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THE IMPACTS OF POVERTY ALLEVIATION, COMMUNITY EMPOWERMENT, AND KPTS POLICY IN POHUWATO

Haron Towalu, Arifin Tahir, Rauf A. Hatu, Zuchri Abdussamad

ABSTRACT: Poverty alleviation had been a global and national popular concern. We expected to make concepts, ideas, and solutions to eliminate the social gap disparity. Pragmatic poverty alleviation using a national and global approach ineffectively supported the social, politic, economic, and education development in the scope of local cultural diversity ecology. One of the strategies that might be applied was the approaches of the implementation of local autonomy policy and community empowerment using the local wisdom approach. The research applied the multivariate analysis using the PLS application and in-depth interviews. The research findings recommended an urgency to develop a poverty alleviation model by integrating the Grindle model into the implementation of the policy of *Kartu Prestasi Tunas Sekolah* (KPTS, School Report Card) using the *Mopohulinta* (*Mkululinta* and *Poohulinta*) approach and community empowerment using the *Huyula* local wisdom approach.

Keywords: the Implementation of KPTS Policy, Community Empowerment, Poverty Alleviation.

I. INTRODUCTION

Concerns about poverty should not end up on paper only. The concern has been popular in many discussions, seminars, symposiums, workshops, and FGD activities. The activities are mainly intended to make concepts, ideas, and solutions to overcome the disparity of social gap between the wealthy and the poor.

Therefore, we need some efforts to formulate various forms of policy, program, or empowerment activities besides assistance and facility alleviating poverty. The efforts should be immediately realized, considering that poverty is one of the emergency issues required a systematic, integrated, and thorough solution. In certain communities, poverty has a great impact on the community inability to access the social, cultural, and economic power basis (Hatu, 2015).

As a region in which poverty is unavoidable, the poverty indicators in Pohuwato are listed in Table 1.1.

Table 1.1 Poverty Indicators in Pohuwato in 2013-2018

Poverty Indicators	2013	2014	2015	2016	2017	2018
The number of the poor (x 1,000 people)	30.19	28.85	25.70	31.66	32.56	30.30
The percentage of the poor	21.47	20.69	22.43	21.17	21.27	19.40
The indicator of poverty depth	3.16	3.37	4.49	5.21	3.50	3.11
The indicator of poverty severity	0.74	0.77	1.41	1.74	0.91	0.64
Poverty line (IDR)	212,629	214,146	222,996	238,354	247,476	263,617

Source: Central Bureau of Statistics of Pohuwato, 2018

To solve the problems in the implementation of decentralization and educational accountability and the number of poor students who are not accommodated in terms of education facilities, the Pohuwato government, Gorontalo, through the Education Board developed the Personal Financial Aid for Education program through the policy of Regent Regulation Number 33 of 2019 on *School Report Card*. The policy gave an education subsidy to students which were a resident of *Ranah Tinggi Miskin* (RTM, Low-economic Household) (Perbub Pohuwato, 2019).

The KPTS was started in 2013 and is still enacted up to these days. Unfortunately, five years after the enactment, there is no comprehensive explanation of to what extent the policy impacts the poverty alleviation program in Pohuwato. Furthermore, there is also no clear explanation of policy implementation impact on poverty alleviation in terms of community empowerment.

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The KPTS was started in 2013 and is still enacted up to these days. Unfortunately, five years after the enactment, there is no comprehensive explanation of to what extent the policy impacts the poverty alleviation program in Pohuwato. Furthermore, there is also no clear explanation of policy implementation impact on poverty alleviation in terms of community empowerment.

The program for the low-economic household residents is always social-aid-distribution centered. The program has a great potential to meet failure while solving the poverty issues, as each region has their own cultural values or norms, or local wisdoms. One of the local wisdoms in Gorontalo is Huyula. Huyula is a mutual cooperation or assistance system among social members to meet the shared interests and needs and based on social solidarity (Domili, Haris, and Naway, 2017).

a. Concept of Poverty

The concept of poverty should not belong to one dimension only, but to diverse dimensions (Hoe and Wahab, 2017). The poor is characterized by the low quality of health, work-productivity, and education. Poverty is also a socio-economic phenomenon where there are people who are unable to meet their life demands. According Kumari (2013), poverty is not an individual special characteristic, but an individual situation. World Bank announced that the poor people living in developing countries earned less than \$2 each day. Meanwhile, the poor people living in a developed countries; such as the US, earned \$6.15. In other words, quantitatively speaking, the poor people living in the US belong to the rich group if living in developing countries; such as Indonesia.

Meanwhile, according to the Central Bureau of Statistics, (Central Bureau of Statistics of the Republic of Indonesia, 2018), poor is defined as a condition where one cannot meet the minimum life demand. The minimum life demand includes the need to consume diet of 2,100 kcal per day and the need of livable house, education, health facilities, and transportation. Another concept defines poverty as a multidimensional and structural issue.

Based on the definitions above, poverty is a powerless condition experienced by individuals while achieving their basic life demand to achieve a decent life in terms of finance, education, and social involvement.

b. Poverty Dimension

As stated by Suharto (2019), poverty characters are the inability to meet the basic life demand (Ibekwe *et al.*, 2018) and the gap among income, growth, and poverty (Belloumi, 2018). In terms of its aspects, poverty is also a product of local advance and development (Araujo and Marinho, 2018). In addition, it is influenced by certain institutional attributes i.e. the government transparency, minimum violence level, and high social participation in voting (Andam *et al.*, 2010). Therefore, the environment plays a significant role in poverty alleviation (Azzari and Signorelli, 2020). Morrissey and Vinopal (2017) argue that poverty impacts students' learning achievement. Nissanke and Thorbecke (2010) believe that the study case on poverty has a global impact.

There are three poverty dimensions which are *economic dimension*: poverty is defined as limited resources used to meet the life demands for the sake of welfare. The poverty standard is measured using the poverty line in this dimension; *political dimension*: poverty is defined as a limited access of social participation and power; and *socio-psychological dimension*: poverty is indicated by minimum social structure network supports and difficulties in gaining opportunities to improve productivity. Suharto (2019) clarifies three poverty categories i.e. absolute poverty, cultural poverty, and structural poverty. Klein *et al.*, (2011) conclude that children living with one parent is more potential to experience poverty than children living with two parents. Alkire and Emma (2013) confirm that although poverty is perceived from the multidimensional perspective, yet traditionally perceived, the income value is the main factor. Nevertheless, poverty is thoroughly perceived as a multidimensional issue (Alkire and Foster, 2011). The perception is applicable in six countries including Argentina, Brazil, Chile, El Salvador, Mexico, and Uruguay for the period of 1992-2006 (Battiston *et al.*, 2013). In conclusion, the poverty concept is more multidimensional oriented than mono-dimensional oriented.

c. Poverty Alleviation Concept

According to Bapennas (2014), poverty alleviation the government program and policy implemented by the means of social protection expansion, basic services for the poor, poverty alleviation acceleration, and financial distribution improvement. Tahir (2014) conveys, "There are a productive economic development program for the poor, social welfare program, specific program for the destitute and the poor/need, decent housing provision program for the poor, disaster victims, and others." Good programs can be realized by the government supports and strong political supports (Manaf and Ibrahim, 2017; Nor and Khelghat-doost, 2019). Meanwhile, in terms of poverty alleviation programs (Roche, 2013; Cudia, 2014), the more households willingly involving in entrepreneurship, the larger the potentials to get rid of poverty.

The role of the government and institutions are significant in political and bureaucratic way, when we are considering the more complex issue regarding poverty faced by the fisherman community (Rositawati, Wahyuddin, and Obie, 2019). As a result, the programs designed to alleviate poverty are not completely implemented, because poverty can only be alleviated by strong institutions and a non-corrupting government (Addae-korankye, 2014; Unver, 2017).

A higher inflation level causes a higher poverty level (Afandi, Wahyuni, and Sriyana, 2017). Besides, the central government should maintain the monetary sector to comply with the monetary policy, and thus alleviating poverty (Angelucci and Giorgi, 2009). Moreover, Huraerah (2013) explains, "Poverty cannot be alleviated by only providing aids for the poor." The people should be regarded as subjects instead of objects, and opportunities to express aspirations in poverty alleviation strategies and policies should be given to them. Therefore, the poverty alleviation concept is good in terms of political, social, and economic aspects (Deininger and Liu, 2013).

Implementation of Kartu Prestasi Tuntas Sekolah (KPTS)

a. Public Policy Concept

The simple definition of policy is what is done and never done by the government (Dye, 2007). Petersen (2017) indicates a policy as the government activity solving social issues. The policy implementation is affected by the policy features, administrative organization apparatuses responsible for the implementation, ideas, values, and global perspectives of the interested actors. The actors are the bureaucracy (Lúcia and Santos, 2017). The policy properties, as stated by Tahir (2012) are: a) the policy to create social welfare is made by the government, b) the policy should pass systematic steps, c) the policy is implemented by an implementing organization, d) the policy is evaluated, so its effectiveness can be identified, and e) the policy is a binding legal product with which the people must comply.

Therefore, the implementation of KPTS policies is manifested in actions made by the local government of Pohuwato as the policy implementer to achieve the set objectives and targets.

b. Public Policy Implementation

The policy implementation is the public policy realization. Mthethwa (2012) mentions that policy, by definition, is influenced by the context (content) and the policy surrounding which supports and improves the policy implementation effectiveness. In other words, the input (the policy objectives and contents) should be transformed into a series of operational actions to achieve the policy outputs and outcomes (Rochyati, 2012). Among several policy implementation models is the Grindle model. The basic idea of policy implementation is determined by "the content and the implementation context of policy". Further explanation of the implementation model is presented in Figure 2.1.



Figure 2.1 Grindle Policy Implementation Model

- i. The content of policy includes the interest affected, type of benefits, extent of change envision, site of decision making, program implementer, and resources committed.
- ii. The context of implementation includes power, interest, and strategy of actor involved; institution and regime characteristics; and compliance and responsiveness.

c. Kartu Prestasi Tuntas Sekolah (KPTS)

The KPTS program is held due to numerous numbers of poor children who cannot continue their study due to financial problems. Their parents might believe that those who can afford school studies are the wealth. As a response to that phenomenon, the Pohuwato Local Government made the KPTS Policy Program and aimed to support the 9-year compulsory education program, improve a fair and even education services access, assure people of certainty in acquiring education services, and to improve the quality of educational outcome.

The Pohuwato Local Government annually allocates IDR1,200,000,000.00 (one billion two hundred millions Rupiahs) through the Regional Revenue and Expenditure Budget. KPTS is calculated by considering the cost unit value required by each student for one academic year which is: $SD/SDLB/MI =$

IDR500,000.00/year/ATM for 1,200 students and SMP/SMPLB/MTs = IDR600,000.00/year/ATM for 1,000 students. The money has to be allocated for buying school uniform, shoes, books, stationary, school bags, and transport to school (Pohuwato, 2018).

Community Empowerment Using the Huyula Approach

a. Community Empowerment Concept

Empowerment is the performance to maintain dignity and to break away from the shackles of poverty and underdevelopment (Kartasasmita, 1997). Empowerment is defined as an effort to fulfill the needs, enabling ones to be able to decide an option and control their own environment, and thus being able to fulfill their desire, including accessibility to the resources relevant to their social and other activities (Mardikanto and Subiarto, 2012). We can obviously see the inability to access the economic, cultural, and social facilities in the remote cultural community. Therefore, empowerment is conducted to improve the community welfare and living standards in terms of social, spiritual, and physical aspects (Hatu, 2015).

Haris (2014) states that community empowerment is an activity which should be performed to empower the underprivileged community and the community which is close to the poverty line. Empowering the poor to participate in growth is the key to alleviate poverty (Cudia, 2014). The act aims to make them less dependent and thus able to improve their living standards and optimize their resources (Widjajanti, 2011).

The empowerment intended here is to provide "power" or "energy", not "authority". In conclusion, community empowerment is the effort to establish a power/energy, motivate, and raise people's awareness of their potential and competition, making them less dependent.

b. Huyula Approach

The local wisdom approach is strongly integrated into the anti-poverty policy. Local wisdom constitutes a well traditionally institutionalized act which has a norm and value system and culture which is arranged, believed, comprehended, and applied by the locals based on their experienced and comprehension of interaction with the environment in a long term (Sungkharat, 2010). In term of mutual cooperation, one of the local wisdoms implemented by Gorontalo people is *huyula*. Domili, Haris, and Naway (2017) argue that *huyula* is a mutual cooperation system to fulfill the shared interests and needs based on the social solidarity. However, *huyula* holds a broad perspective. It not only involves mutual cooperation, but also manifests the social and voluntary willingness (Darwis, 2017).

The research hypotheses are:

1. There is a positive and significant impact of KPTS policy implementation on poverty alleviation in Pohuwato; and
2. There is a positive and significant impact of KPTS policy implementation on poverty alleviation mediated by community empowerment and *huyula* approach in Pohuwato.

II. RESEARCH METHODS

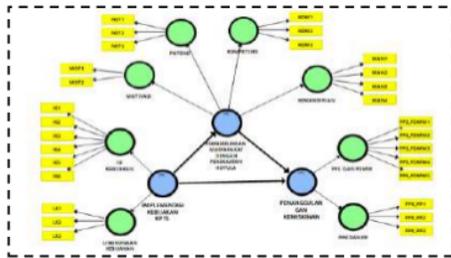
A. Research Location and Time

The research was conducted in Pohuwato Gorontalo for eight months (January-August 2019). It applied the quantitative design to identify and analyze the impact the implementation of KPTS policy and community empowerment using the *huyula* approach on poverty alleviation in Pohuwato. 95 respondents participating were poor household residents. The data collection was conducted using observation, questionnaire, and in-depth interview. The data were analyzed using the PLS application with the stages of outer model testing, goodness-of-fit-model testing, and inner model testing. The hypotheses tested were:

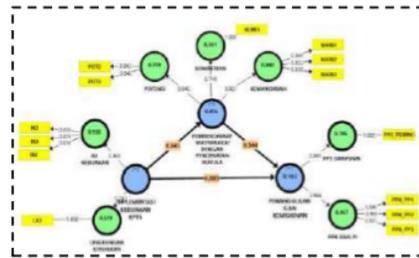
- 1) $H_0: p\text{-value} \geq 0.05$ = There was no significant impact of KPTS policy implementation on poverty alleviation.
 $H_1: p\text{-value} < 0.05$ = There was a significant impact of KPTS policy implementation on poverty alleviation.
- 2) $H_0: p\text{-value} \geq 0.05$ = There was no significant impact of KPTS policy implementation mediated by community empowerment using the *huyula* approach on poverty alleviation.
 $H_1: p\text{-value} < 0.05$ = There was a significant impact of KPTS policy implementation mediated by community empowerment using the *huyula* approach on poverty alleviation.

B. PLS Analysis

Referring to the operational definition of each variable, the PLS model specification estimated was as follows:



PLS Model Specification



Result of PLS Model Specification

C. Hypothesis Testing

1) Hypothesis 1: The KPTS policy implementation directly impacted poverty alleviation.

The result of PLS model specification is indicated in Table 4.1.

Table 4.1 The Result of Direct Impact Testing

	Original Sample (O)	Sample Mean (M)	Standard Deviation (STDEV)	T Statistics (IO/STDEV)	P-values
IK_KPTS -> PK	0.085	0.087	0.163	0.519	0.604

The p-value of the impact of KPTS policy implementation variable on poverty alleviation (IK KPTS → PK) was 0.604 with the T-statistics of 0.519. Due to the p-value > 0.05 and T-statistics < 1.96, the KPTS policy implementation directly did not significantly impact poverty alleviation. It rejected Hypothesis 1, thus Hypothesis 1 was not accepted.

2) Hypothesis 2: The community empowerment using the *huyula* approach could mediate the indirect impact of KPTS policy implementation on poverty alleviation

The result of PLS model estimation in the indirect impact is presented in Table 4.2.

Table 4.2 The Result of Indirect Impact Testing

	Original Sample (O)	Sample Mean (M)	Standard Deviation (STDEV)	T Statistics (IO/STDEV)	P-values
IK_KPTS -> PM -> PK	0.222	0.228	0.104	2.126	0.034

Referring to Table 4.2, the p-value of the indirect impact of KPTS policy implementation variable mediated by the community empowerment using the *huyula* approach on poverty alleviation (IK KPTS → PM → PK) was 0.034. Due to the p-value < 0.05, the community empowerment program using the *huyula approach* could mediate the impact of KPTS policy implementation on poverty alleviation. It proved that by the means of community empowerment program using the *huyula* approach, the KPTS policy implementation could contribute in poverty alleviation primarily in the field of education for children; while the implementation did not contribute anything without the program and the approach. Meanwhile, the in-depth interview result confirmed that the dominant factors of community empowerment using the *huyula* approach were the improvement of social willingness in giving children formal education, the improvement of students' academic competence, and the students' independence at school.

III. DISCUSSION

1. The Impact of KPTS policy implementation directly impacted poverty alleviation

The insignificant impact of KPTS policy implementation on poverty alleviation in Pohuwato was not merely due to the implementation of Grindle policy theory. Both in-depth interview and questionnaire participants clarified that there was another factor which impacted the policy implementation which was **the amount of fund**. The amount of fund given in the last five years was constant. On the other hand, inflation, increase in fuel price, and increase in goods price were three factors impacting the purchasing power of poor community in school stationary. The three factors then became burdens for them.

Based on the results of significance test and in-depth interview, other concepts, two economic concepts should be focused on. The concepts were added value and time value of money. The two concepts, localized in the Gorontalo language, were called *mopohulinta* (*mohulinta* and *poohulinda*).

Mopohulinta (pronounced as *mopohulida*) was derived from the root *hulinta* which meant big. Added by the prefix *mopo*, the word became similar in meaning to the word 'instruct', or instructing to do things which met the demand of poor household residents as the benefit users. *Mopohulinta* was then a concept which conveyed the urgency to increase the amount of fund or budget which should be given to students from poor household residents, making them able to fulfill their needs, or school needs in this concept, by considering the time period. *Mopohulinta* was performed, as the current money value would be different from the future one. *Mopohulinta* might be developed into two words i.e. *mohulinta* and *poohulinta*.

A conceptual *mopohulinta* calculation could be conducted with *mohulinta* and *poohulinta*. *Mopohulinda* calculation was conducted using the present value and future value approaches. The present value was *mohulinta* in the Gorontalo language. *Mohulinta* implied that the number had been existing and applied until the recent time. Meanwhile, the future value was *poohulinta* in the Gorontalo language. *Pohulinta* implied a lack which thus an addition in value was needed (Patada, 1997). The fund value received in 2013, which was IDR500,000.00, was different from the fund value in 2019, although the amount of fund was the same. For example, with the annual interest of 8% in 2013-2019, then the calculation was:

$$PV = \frac{FV}{(1+r)^N} \dots\dots\dots (1)$$

Where:

- PV = present value (the current money value)
- FV = future value (the future money value after the N year)
- r = the interest level
- N = the number of years

The above issue could be calculated as follows:

Identified	FV	= IDR500,000.00
	r	= 8% per year
	N	= 2019 – 2013 = 6 years
Asked	PV	= IDR.....?

The answer was:

$$PV = \frac{FV}{(1+r)^N} = \frac{Rp.500.000,-}{(1+0,08)^6} = \frac{Rp.500.000,-}{(1,08)^6} = \frac{Rp.500.000,-}{(1,587)} = IDR315.000.00$$

The answer indicated a decline by IDR185,000.00 or 37% of the time value towards the money.

Another example, when we were expecting the fund of IDR500,000.00 but in the same fund value as that in 2019, we should add the fund to achieve the same value. The value of fund added could be found using this following formula:

$$PV = \frac{FV}{(1+r)^N} = Rp 500.000 = \frac{FV}{(1+0,08)^6} = Rp. 500.000 = \frac{FV}{(1,08)^6} =$$

$$FV = IDR500,000.00 \times (1.587) = IDR793,500.00.$$

In other words, the money value of IDR500,000.00 could be used to buy school uniforms, books, shoes, transportation service in 2013, but could not in 2019. The students from poor household residents should at least received IDR793,500.00. Here, we needed the *mopohulinta* approach to increase the value of IDR500,000.00 (*mohulinta*) to be at least IDR793,500.00 (*pohulinta*). In other words, the poor residents were given an additional value of at least IDR293,000.00. The *mopohulinta* (*mohulinta* and *poohulinta*) concept referred to the time calculation related to the amount of money (Martina, 2019). Similarly, Sutikno (2015) explained that time possessed a high impact on the amount of money. Time could give an additional value to money, and vice versa. According to Chandra and Bahner (2007), changes in inflation might impact the time value towards money. In addition, Lucko (2013), Andrabi *et al.* (2011), and Chevalier and Lanot (2010) mentioned that a budgeting policy would successfully give a good impact if the policy approach also considered the time value of money, hence preventing any failure. Making a policy should consider the inflation condition and the time value towards the amount of money as well (Liang Yuh Ouyan *et al.*, 2015; Liu, 2013; Chevalier and Lanot, 2010).

2. Community empowerment using the *huyula* approach could mediate the indirect impact of KPTS policy implementation on poverty alleviation

The result of indirect impact testing and in-depth interview indicated that community empowerment using the *huyula* approach could mediate the indirect impact of KPTS policy implementation on poverty alleviation. The KPTS policy implementation could solve inability to meet the school needs.

Therefore, KPTS was expected to be able to give a positive contribution to community empowerment in the education field. Empowerment in the education field was important, as it impacted the increase in life quality (Omoniyi, 2013). Meanwhile, education was one of the important elements to alleviate poverty and prevent poverty that might occur (Al, 2015). Significantly impacting the percapita revenue (Thapa, 2013), education would also impact on poverty alleviation (Akhtar, Liu, and Ali, 2017) and on the economic increase which was expected to be able to alleviate poverty too (Roman, 2015; Campbell, 2012).

Theory Development

Referring to the previous discussion, some essential factors regarding the impacts of KPTS policy implementation and community empowerment using the *huyula* approach on poverty alleviation could be identified. The factors were: (1) the Grindle model, (2) *mopohulinta* (*mohulinta* and *poohulinta*), and (3) community empowerment (participation, competence, independence). However, the factors should not partially be implemented. They required an integral implementation method to alleviate poverty and achieve public welfare. The use of *mopohulinta* approach in the KPTS policy implementation could economically help the poor household residents in any situational and conditional changes. Besides, in terms of Huyulacultural wisdom value, the *mopohulinta* approach would impact an improvement in community empowerment, especially the poor household residents in the forms of *Angka Partisipasi Kasar* (APK, Rough Participation Rate) and *Angka Partisipasi Murni* (APM, Pure Participation Rate) at schools, improvement in students' knowledge, skills, and attitudes (competences), and improvement in independence applied in various aspects.

By the means of integration between the Grindle model and *mopohulinta* (*mohulinta* and *poohulinta*) and the community empowerment factors, we proposed/offered a new model named the Integration Model/Grinson (Grindle and Harson) model. A geometric integration model framework of the factors implementation is depicted in Figure 4.13.

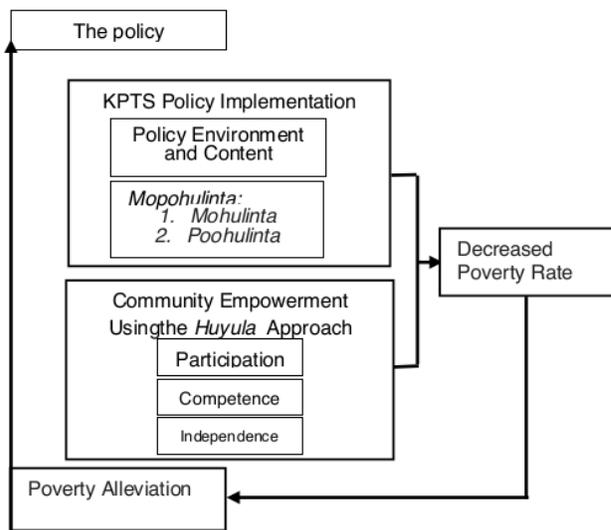


Figure 4.13 The Grinson Integration Model Framework of the Implementation of KPTS Policy and Community Empowerment Using the *Huyula* Approach

In the poverty alleviation context, the integration between the dimensions were stated in this mathematic equation:

$$PK = f(\text{Grindle}, M, PM) \dots\dots\dots(2)$$

Description:

PK = Poverty Alleviation
 f = Function
 Grindle = Policy Environment and Policy Content
 M = *Mopohulinta* (*Mohulinta* and *Poohulinta*)
 PM = Community Empowerment (participation, competence, independence)

The mathematic model indicated that in poverty alleviation, an integrated policy implementation model, which was the functional sum of Grindle model, *mopohulinta* (*mohulinta* and *poohulinta*), and community empowerment to achieve a public welfare.

Based on the above equation and model, we assumed that each process of public policy implementation had always maintained a final aim, which was poverty alleviation. The success or failure in poverty alleviation was determined by three policy implementation factors i.e. Grindle model, *mopohulinta* (*mohulinta* and *poohulinta*), and community empowerment (participation, competence, independence). However, in the policy implementation process, the factors were ineffective if separately realized. Therefore, they should be integrated, hence the implementation could be simultaneously conducted and complement each other. The integration was expected to be able to impact on poverty alleviation.

IV. CLOSING

A. Conclusion

Based on the findings and discussion, we drew several conclusions as follows:

1. There was no direct significant impact of KPTS policy implementation on poverty alleviation in Pohuwato. The Grindle mode was insignificant in the KPTS policy implementation. The insignificance was due to the lack of *mopohulinta* (*mohulinta* and *poohulinta*) factor supports.
2. There was a significantly indirect impact of KPTS policy implementation mediated by community empowerment using the *huyula* approach on poverty alleviation. It was due to the well-implemented Grindle model and high level of community empowerment using the *huyula* approach, especially in the participation, competence, and independence levels which impacted poverty alleviation and resulted an integrated policy implementation model which was the Grinson model. The model was a integration product between Merilee S. Grindle and Harson Towalu's policy implementation models. In the Grindle model, the policy implementation was impacted by the policy content variable and the policy environment variable. Meanwhile, Harson Tuwalu found that the policy implementation was also impacted by the *mopohulinta* variable and the community empowerment (participation, competence, and independence) variable besides the policy environment and content.

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