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The Analysis of Poverty Diminishing Program in Gorontalo District, Indonesia

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Abstract

The long term goals of this research are to get a standard form of development policies concerning to poverty diminishing programs taken in Gorontalo District, Indonesia and to contribute to the local government to resolve a policy concerning to this program. Short-term goal of this research is to determine the strategic policies of poverty diminishing program in this region. The method used in this research was descriptive. Interview, documentation and direct observation were used as technique of collecting the data and then analyzed by using SWOT analysis. The result shows that in carrying out its programs, government of Gorontalo District shows strengths, weaknesses, opportunities and threats (SWOT), while the result obtained from SWOT analysis which needs to be developed are: policy model of poverty diminishing programs, the empowerment of poor society, institutional capability, apparatus competency, and information systems and data of poor people.

Keywords: Development, Policy, and Poverty Reduction

Background

Nowadays, the nature problem of poverty is basically not about an economic issue, but rather a multi-dimensional with the root of the problem lies in the uncertainty of the economic and political system in Indonesia. People become poor because of government policies on the economy and politics are not in favor of the public and as the consequences they become increasingly powerless reaping a decent life, even without access to the key resources to get the information needed. As a result they are forced to live under standards in terms of economic, physical needs, social, and even politics. It goes again and again and eventually weakens the poor themselves.

The above phenomena show the difficulty to find common ground to address the problem of poverty. Various attempts have been made to minimize these conditions, but the results are rarely diminished, even further increased. Poverty diminishing has been started before the era of reformation, even in the days of the New Order, it can be traced back some program initiated to reduce poverty such as IDT (Inpres Desa Tertinggal / Presidential Instruction for Underdeveloped Villages), TAKESRA (Tabungan Kesejahteraan Rakyat / Saving for Family Welfare), KUKESRA (Kredit Usaha Kesejahteraan Rakyat / Credit for Family Welfare). Even though these programs were so popular on that day, but apparently did not work enough to solve the problem of poverty. In this reform era, it can be found some popular programs such as PNPM (Program Nasional Pemberdayaan Masyarakat / National Program to Empower Society), P2KP (Program Penanggulangan Kemiskinan Perkotaan / Urban Poverty Solution Program), Direct Cash, Direct Aid for Society, MAHAYANI (Rumah bagi Masyarakat Miskin / House for Poor People), PRODIRA (Program Pendidikan Gratis bagi Rakyat / Free Education Program for Community) and so on.

At a glance, these programs are made to address the phenomenon of poverty. But in reality, the target of poverty reduction programs has not been able to capture the vision of the program itself. Some given fund is spent only for consumption purposes instead of production. As a result, the problem of poverty is not reduced but otherwise become worse. Based on a survey conducted by the Central Bureau of Statistics (BPS) of Gorontalo Province in March 2013, the percentage of poor people in Gorontalo Province was 17.51%. This is higher than that in September 2012 reached 17.22%. It implies that over a period of six months, it rose 0.29%. The data also show that poor people in this Province mostly live in rural areas (92.33%) and the rest (7.67%) live in urban areas.

This indicates that Gorontalo District, (one of the districts in Gorontalo Province) which has more rural areas than urban areas, has larger number of poor people than other districts in this province. Thus, it can be assumed that most of the people in Gorontalo District are relatively poor. It means that the implemented policies of poverty diminishing programs have not yet optimally touched the interests of the poor.

The weakness of the government's strategy in Gorontalo District lies down in identifying and finding how to implement the issues of poverty diminishing programs. The incompleteness of data base and the absence of

accurate data, made the government could only grope in planning and implementing strategies to reduce poverty, which in turn makes it difficult to measure the success rate of this program. In reality, poverty reduction programs implemented have not yet felt by all citizens, especially poor communities. It is indicated by low level in terms of the result, participation in the program, and welfare. This condition should be reduced or even eliminated; otherwise, it will reduce the level of public trust to the government of Gorontalo District.

Problems

Based on the above explanation, the research problem is formulated as what is the policy of poverty diminishing programs in Gorontalo District?

Literature Review

The Concept of Public Policy

In social life, policy is often misinterpreted and used interchangeably with other terms such as law, decree, and regulation. However, in this writing, the issue is not too important to be discussed because principally this term using the same reference (Tahir, 2010:31). Syafie (2006:104) stated that the policy should be distinguished from wisdom because it is the embodiment of wisdom rules that have been established according to the situation and local conditions by competent authority. Therefore, he define public policy is some sort of an answer to a problem because it is an attempt to solve, to reduce, and to prevent misuse or bad things happen. Instead, it becomes a guideline, innovation, and the direction for the improvement done in the best way and purposeful action. Furthermore, Anderson (1984:113) classifies policy into two types: substantive and procedural. Substantive policy is what should be done by the government, while the procedural policy that is who and how the policy is held. It implies that public policy is developed by agencies and government officials

In addition, Dye (2008:1) stated "public policy is whatever government chooses to do or not to do". It explains that the concept of public policy is whatever the government does or does not do. He also stated that if the government chose to do something that it has no purpose and policy of the country should include all government actions, not merely a statement of intent the government or its officials. Besides, it is something that is not implemented by the government, including state policy. This is due to "something that is not done" by the government will have the same magnitude of effect as "something that is done by the government". Thus, the policies referred to in this research are issues of common interest and agreed upon through the formulation and has been determined to be a program namely poverty diminishing programs.

The Concept of Poverty

Poverty is one of the central issues in economic development, especially in developing countries where a large numbers of poor people or even a majority live in (Kuncoro, 1997). When examined various schools of thought on the subject of poverty, it can be concluded that substantially, poverty is caused by many factors that are interrelated. It is a circle that is hard to find the end of the base. However, it is important to understand the poverty of the poor people themselves and seek the causes to overcome or at least to reduce the number of poverty through various poverty diminishing policies.

The efforts to improve the live and welfare of the people, especially poor people, are always carried out by the government. The policies followed by the package, from year to year are likely to continue to increase, both in quantity and type. But so far, that there are some communities in Indonesia, particularly in rural and suburban areas who live in conditions of insufficient which are still categorized poor people. This condition is very dangerous if allowed to continue. Because of the helplessness, the poor will continue to go down in the disability, dependency and underdevelopment. Thus, poverty is a phenomenon of social inequality and togetherness which is very disturbing, and in the end they (the poor) are more dangerous than poverty itself.

According to Chambers (1983) rural poverty is an integrated concept that has five dimensions, namely proper poverty, helplessness or powerlessness, vulnerability facing an emergency situation, dependency, and isolation, both geographically and socially. Those dimensions are intertwined within a framework that he calls "poverty trap" (deprivation trap). Those elements are often interrelated in a tangle of mutual interaction. Thus, it is a poverty trap that is really dangerous and can minimize the life expectancy of the poor people.

In understanding the group of poor people in rural area, Jazairy & Stainer (1993) provides a measurement tool of poverty level based on the following indicators: 1. material deprivation, 2. isolation, 3. alienation, 4. dependence, 5. inability to make their own decisions concerning the interests of himself, 6. the scarcity of assets, 7. vulnerability to external and internal conflicts, and 8. the lack of security from violence due to low social status, because of religious differences, racial, ethnic, and linguistic status.

According to Ala 1981 (as cited in Goni 2005) poverty is multi-dimensional because human needs are varies which make poverty has also a lot of aspects. Seeing from the general policy, the primary aspect of poverty includes poor covering assets, socio-political organizations, and knowledge, and skills. A secondary aspect of

poverty covers poor social network, financial resources and information. Dimensions of poverty are manifested in the form of malnutrition, scarcity of clean water, inadequate housing, poor health care, and low educational levels.

As a strategy to reduce poverty in rural areas, it will be helpful if the delegation of authority or decentralization should be given at the possible lowest level of government, particularly in the autonomous regions (Sumodiningrat, 1996) which in the discourse of Public Administration, an autonomous region is often referred to as the local self-government (Utomo, 2000). Because the real autonomy or decentralization is not merely a technical nuances of practical administration but should be seen as a process of political interaction, which is closely associated with democracy at a local level (local democracy) which directed to empowerment or local independence (Nugroho, 2003: 46). Thus, the implementation of autonomy can be directed to further develop and promote regional development, broaden community participation and equitable development and further improve the results by developing and utilizing the potential of the area.

Therefore, the freedom given to the public and local authorities should be able to consider the suitability of potential, conditions and problems in each of the regions. As disclosed by Cheema & Rondinelli (1983, 31) that the success of a policy can be seen from the performance which includes the achievement of policy objectives, government capacity building in local units in planning and mobilizing resources, increased productivity and income, increased community participation and access to government facilities.

Method

Types of Research

Descriptive study in the form of case study was used in this research to describe and analyzed the policy of poverty diminishing programs and the factors that influence the policy in the District of Gorontalo, Indonesia.

Types and Source of Data

Type of data required in this study were primary data obtained from direct observations, questionnaires and interviews to the poor and government officials in Gorontalo District while secondary data got from government agencies related to this research.

Data Collection

Techniques of data collection used in this research were: interview, observation, documentation, and Focus Group Discussion.

Method Analysis

Technique of data analysis used in this research was the SWOT analysis technique by considering success vision approach to identify strategic issues. SWOT analysis is based on the logic that can maximize the strengths and opportunities, but at the same time can minimize the weaknesses and treats. For more details, SWOT method can be seen in the table below.

Table 1. SWOT Method

Internal \ External	External	Opportunities (O)	Treats (T)
	Internal		
Strengths (S)		A	B
Weaknesses (W)		C	D

Source : Kearns, 1992 (as cited in Salusu 1996)

There are two steps in using SWOT analysis. Firstly is to identify external factors (opportunities and threats) and internal factors (strengths and weaknesses) and secondly is to formulate external and internal factors to get alternatives strategies. After that, it can be continued with the assessment and evaluation to determine the issues that have been chosen to be categorized as strategic or operational using a litmus test. In Litmus tests, each of the issue will be given ten questions and each answer will be scored. Litmus test is given to determine the category of the issues that have been identified. Thus, to determine the level of strategic issues, the accumulation of answers were put detailed into three categories as shown in table below.

Table 2. Score to Determine the Level of Strategic Issues

No.	Average Score			Criteria
1	1	-	1,6	Not Strategic
2	1,61	-	2,20	Strategic
3	2,21	-	3	So strategic

Findings

Description of Research Area

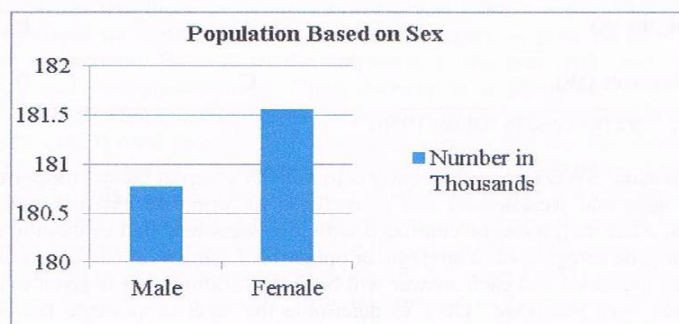
Gorontalo District is administratively a part of Gorontalo Province. Geographically, it is located at the central area of this province and astronomically is located at 122°7"-123°05" Lon. and 0°28"-0°56" Lat. This district had 5 sub-districts only at the first but then it has broken down into 18 sub-districts, consist of 14 administrative villages (called Kelurahan), and 191 villages. Its area covers 2.124,60 Km². Limboto becomes its capital city has 187,688 Km². The widest sub-district is Bongomeme which has area 223,98 Km² and the smallest sub-district is Tilango which has 4.88 Km². Gorontalo District was established by Act No. 29 year 1959 where in North is bordered by North Gorontalo District, East with Kota Gorontalo and Bone Bolango District, South with Tomini Bay, and West with Boalemo District. The area is mostly flat while low hills and the highlands are scattered at an altitude of 0-500 meters above sea level.

Population and Employment

Demographically, the number of inhabitant based on population projections in 2011 was 362.327 (BPS office of Gorontalo District) and population growth until 2012 was 388.821 (Department of Population and Civil Registration, District of Gorontalo), the largest population (48,749) was in Limboto sub-district while the lowest one (8,390) was in Biluhu sub-district with a population growth rate is 1.78%.

The sex ratio is relatively equal in Gorontalo District. However, the largest sex ratio is found in Asparaga and Biluhu sub-district which is 108 (means that number of males is 8% more than females). While the smallest one is in Limboto and Talaga Jaya namely 96 (means that number of males is 4% less than females). This is caused by social and economic activities where most of the occupations in Biluhu are marine fisheries and plantation sector. While Asparaga most are working in agriculture and plantations dominated by male workers. In Limboto and Talaga Jaya sub-district are dominated by female workers as the effects of the growth of the public service sector. Composition of total sex ratio in Gorontalo is equal to 50.10%. The composition of the population according to sex is shown in Figure 1 below.

Figure 1. Population Based on Sex



Source: Central Statistics Bureau of Gorontalo District, 2012)

While the employment data indicate that the number of job seekers based on the level of education was 915 in 2007. The data also implied that most of the job seekers were more and less 394 graduated from senior high

school and 73 were Diploma. Civil servants (whatever the rank and category) who worked in Autonomous Department in Gorontalo District were 6,154 people and 549 people worked in centralized Departments.

Economic Growth

Economic growth in a certain region can be seen from the economic growth, constant price GDP and GDP per capita. The overview of Economics in Gorontalo District during 2010 - 2011 is presented below.

Table 3. The Economic Overview in Gorontalo District

No.	Indicator	2010	2011	2012 *
1	Economic Growth (%)	7.62	7.68	7.88
2	Constant Price of GDP (in Million Rupiah)	861.724,65	927.904,15	-
3	GDP Per Capita (in Million Rupiah)	2.420.656,45	2.550.848,64	-

* Predicted RPJMD 2011-2015

Source: Central Statistics Bureau of Gorontalo District

The table above shows that local economy continues to grow regularly since 2011. It is expected that from 2012 the economy will grow according to the predictions outlined in the Medium Term of Regional Development Plan (RPJMD). This indicates the seriousness from government to carry out the vision and mission stated in RPJMD.

Vision and Mission

The implementation of development in Gorontalo District is directed based on its vision "A healthy, smart, creative and environmental based district towards a prosperous and autonomous society of Gorontalo District". In addition, the missions of Gorontalo District are: to achieve a healthy, smart, creative district, to achieve environmental based district and to establish a prosperous and autonomous district. These hopes are ongoing processes based on the basic problems of development in the previous periods.

Poverty Reduction Program

Sharp, et.al (as cited in Kuncoro, 1997:131) identified the causes of poverty viewed from an economic viewpoint. First, from economics micro, poverty happens because of inequality of resource ownership patterns that cause unequal income distribution. Poor people only have a limited number of resources and the quality is low. Second, poverty appears because of difference in the quality of human resources. Low quality of human resources means low productivity, which in turn makes lower wages. The low quality of human resources is due to the lack of education, the fate of the less fortunate, the existence of discrimination, or because of heredity. Third, poverty occurs from the difference in the access to capital.

From the above opinions, it proves that one indicator of poverty is the poverty rate line. Thus, someone whose monthly per capita expenditure below the poverty line is categorized as poor. Based on data obtained, it confirmed that during the period of 2006-2010, the poverty line increased by 55.89%, from 144.806 in 2006 to 225.732 Rupiah per capita per month in 2010. Meanwhile, the percentage of poor people in the period 2006-2010 shows a decreasing trend in 2010, the poor in Gorontalo District was 18.87% (Gorontalo District in figures, 2012).

Discussion

SWOT analysis is chosen to identify the various factors systematically in formulating policy issues planned by the Government of Gorontalo District. This analysis is based on the changing demands of the environment to bring opportunities and threats to optimize strength and minimize the weaknesses.

Based on the analysis of the environmental factors, it has been revealed that various factors of opportunities and threats from the external environment and strengths and weaknesses of the internal environment are as follows.

Strengths

- a. The local government's commitment to bring up the vision and mission, related to the efforts towards a prosperous and independent district.
- b. The existence of some Government Agencies or Departments (SKPD) to assign directly the issues of poverty in the District of Gorontalo, such as the Regional Development Planning Board (BAPPEDA), Public Works Department (Dinas PU), Social Services and other community agencies in this district.
- c. The availability of adequate allocation of funds both the district budget (APBD) and the National Budget (APBN).

Weaknesses

- a. The limited ability of personnel resources in terms of quality and quantity.
- b. Inadequacy of information systems and data of poor people which make the data are varies
- c. Socialization has not yet done optimally.
- d. Gorontalo District has a wide area of authority.

Opportunities

- a. The issues of poverty diminishing program become a national agenda and a major issue in the development of Gorontalo District.
- b. Benefits of the development of science and technology owned by Gorontalo District
- c. Cultural and local wisdoms of Gorontalo District which is able to increase productivity.
- d. The high interest of the private sector to invest.
- e. NGOs work program in the field of community empowerment.

Threat

- a. National economic crisis
- b. The demands to have independency to financing local development.
- c. The uneven population density in Gorontalo District.
- d. Level of education of its people.
- e. The uneven perception among the society about the importance of poverty reduction for the community.

The identification of strengths, weaknesses, opportunities, and threats owned by the Government of Gorontalo District in implementing policies of poverty diminishing programs as mentioned above will be further explained below.

The identification of policy issued by the Government of Gorontalo District using SWOT analysis model displays a matrix of six boxes, two boxes on top are the external factors namely opportunities and threats, while two in the left box is internal factors namely strengths and weaknesses. Four other boxes; A, B, C, and D are strategic issues that occur as a merger between the external and internal factors. Results identification of strategic issues can be expressed as follows:

Strengths with Opportunity (Cell A)

Based on the analysis of internal environment which becomes local government's commitment to achieve its vision and mission, related to the efforts to gain a prosperous and self-sufficient society, the existence of some SKPDs assigned directly to the issues of poverty in Gorontalo District, such as BAPPEDA, PU, Social Services and other institutions in Gorontalo district and the availability of adequate allocation of funds. While from the analysis of the external environment known that some opportunities, namely the problem of poverty has been a national agenda and a major issue in the development in Gorontalo District, the benefits of the development of science and technology in Gorontalo District, its cultural and local wisdoms of this area are able to increase productivity, the high interest of investment from public sectors, and non-governmental organizations work program in community empowerment field.

With the strengths owned and supported by the opportunities that exist, the government in Gorontalo District is expected to achieve its stated goals and objectives. However, success in achieving the goal of poverty

diminishing programs in order to improve the welfare of the community based on the vision and mission, the government of Gorontalo District needs to create a synergy of various elements of the active role of the private sector and the public or non-governmental organizations that exist to be optimized.

Strengths with Threats (Cell B)

Based on the analysis of external environment factors, the government of Gorontalo District faced various threats such national economic crisis, the demands to be independent in financial support and the implementation of regional development, inequality of population density, level of education and perception from all citizen about the importance of poverty diminishing program for the community.

While the internal factors, it has several strengths such as the local government's commitment to achieve its vision and mission, related efforts towards a prosperous and self-sufficient society, existence of some SKPDs to direct the issues of poverty, such as the Regional Development Planning Board, Public Works Department, Social Services and several other institutions in the District of Gorontalo. Another internal strength is the availability of adequate allocation of funds.

With the strength of internal environmental factors, the government of Gorontalo District can minimize the threat from external environmental factors in according to minimize national crisis through efforts supported by the government. However, in accordance with the reality of poverty, the expected result required special attention in terms of management. Thus the strategic issue in facing the policy is to find model of poverty diminishing in Gorontalo District to minimize or even eliminated poverty in this region.

Furthermore, based on the external environmental conditions, Gorontalo District also facing several forms of threats namely the national economic crisis, demands of independence in the financing and implementation of regional development, the uneven population density in Gorontalo District, level of education and unequal perception of the importance of poverty diminishing for the people. Thus, the government needs to carry out the development and empowerment of the community in order to build commitment to the importance of poverty reduction for the community. So the strategic issues to be done are to improve the development and empowerment of people to get same perception about poverty diminishing programs.

Weaknesses with Opportunities (Cell C)

Based on the analysis of the internal environment is shown that Gorontalo District has some drawbacks namely the limited ability of personnel resources in both quality and quantity, not optimal in providing information systems and data about poor people owned by the government which make data of poor people are varies, socialization has not yet done optimally, and the area of this district is too big. In accordance with its weaknesses, the government will not take any advantages from the opportunities that arise from the external environment. So the strategic issue is how to improve the institutional capability in the sense that the institutions should engage in activities to reduce poverty need to be empowered again.

Weaknesses with Threats (cell D)

Based on the analysis of the internal environment, it is shown that Gorontalo District has limited ability of personnel resources in terms of quality and quantity, the un-optimal of information systems and data of poor community and others as previously stated. Looking back at the weaknesses and threats coming from the external environment, the local government will not be able to carry out Gorontalo District mission optimally to achieve its vision of "A healthy, smart, creative and environmental based towards a prosperous and autonomous society of Gorontalo District". So the strategic issue bring out is how to improve the ability of personnel resources and to update the data and information systems about poor people.

Based on the results of the SWOT analysis that combines strengths and weaknesses with the threats and opportunities in a matrix analysis, five policy issues as the attempts to overcome poverty has been introduced. They are: 1. Model of policies program to diminish poverty, 2. guidance and empowerment of the poor society, 3. institutional capabilities improvement, 4. the improvement of apparatus resource capability, 5. the betterment of information systems and data about poor people. The litmus test for determining the categories of policy issues is presented in the table below.

Table 4. Litmus Test Recapitulation against Policy Issues

No	Policies Issues	Score	Average Score	Issues Category	Notes
1	Policy Model of poverty diminishing programs	43	2,87	Strategic	
2	Guidance and empowerment of the poor society	39	2,60	Strategic	
3	Institutional capabilities	38	2,53	Strategic	
4	Capability of Apparatus	37	2,47	Strategic	
5	Information and data systems of poor society	36	2,40	Strategic	

Based on the results of litmus test above, the issues of poverty diminishing policies can be concluded that the overall policy issues have the same degree and strategic to be implemented in Gorontalo District.

Conclusions

Based on the above results, it can be concluded that the Government of Gorontalo District in implementing the poverty diminishing programs has its own strengths, weaknesses, opportunities and threats, as mentioned above. Then, from the SWOT analysis, it is found that there are five strategic issues for poverty diminishing policies which should be implemented by the government of Gorontalo District, they are: policies of poverty reduction programs, guidance and empowerment of the poor, enhancing the institutional capabilities; increasing apparatus resource capability, enriching information systems and data of poor people.

Suggestions

Based on the research, the following matters are suggested to be done: the policies of poverty diminishing programs need to be reviewed to find the standard models as well as complex development and empowerment of the poor needs to be optimized, institutional capabilities and enhanced human resources capabilities, and the data and information system about the poor should be renewed.

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