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## Contents

|   |     |
|---|-----|
| The Effects of Business Intelligence on the Effectiveness of the Organization (Case Study: Airline Companies in Iran) | 176 |
| <i>Hamid Reza Rezaei Kelidbari, Mahsa Rayat</i>   |     |
| Integrative Model of Nussp Program Policy Implementation in the Poor Community Empowerment Based on Tridaya           | 187 |
| <i>Muhammad Tahir, Yulianto Kadji, Zuchri Abdussamad, Yanti Aneta</i>   |     |
| A Study on Sexual Unwellness in Old Age: Assessing a Cross-National Sample of Older Adults                            | 207 |
| <i>Sofia von Humboldt, Sara Silva, Isabel Leal</i>  |     |
| Reviewer Acknowledgements for Review of European Studies, Vol. 9, No. 3   | 217 |
| <i>Paige Dou</i>  |     |

## Integrative Model of Nussp Program Policy Implementation in the Poor Community Empowerment Based on Tridaya

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### Abstract

The implementation of NUSSP (Neighborhood Upgrading Shelter Sector Project) program policy is a residential upgrading and settlement sector project in the context of urban slum settlement management for the empowerment of the poor communities based on *tridaya* in Makassar City which was implemented since 2005-2009 (phase I). This study used a qualitative approach by using case study at five urban villages of NUSSP's program locations as the key areas, namely: Buloa, Cambaya, Lette, Rappocini, and Balang Beru sub-districts within Makassar. The data collection used in-depth interview, Focus Group Discussion (FGD), direct and participatory observation supported by document study, case history, and triangulation. The results of this study indicated that the integrative model achievement of NUSSP's program policy implementation in handling of urban slum settlement by using the *tridaya*'s empowerment approach as an effort to empower the poor society, in the form of output and outcome of policy implementation that had provided benefits for the government and the poor communities from the empowerment development aspect, such as the physical environment, economic empowerment, and social empowerment. Although from the economic aspect and social empowerment were not relatively optimal conducted by government and private parties, neither were not yet relatively optimal conducted by NUSSP executing actors in the utilization of local cultural values and religious values to support the successful implementation of NUSSP program policies in the field. The findings of this study were in the form of the development of "*Tridaya*" empowerment concept into "*Pancadaya*" (environmental, social, economic, cultural and religious development). This finding revealed that the importance of the use of cultural and religious values transformed in the poor community empowerment concept, so it was assumed that they will give a significant contribution in supporting the integrative model of NUSSP's program policy implementation in the handling of slums in order to empower the poor communities in urban slum areas.

**Keywords:** policy implementation, NUSSP program, slum settlement, Tridaya-Pancadaya empowerment, poor society

### 1. Introduction

The handling of urban slum settlements is a global development issue, which has been responded by the leaders of developing countries at a Millenniumhigh-level conference-the United Nations in 2000, which has agreed on the global development goals set forth in the Millennium Development Goals (MDGs) and one of its targets to improve the life quality of 100 million people in slums in 2020 (Menteri Pekerjaan Umum, 2008), thus obtaining funding support from international funding such as the Asian Development Bank (ADB). Therefore, ADB has worked with city governments and Non-Governmental Organizations (NGOs) in the developing countries to reduce poverty -slums- in Asia and the Pacific through joint efforts to promote pro-poor sustainable growth (Asian Development Bank, 2003). Furthermore, the Government of Indonesia has committed to implement a model of urban slum settlement policy program that receives ADB loan assistance through a residential and settlement improvement project as known as the "Upgrading Shelter Sector Project" hereinafter abbreviated as "NUSSP".

This NUSSP program's policy in its implementation is designed with the vision of the realization of competent local governments and communities and is able to create a healthy, viable and productive, self-sustainable living and residential environment. The NUSSP's general purpose is to assist governments in reducing/decreasing



housing and residential areas for the community through the provision of housing and settlement areas based on the region as well as community self-sufficiency, especially in slum areas of Makassar city.

One of the considerable challenges faced is related to the funding policies issue. This takes great effects because of the limited ability of central government funds through the state budget and local government through the budget of Makassar city in supporting the funding needs in handling urban slums in Makassar City. Moreover, the number of slums settlements to be handled is still highly considerable and also continues to grow every year.

It was recorded from 2005 to 2009 in the area of Makassar City which became the target of NUSSP phase I program, there were 11 districts and 42 sub-districts and slum areas that will be facilitated through NUSSP's program, i.e., approximately 440.94 ha. Particularly in five sub-districts of research location, slum areas as target of NUSSP program phase I (2005-2009) that would be handled in Buloa sub-district (714 ha) which is inhabited by poor family around 1,932 poor households; Balang Baru village (12 ha) is inhabited 1,466 poor families; Rappocini urban village (12 ha) is inhabited by 407 poor families; Cambaya village (4.70 ha) is inhabited 1,475 poor families; Lette urban village (3.46 ha) is inhabited 571 poor families (Korkot-3 NUSSP Makassar, 2011).

The implementation of NUSSP's phase I program policy based on the *tridaya's* empowerment, is an appropriate policy to solve funding problems in the handling of slum settlements in Makassar city, by using loan funds from the Asian Development Bank (ADB) through the Indonesian government (Central Government) to anticipate the limited of APBN's funds, as stated in the grant agreement on the use of grant funds based on Loan Agreement number 2072-INO dated on September 9, 2004 for the service of settlement environment project through NUSSP program; between the Government of the Republic of Indonesia (Central Government) and the Government of Makassar City Number: NPH-10/PB/2005, dated on June 7, 2005.

Based on the agreement on the use of grant funds from the Central Government, the Central Government's obligation of 60% (APBN) and the Government of Makassar provided 40% companion fund (APBD), which has received support and approval from Makassar City Parliament.

The implementation of NUSSP's program policy phase I (2005-2009) in the handling of slum settlements in Makassar city had been supported by funding with a total budget of IDR 21,556,671,000, consisting of ADB loan funds (DIPA Loan 2072 INO) through APBN as much as IDR 12,348,594,000 (60%) and 40% sharing funds sourced from the APBD used amounting to IDR 9,055,690,000 (Dirjen Cipta Karya, 2009).

The implementation process of the NUSSP's program policy phase I (2005-2009) had been complemented by an ongoing cycle of gradual completion of the handling of slums settlements in Makassar, based on the community empowerment by using the "*tridaya*" approach; in order to generate three powers, namely: (1) the environmental development power; (2) social power; and (3) economic power (Krismanto et al., 2003).

The implementation of this "*tridaya*" empowerment approach in reality is not yet optimal in solving the economic and social crises problem, due to various constraint and obstacle factors faced in the field, which are more dominated by the mental attitude of NUSSP executing actors and the poor communities themselves as objects and subjects of NUSSP program. This condition occurs, because it is assumed to be one of the causal factors, which is not yet utilized religious values (Islamic religion) and local cultural values (Bugis-Makassar) which are majority of cultured and religious society, to be an empowerment's strategy in the formation of humanist and productive mental attitude for the poor communities. The relevant affirmed by Saharuddin (2009) states that the importance of laying the local cultural values in the poor community empowerment. Similarly, Suryadi's affirmation as cited in Matthorhiq (2009) states that the importance of religious approach in the society empowerment through the intellectual and spirituality unity way.

## 2. Theoretical Review

### 2.1 Integrative Model of Policy Implementation in the Perspective of Soren C. Winter Model

An integrative model of policy implementation from Soren C. Winter (Parawangi, 2011) constructs an Integrated Implementation Model, which integrates top-down and bottom-up approaches, so that the various variables working on both approaches can be synergized in the research of policy implementation by focusing on behavioral approaches. Organizational and inter-organizational behavioral variables consist of commitment and coordination dimensions; Variables of lower-level bureaucratic behavior (street level bureaucratic behavior) with discretion dimension; Target group behavior has a positive and negative community response dimension in supporting or not supporting policy. The behaviors of this target group give the effect/impact to the policy and performance of lower level bureaucrats/apparatus.

Further, Winteras cited in Parawangi (2011) states that the policy implementation requires inter-organizational relationships to bring general policy changes into the implementation process that can be applied in many ways.



Meanwhile, the achievement results of NUSSP program policy implementation in the *tridaya* based empowerment are in the form of outcomes that provide value for the benefit of the poor communities. **First**, the empowerment of slum settlement environment development has given benefit values, such as: (1) increase the land/building prices; (2) the walkways/environment roads are smooth, clean, orderly; (3) rarely puddle/mud/flooding in rainy season and not dusty during dry season; (4) poor people are motivated to earn a living because the roads are good; (5) easy access for poor children to play around their home environment; (6) easy access for clean water/drinking water; (7) increasing the spirit of poor societies to create mobile security systems in their areas; (8) easy access to social activities (bridal party, *sumatan*, Islamic festivals, Independence Day) around the housing environment of the poor communities; and (9) poor communities can enjoy electric lighting in slum settlement areas. **Second**, the empowerment of economic aspect provides benefits in the form of: (1) increasing income and earning business through independent business; (2) improvement of work motivation and skill enhancement for adolescents; (3) increasing income of poor fishermen; and (4) reducing unemployment of the poor communities. **Third**, empowerment of social aspect gives benefit value in the form of: (1) relatively have adequate housing and increasing motivation to improve their houses; (2) improvement of motivation to live based on clean and healthy behavior (PHBS); (3) easy accessibility of health checks/*posyandu* for mothers/poor societies; (4) raising awareness of the importance of education for the poor communities; (5) smoothness/ease of school-aged children and diligently go to school; (6) increasing awareness to follow formal meetings for the poor communities; and (7) raising awareness and productivity of women.

## 6. Conclusion

Overall, it is quite integrative and effective implementation of Neighborhood Shelter Sector Project (NUSSP) program policy for phase I (2005-2009), as the housing and settlement improvement program implemented in urban slum settlement areas to empower the *tridaya*-based poor community empowerment in Makassar city areas, i.e., on aspects of physical environment development (such as roads/drainage, environmental sanitation, clean water, garbage), social and economic aspects, and integrative by combining top-down and bottom-up approaches involving networks of role-based actors at government, private, and the community as policy of stakeholders or implementing agency.

The implementation model of this integrative NUSSP program policy has been implemented systematically, i.e., organizing, leadership, and control. The top-down NUSSP implementing organizations have applied the performance management based on good governance values—transparency, accountability, fair/reasonable, and responsiveness principles; While at the community level, it has applied participatory management based on the local wisdom values at the level of the NUSSP implementing organization in the community self-reliance agency (BKM) in the five urban village of the research location. The development of an integrative model of NUSSP program policy implementation was influenced and transformed from the integrative approach of policy implementation from Soren C. Winter and Mentality, System, Networking (MSN) model as integrative implementation approach from Yulianto Kadji.

The findings of this research included the empowerment concept of "*Pancadaya*" as an empowerment approach of the poor communities which emphasizes the importance of encouraging local culture and power in order to realize the local wisdom community; as well as encouraging the power and religious values in order to realize a religious society within a local poor community. This "*Pancadaya*" approach is the development of the "*Tridaya*" empowerment model of Krismanto, which focuses only on the encouraging of three dimensions, namely environmental, economic, and social development powers. Hence, the development of an integrative model of NUSSP program implementation in the poor community empowerment based on the "*Pancadaya*" approach combined two approaches, i.e., top-down and "bottom-down" approaches in policy implementation. As well as emphasizing the empowerment and development community should be holistic (comprehensive) that touches all life aspects of the poor communities as the target group development program. At the same time, they give opportunity for the poor community as the development subject to actively participate in various development and empowerment activities by using the "*Pancadaya*" approach that is to encourage the environmental, economic, social, cultural and religious development powers.

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