

Intervening Aspects of Policy Implementation Neighborhood-Based Development in Manado City

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Abstract— This study aims to analyze aspects of the intervention of the implementation of Neighborhood Based Development policies in the City of Manado. This type of research is qualitative, focusing on aspects of the intervention. Data collection techniques are: (a) observation, (b) interview (b). Documents with data analysis published on the Miles and Huberman models. The results showed that the implementation of the Neighborhood-Based Development program did not yet support aspects of intervention supported by theory by several analysis programs as aspects related to the implementation of supported programs: 1). There are inconsistencies between the objectives of the infrastructure and social programs and the implementation of the program. 2). There was a mistake from the formulator of the Neighborhood- Based Development program in allocating funding sources for program implementation, 3). There is a formal disharmony between the implementing agencies, technical implementers, sub-districts, wards and executors of the field implementing programs, 4). There has not been openness to the public as parties outside the program, regarding the implementation of the program both online and offline.

Keywords— *Intervening Aspect, Policy Implementation, Neighborhood Based Establishment, Manado.*

I. INTRODUCTION

In the context of organizing regional government and accelerating community welfare services, the City of Manado government issued a policy of Neighborhood Based Development (PBL) through Mayor Regulation No. 46 of 2011. The public policies have programs including: 1). Infrastructure program with the aim of: expediting community activities, improving infrastructure services, fostering community awareness of maintaining and maintaining the neighborhood, and creating a beautiful, neat, safe and comfortable neighborhood, 2). Social programs with the objectives include: increasing the income of the poor and increasing the range of services to the underprivileged, [1]. The program is in line with the mission of the City of Manado as a city that has a beautiful, green and clean physical neighborhood and the creation of a harmonious and peaceful, safe and

prosperous community life and spirit. The program is a form of intervention of the Manado City government through the establishment of: policy guidelines, the Community Empowerment and Village Administration Agency (BPMPK) and the neighborhood head as the implementor and formation of the village facilitator. This is in line with Lineberry's view discussed by Maturbongs [2], in which the form of intervention can be carried out through the formation of organizational units that are equipped with implementing staff and elaborating policy objectives, in the form of implementation guidelines accompanied by coordinating actions and division of main tasks and functions and clarity of allocation of funding sources [2]. The implementation of the program experiences problems from the intervening aspect and this is in line with Mazmanian and Sabattier's views on the analysis of factors that influence the success of the policy by making frame work namely independent, intervening and dependent factors. Factors or aspects of intervening that involve: a). clarity and consistency of program objectives, b). accuracy of resource allocation, c) hierarchical integration between implementing agencies, d). decision rules of the implementing agency, e). recruitment of executive officers, and f) formal outside access, [3]. When the PBL program was implemented in the 2012 fiscal year there were a number of problems where it was unclear where funding sources were determined, decisions from implementing agencies tended to change, recruitment of executive officials who had not supported the achievement of program objectives, and not yet created adequate formal external access. Based on the description, an analysis is carried out on how the Manado City PBL program implementation model is aimed at improving the welfare of the poor and village infrastructure service.

II. RESEARCH METHODS

This type of research is qualitative using the phenomenological method. This research is focused on the intervening aspects of the implementation of the Neighborhood Based Development policy in the City of Manado, which analyzes a). clarity and consistency of program objectives, b).

the accuracy of the allocation of funding sources, c) the integration of the hierarchy between the implementing agencies, d). decision rules of the implementing agency, e). recruitment of executive officers, and f) formal outside access. . Whereas the PBL policy is a Manado City government program in Neighborhood. Data collection techniques are: (a) observation, (b) interview (b). Documents with data analysis that refer to the Miles and Huberman model [4].

In the method of normative legal research or doctrinal law research, what is examined is legal materials to prove whether the form of normalization as outlined in a positive legal provision in legal practice is appropriate or reflects legal principles that want to achieve justice

III. RESULTS AND DISCUSSION

A. *Public Policy Implementation Model: Clarity and consistency of objectives*

Mazmanian and Sabatier categorize the ability of policy makers in carrying out systematic implementation processes such as clarity and consistency of objectives, as intervening factors determining the success of policies [5]. Googin, Bowman, and Lester, in which policy implementation should take into account the communication factor between intervening and dependent independent aspects based on methodical scientific truth measurement [6]. Grindle expresses the independent aspect as a policy content that formulates explicitly about the interests of the target that will be affected by the policy, the benefits obtained by the target, the desired change, the position of the policy maker [7]. Mthethwa, RM writes that the implementation of social policy as an form of intervention for the poor, it is advisable for policy makers to carry out theoretical analysis using literature, so that the content, nature and content of policy objectives are consistent with implementation, because the reality of policy implementation is influenced by clarity and consistency factors policy objectives [8]. In the implementation of policy goals and objectives are often formulated inconsistent so as to complicate the nature of the implementation process and the achievement of the expected goals [9]. These factors are emphasized even more by Sabathier and Masmanian who discuss the framework of analysis of policy implementation factors that categorize in three analytical frameworks, namely independent, intervening and dependent factors. Anisur Rahman Khan also agrees with previous researchers where policy implementation is basically how to realize policy goals and objectives into action. For this reason, policy goals and objectives must be carried out through critical content analysis by theoretically examining, the failure factors of policy implementation are influenced by the lack of theoretical sophistication in formulating objectives, [10]. Furthermore, in line with this view, analyzing the consistency factors between policy objectives that are in line with implementation is Helga Pülzl and Oliver Treib [11], then H. Strehlenert, L. Richter-Sundberg, also analyzes the need to analyze the formulation of policy objectives theoretically as a factor determining the success of policy implementation, [12]. In the realization of the implementation of the PBL program in Manado in reality it has

not consistently carried out the objectives of the three programs. If it is examined from the previous theoretical point of view, policy makers have not conducted intervening factors analysis in policy formulation. So it can be said that the goals and objectives of PBL policies are ideal and difficult to achieve. As the aim of the infrastructure program, which is to expedite community activities, improve infrastructure infrastructure services, foster public awareness to protect and preserve the neighborhood, and to create a beautiful, neat, safe and comfortable neighborhood. To realize these goals is not something easy as turning the hand, and difficult to realize in the form of real action. The realization of the policy has not been achieved, because the goals are too ideal and difficult to achieve. Manado in Figures, revealed that that every neighborhood in the city of Manado has differences in the area, infra structure damage categories are heavily damaged, lightly.

B. *Accuracy in allocating resources*

Manado City Mayor Regulation No. 46 Year 211 states that the source of funds for implementing the PBL program, is charged to the APBD through the Manado City BPMPK Budget Implementation Document on capital expenditure, should be on goods and services expenditure. In the 2013 budget year it turned out that the Manado City government had not yet made changes to the program's funding sources. As a result the implementation of the program has to wait for the APBD Amendment which was passed in November. This condition slowed the implementation of the program while implementing accountability in December. It is even worse because there is a change in national policy where social assistance in the form of money is budgeted in indirect expenditure groups, types of social assistance expenditure, social assistance expenditure objects, and details of social assistance expenditure objects in PPKD, (Permendagri Number 39 of 2012). Mazmanian and Sabatier, said that funding sources are intervening factors that influence the success of the program, (4a) while Hogword and Gunn Googin refer to them as three mutually influential factors namely independent factors, intervening factors and dependent factors. The source of funds is a factor that must be formulated clearly in the policy, (7a). While Bowman, and Lester categorize resources and share human resources and resources in terms of funds as a model of program implementation, (8a) while Grindle also categorizes resources as aspects that determine the success of implementation, (9a) and Edward III, emphasizing the aspects of resources as a factor in program implementation, (8a) intervening that supports the successful implementation of the program, [9]. The source dictum of program implementation is an intervening aspect between the independent and dependent aspects of the smooth implementation of the program. For this purpose, the accuracy of the program formulator is needed so that the program is carried out effectively and efficiently, (15). The lack of clarity about the sources of funds used in implementing the policy will be an intervening factor that influences the success of the program, because there is certainly no successful implementation of the program if the resources used are wrong, as the indirectly cost [13] .

C. *Hierarchical Integration of Implementing Agencies*

The PBL Program Coordination Team consists of Heads of Offices and Heads of Agencies related to PBL implementation, namely the Community Empowerment and Village Administration Agency (BPMPK). In the kelurahan there are 504 neighborhoods as the smallest part of the government structure. The implementation of the PBL program was carried out in an effort to shorten the flow of the policy implementation process. The policy guide explains that, the main element of the PBL program implementer is the Head of the Neighborhood as the head of the Mapalus Community Group and the Head of the Neighborhood tasked with socializing the PBL program, mapping the potential of community resources and in making program proposals assisted by the village facilitator. In implementing the program there were no guidelines between implementing officials, for example between the Camat, the Lurah, the Head of the Neighborhood, the Village Facilitator. Whereas theoretically, in implementing the mandatory hierarchical program, technical implementing officials and field implementers are determined. Edward III (1980: 1) suggests that one of the main issues for effective program implementation is the bureaucratic structures factor, (10b). Whereas Van Meter and Van Horn mention aspects that influence the successful implementation of communication programs between organizations involved in public policy and implementer characteristics, (14a). While Mazmanian and Sabatier call the hierarchical integration of implementing agencies as an intervening factor that influences program implementation. Hogword and Gunn stated that one of the conditions for implementing the policy was the integration of program implementing officials with the proper breakdown and sequencing of tasks. On the other hand Hogword and Gunn put forward the same conditions for the availability of integrated resources and causality of relationships, with the correct breakdown and ordering of tasks, (14a). So theoretically in implementing a program it should take into account the hierarchical integration of the implementing agency so that the main tasks and functions of each of the actors and implementers are clear, both technical and field.

D. *Openness to Parties Outside the Structure*

The aspect of openness to parties outside the structure is a form of social, legal and political accountability carried out by the program implementers. Mazmanian and Sabatier clarify the aspect of openness to parties outside the structure in terms of intervening, (6a) while Hogword and Gunn refer to openness to parties outside the structure as a guarantee that external conditions will not cause major problems, causality of relations, (14b) while Googin, Bowman, and Lester stated that intervening aspects including openness to external matters are closely related to independent and dependent factors, (8b). Furthermore Grindle mentioned as the interests of the people affected by the policy, the benefits obtained through planned changes, (14c). While Elmore emphasizes community

involvement in program determination, (14d). From some of these views it can be said that there is a common view. This view recognizes that in implementing government programs, it is mandatory to conduct disclosure of information to parties outside the structure, that is, both to the target community and the community outside the target, as a form of legal, social, political and financial administration accountability. Program implementers are required to provide information about what is done, how to do it, how to recruit and how to account for financial resources. This responsibility can be done through print and online media. Openness to parties outside the structure has an impact on public confidence in the implementing officers and technical and field implementers.

IV. CONCLUSION

This study concludes that the implementation of the PBL program in Manado City has not yet taken into account intervening aspects including: 1). There is an inconsistency between the objectives of the infrastructure and social programs and the implementation of the program. 2). There was a mistake from the formulator of the PBL program in determining the allocation of funding sources for program implementation, 3). There is a hierarchical unity between the implementing agencies, technical implementers, sub-districts, villages and field implementers when implementing the program, 4). There has not been openness to the public as parties outside the program, regarding the implementation of the program both online and offline. For this reason, it is recommended that the program formulator and implementer pay attention to aspects of program intervening as a factor determining the success of implementation by: 1). Conduct a theoretical and methodical study of the consistency between program objectives and implementation, 2). Establish carefully and carefully regarding the allocation of funding sources for program implementation, 3). Strictly formulate the main tasks and functions of implementing institutions, technical implementers and field implementers so that there is a hierarchical cohesiveness among the program implementing agencies, 4). Conducted public accountability as a form of openness to the public about the implementation of programs both online and offline.

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