Law of the Republic of Indonesia No. 23 of 2014 on Regional Government and Law on Social Welfare of the Republic of Indonesia No. 11 of 2009. The PBL policy objectives are to improve:

- a. The participation of the whole society,
- b. The capacity of community institutions,
- c. The capacity of the government in providing services,
- d. Synergies among the community, local government, and private sector,
- e. The social capital of society according to the potential social and local culture,
- f. Innovation utilization of appropriate technology, information and communication to the target to establish adequate infrastructure, increasing the income of low people with additional capital for small businesses, and improving the welfare of low-income people in 504 neighborhoods spread environment in the city of Manado.

1.1 Implementation of Public Policies

To understand the impact of public policy cannot be separated from a realizing of the concept of policy, implementation, and public policy determinants. Nugroho (2011, p. 66) considers that public policy is a dynamic form of the political dimension, law dimension and management dimensions. The political dimensions, looking at public policy as an option based on the political system, which is the result of a democratic process that is built for the mutual benefit of every citizen. The law dimensions, looking at public policy as a policy that has binding legal force citizens, organizers' states and parties related to this public policy. The management dimensions, looking at public policy as a managerial process in which public policy is through the process of planning, implementing, supervising and monitoring even evaluated the level of success or failure of policy. While Pasolong (2013, p. 38), says that the policy is a series of alternatives ready to be selected based on certain principles. It is a result of in-depth analysis of the various alternatives that lead to decisions about the best alternative.

Implementation of policy measures in the form of operational activities. Wahab (1997, p. 68) discusses the views

Denhard that the implementation is the scene of the action or the action, where all the planning that is formulated in a policy that is operated. In the implementation of the policy, Akib (2012, p. 16-17) discusses the implementation model of Mazmanian and Sabatier policy are classified into three categories. The first category is independent aspects easy or difficult a problem is controlled. Its scope is the technical difficulty, the diversity of the target behavior, the percentage of target groups about the population, and the extent of the change desired behavior. The second category is the ability to intervene aspects of policy to systematize the process of implementation of political policies or program management. Its scopes are clarity and consistency of policy objectives, the distribution of funding sources, the integration of the hierarchy between the implementing agencies, the decision rules of the executing agency, recruitment agents of management, and formal access to foreigners. The third category is dependent aspects, beyond the political aspects that affect the implementation process of the policy. Its scope is the socio-economic conditions and technology, public support, attitudes and resources belonging to groups, support of superiors and officials of commitment and implementation leadership abilities. Although related aspects presented through the stages to the implementation process involve the production of policy implementation bodies, target groups comply with the will of the release of the policy, the real impact upon the output politics, the output of the impact upon the policy as it is perceived, and repair. In the implementation of the running of the policy sometimes faced with factors that support and hinder implementation. Siregar (2013, p. 3), discuss the view of Van Meter and Van Horn, which suggested six aspects that influence the implementation of the policy. Those are political, resources, communication between the organization and the strengthening of activity, characteristics of the executing agency, the layout of the performer and the social, economic and political standard and targeted.

1.2 *Impact of public policies*

To assess whether the public policies that affect the public, and Dunn (2013, p. 610) suggest several criteria, including:

- a. To evaluate the effectiveness, if the desired results were achieved,
- b. Evaluation of the efficiency, how much effort is required to achieve the desired success,
- c. To assess the adequacy of how far the achievement of expected results to solve problems,
- d. Assess the alignment, if the costs and the benefits are evenly distributed to groups of various
- e. Assess responsiveness, if the results of policies to meet the needs,
- f. Assessing preferences or values certain groups
- g. To evaluate the accuracy, if the result (destination) you want useful or valuable.

Approach to assessing the impact of public policies mentioned by Dunn intended to assess the seven criteria. Those are whether the desired result was achieved, how much effort is needed to achieve the desired results, how the realization the desired result can be a solution, if the costs and benefits are distributed evenly across different groups, whether political outcomes to meet the needs, preferences or values of certain groups and the result (destination) you want to really useful or valuable. Unlike Dye in Pandu Pratomo et al., (2011, p. 4) suggests that the impacts of the policy are the overall effects of policy under real conditions. So there are number of policy impacts to examine the impact of policies on objectives, people outside the target called externalities or spillovers, the future, direct costs and indirect costs.

1.3 *Welfare of Society*

The welfare of society is the aim of the state, where the public entrusts the mandate to an official who is authorized to exercise this authority. Suharto (2010, p. 4-9), suggests that the Social Protection Development Goals include:

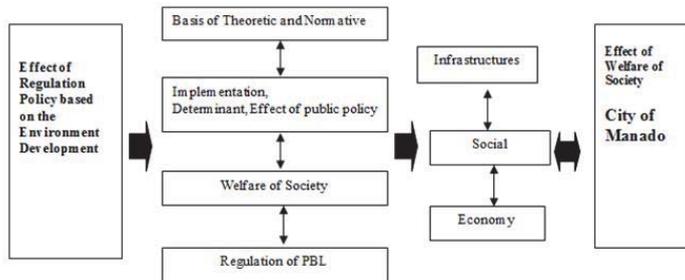
- a. The improvement of living standards, through a range of social services and social security all levels of society, especially low-income people who need social protection,
- b. Increasing empowerment through implementation of the institutional system and economic dignity, social and political and human dignity,
- c. Improving freedom through the expansion of accessibility and options by the aspirations of the ability, capacity and humanitarian standards.

1.4 *Regulation Policy based on the environment development*

1. Law No. 23 in 2014 about Regional Autonomy
2. Law about Welfare of Society No. 11 in 2009
3. Permendagri No. 32 in 2011 about Guidelines for Grant And Social Assistance
4. Major Regulation No. 46 in 2011 about Regulation Policy based on environment development

2. Conceptual Framework

The conceptual framework of this research can be seen in the chart below.



3. Research Method

This study of qualitative research phenomenological methods conducted in Community Empowerment and Agency of the Government of the Village (*Badan Pemberdayaan Masyarakat dan Pemerintah Kelurahan*/BPMPK), which includes the 504 neighborhoods. It aims to describe and analyze the impact of the implementation of the policy against the well-being of the community in the city of Manado. The impact of the policy of PBL is described and analyzed concerning the conceptual framework of Dye model. He said that the impact of policy can be analyzed through the five aspects are targeted, community outside target, next policy objectives, direct costs and indirect costs. The concept of community welfare refers to public policy guide of PBL. It explains that the welfare society is a condition of harmonious adequate infrastructure, income generation low economic community with the help of additional capital for small businesses and an increase in the well-being of the citizens of the low economic for 504 neighborhoods that existed in the city of Manado. The neighborhood is the lowest region in the structure of Government in the city of Manado.

It means, through the use of the descriptive-phenomenological method, to obtained capture and understanding of the informant or the subject of research in the form of the structure of the experience of the "Impact of Policy-Based Development Environment to Improve Public Welfare in Manado"

Data collection through observation, interviews and studies of the literature. The interviews were conducted using a semi-structured interview guide for informants. Those are four neighborhoods, three villages of the facilitator; three headmen, Head of Director of Technical Empowerment as executor, Secretary and head of BPMPK of the city of Manado, four leaders community. Data documents are BPS North Sulawesi in 2013, Manado in 2013, potential city of Manado in 2014, electronic data, document of BPMPK of City of Manado as settlement Mayor of Manado No 46 of 2011, Guidelines in General and particular, the implementation of the budget. The analysis of data referring to the interactive model of Miles and Huberman (1992, p. 112).

4. Result and Discussion

Manado City area is about 15,726 hectares, and it has 11 administrative districts, 87 villages, and 504 neighborhoods. Sub-district Mapanget is widest, with an area of 49.75 km² and the smallest sub-district Sario with an area of 1.75 km². Street length to reach of 605,213 km. Streets in the city are divided into four categories according to the street conditions are good, modest, slightly damaged and severely damaged. Demographically, the population in the city of Manado in 2011 of 419,596 people, the growth of the population of 1.13 percent, or a population density of 2,623 people per km², the number of households amounted to 111.308 (Manado dalam Angka 2013).

The number of workers as much as 193.115 people, or 63.02%, while the rate of 10.85% unemployment (BPS Manado 2013). Poor conditions showed an alarming increase from the year 2012 to 4.91% and amounted in 2013 increased by 6.73% while the policy is implemented PBL. In 2012, a population of 417,483 inhabitants, poverty 265.589 or 63.661%, poverty 20 427 inhabitants or 4.89%, are suffering from malnutrition and 226 or 0.05%, with social welfare issues 2,745 or 0.65% and pre-prosperous families 5010, or 0.12% (Manado dalam Angka, 2013).

The specific objectives of BL are increased the participation of the whole society through the process of decision-making, the institutional capacity of community which deep, representative and accountable, the government's ability to

provide services directly to the public, synergy communities, local government, private, associations, universities, non-governmental organizations, community organizations and other groups concerned, to streamline efforts of empowerment and self-sufficiency and capital head of the company that has developed in line with the social and cultural potential. The aims are the creation of adequate infrastructure development in all the villages of the neighborhood, increasing low-income society by funding of additional capital for small and micro enterprises, increasing the well-being of society because of multiplier effects, encourages people to make synergy with the different programs to increase social protection in accordance with the aspirations and needs of the community, produce top quality of the creative industrial economy that supports the vision and mission of Manado and the availability of the study environment the results of government programs as a place to learn how to plan, implement, monitor and society care activities.

The impact of the policies of PBL against the well-being of people in the city of Manado described and analyzed in reference to the conceptual framework of the model of Dye impact on: objectives, people outside of the target policy, the future of the policy objectives, the direct costs and the indirectly costs.

4.1 *The impact on Target*

PBL political realization is as follows:

- a. APBD Manado city budget in 2012 amounted to Rp 16.128.000.000, from APBD Manado. Highest limit of the available budget Rp. 46.000.000 - for each neighborhood or Rp 23.184.000.000. -. Program completion is environmental infrastructure 402 neighborhood or Rp 4.911.466.239.-. Social and economic program for 83 neighborhood or Rp 1.162.000.000. Thus, the total implementation of the budget is Rp 6.073.466.239.
- b. APBD Manado city budget in 2013 amounted to Rp 21.772.800.000. -. Highest limit of the available budget of Rp 47.200.000,- each neighborhood or Rp 23.788.800.000. -. Environmental Infrastructure Program Delivery is 411 neighborhoods. 10.683.032.116, -. Social and economic programs are not realized.
- c. Fiscal in 2014, the budget carrier in Manado City Rp. 21.432.096.000,- the highest limit the provision of budget Rp. 24.000.000, - for each neighborhood or Rp. 21.432.096.000,-. Budget changes of Manado City, the highest limit granting Activity Budget: Rp. 11.592.000.000, - each neighborhood Rp. 23.000.000, - (BPMPK Manado 2014).

Interview with the village facilitator, District of Wanea Tigri Runtuwarou Christi Peu and Fahmi Idris said that the infrastructure had not been based on the needs of each neighborhood because BPMPK has defined infrastructure activities namely drainage and embankment retaining water meant that the environment is not given to choose according to the needs within the environment (July 2, 2014), Whereas the PBL policy is a policy-based environment. Secretary of BPMPK Marthen Thomas said the neighborhood infrastructure program has changed, because in the past, there is no footstep, streetlights, sewage, compost, but it is now available (July 22, 2014). Beritamanado wrote that PBL Commission recommended a policy of not rescheduled or denied based on various studies and compelling reasons, but It still comes with forced, because PBL budget fails to be achieved with no evidence of absorption of 40 percent of the budget is prepared (uploaded 26 June 2015).

Based on these data, it was concluded that the implementation of the PBL program infrastructure policies has an impact on the situation, but not the goals and objectives of the appropriate target policy. Intended for the matter of socio-economic programs, no impact on the situation of the target due to the implementation of the PBL policy more attention to environmental infrastructure and not on people with low incomes and poor people. The achievement of socio-economic programs according to BPMPK made in the form of procurement chairs, tents where social and managing of goods proposals combined with the proposed infrastructure. Otherwise for the economic, program is deleted on the grounds that working capital was not abused by the receiver (8 July 2014). Akib et al. (2001, p. 7) said that the impact of policies on the political situation and the target group must be clear. The effect sought by the policy must also be determined.

4.2 *People outside of the target policy*

According to data obtained from BPMPK about achieving PBL policy is more emphasis on infrastructure development of the environment and the realization of social programs on the markets of chairs and tents for environment, as well as remove the economic program, we can say that the implementation of the impact of policies on the PBL beyond the target company or Dye as externalities or spillovers. Akib et al (2011, p. 7) said that the impact of policies on the situation or other groups in which case it was called externalities or spillovers, due to a number of public policy results defined by the term externalities. Thus, the implementation of a positive impact on political people outside of the target.

4.3 The future of the policy objectives

PBL aims to increase public participation in the process of decision-making to manage the development of social and economic infrastructure, building the capacity of community institutions, service to the community, increasing the synergy between the community, local government, private sector, associations, universities, non-governmental organizations, community organizations and groups to streamline the efforts of empowerment and self-sufficiency, enhancing social capital, the improvement of appropriate technology innovation, information and communication in empowering communities.

The purpose of the above is not an easy goal to achieve and implement because it requires a strong commitment by the government of the city of Manado, the head of the neighborhood, community leaders and the public consciously and continuously to try to solve the problems of infrastructure and poverty and quality of life. The impact on the future as secretary of BPMPK expressed that the implementation of policy impacts on the future of the target because since before the PBL policy footpath from oven stone, lights, sewers, compost but those are now available. Moreover, we must recognize that the implementation of the policy of the gradual nature or steps (22 July 2015). The implementation of infrastructure programs can be said to have an impact on future goals. However, for social programs had no impact because the program was merged in the infrastructure program to meet the needs of the entire community environment, and economic program is stopped.

4.4 The direct costs

Mayor Regulation No. 46 of 2011 lists the sources of funding the implementation of PBL charged to the budget through the Budget of Implementation Document of BPM-PK Manado. PBL policy realization funds are: a) The fiscal in 2012 amounted to APBD Manado of Rp 16.128.000.000,- The budget ceiling of Rp. 46.000.000, - for each neighborhood or Rp. 23.184.000.000,- b) The budget in 2013, APBD Manado amounted to Rp. 21.772.800.000,-. c) The fiscal in 2014, the budget carrier Manado City of Rp. 21.432.096.000,- Budget Ceiling of Rp. 24.000.000, - for each neighborhood or Rp. 21.432.096.000,- Manado City budget changes Budget Ceiling Activity: Rp. 11.592.000.000,- each neighborhood Rp. 23.000.000, -. Capping Program in 2012 of Rp. 16.128.000.000,., In 2013 USD. 23.788.800.000,-, Total Change Rp. 33.250.041.182, -. Total in BPMPK Rp. 37.322.586.907, - (BPMPK Manado, 2014). Mayor Regulation stated that community participation was needed by 20 percent, and 80 percent is a stimulant fund.

First-year Perwako put the PBL program budget in capital expenditure that should be on spending on goods and services, and it becomes BPK determine. For the second and third years, budget PBL program included in the list of goods and services. As a result, it must wait for changes to the budget on budget changes that set in November (July 8, 2015). Observing the budget ceiling and the realization of the policy of PBL, the Commission A DPRD Manado, Salendu and Tampi said that for two years since budgeted in 2012, the fund PBL less well absorbed into the rest of Earnings Calculation Budget (*Silpa/Sisa Laba Perhitungan Anggaran*) reached 60 percent of the total budget per month (<http://beritakawana.com/> downloaded 25 June 2015).

Based on these data, the implementation of PBL policies negatively affecting the direct cost in terms of optimizing the budget because of the direct costs provided untapped properly.

4.5 The indirectly costs

Mayor Regulation No. 46 in 2011 set fund policy realizations of PBL are: a) The fiscal in 2012 amounted to APBD Manado of 16.128.000.000,- the Budget Ceiling Rp. 23.184.000.000,- b) In 2013 budget, amounting to Rp. 21.772.800.000,-. c) The fiscal in 2014, the budget carrier Manado City Rp. 21.432.096.000,- Budget Ceiling Rp. 24,000,000, - to 504 neighborhood or Rp. 21.432.096. 000, Manado City budget changes Budget Ceiling Activity: Rp. 11.592.000.000,- Capping Program 2012 is Rp. 16.128.000.000,., In 2013 Rp. 23.788.800.000,-, Total Change Rp. 33.250.041.182, -. Total in BPMPK Rp. 37.322.586.907, - (BPMPK Manado).

Observing the budget of the PBLs policy is the president, vice-president and secretary of the Commission C DPRD Manado, says the budget tens of billions in the budget, considered a bit of a project done carelessly. Binti, said it was agreed that if the implementation of PBL solar cell work should be completed by the end of April 2015. Although the fact, the agenda set out in the 2014 budget changes must be completed in late December of last year (2014 Metro downloaded 25 June 2015). To implement the neighborhood has impact assessment meeting while the lack of funds to actualize these activities require funding in addition to funding infrastructure programs be community participation amounting to 20 percent of the total budget approved on the proposal by BPMPK Manado. These costs are indirect costs

PBL program. Thus, it can be said that the implementations of PBL policy impact on indirect costs and indirect costs are often not taken into account in the assessment because it may not always be quantified and come to lose the chance to conduct activities for the most urgent programs.

Based on the description and discussion of research results is reconstructed summaries of research findings on the impact of the implementation of the PBL policy for the welfare of society in the city of Manado, to facilitate the flow of thought, as can be seen in the table below:

Impact of Implementing PBL against the public welfare in the city of Manado in 2015.

Sub focus	Ideal Condition	Research Result	Synthesis
Impact on Implementing PBL against on target, people outside of the target, the future of the target, direct cost and indirect cost	Impact on Implementation of Policy Model of Dye	Implementation of the infrastructure program PBL policy has had a positive impact on the target and outside of the target. However, socio-economic programs negatively affect the target and future target. Negative impact on the infrastructure program to optimize the use of funding sources, with only 60 percent and achieved for indirect costs, the absence of the ability to fund other programs.	The existence of a good impact on the target, the future, and people outside the target is the objective of the implementation of the policy. Therefore, in order positively to influence the implementation of the policy, if the implementation of policy objectives and appropriate policy objectives. Funding sources are the direct cost policy. For that, available funds should be used optimally and to avoid the impact of indirect costs.

5. Conclusion

Implementor has difficulty controlling technical difficulties such as the high proportion of the target than the population; the target behavior change is desirable, ideally aims and objectives, the accuracy of the allocation of funding sources, the implementor of competence, preparedness-related parties outside the structure in participating, understanding stakeholders on policy.

A determinant in the implementation of PBL policies for the welfare of people in the city of Manado, namely:

1. The disposition and commitment of the government,
2. Standards and policy targets,
3. The dictum of funding sources that have not been appropriate,
4. Communication and dissemination,
5. The central government policy changes and the creation of social conditions that support implementation.

Implementation of infrastructure programs had a positive impact on the target, the future of society, negatively affecting the direct and indirect costs, while the social and economic programs negatively affecting the target, the future of society, the cost of direct and indirect costs.

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