

# Poverty Reduction Policy Evaluation: A Study of Independent Village Development Movement (*Gerakan Pembangunan Desa Mandiri, Gerbang Dema*) in Respen Tubu Village of Malinau Regency - East Kalimantan Province of Indonesia

Suriansyah<sup>1\*</sup>, Soesilo Zauhar<sup>2</sup>, Khairul Muluk<sup>2</sup>, Adam Idris<sup>3</sup>

<sup>1</sup>Student of Doctoral Program of Administrative Science, Faculty of Administrative Science, University of Brawijaya, Jalan M.T. Haryono No. 163 Malang, East Java – Indonesia, Postal Code 65145

<sup>2</sup>Department of Public Administration, Faculty of Administrative Science, University of Brawijaya, Jalan M.T. Haryono No. 163 Malang, East Java – Indonesia, Postal Code 65145

<sup>3</sup>Faculty of Social and Political Science, Mulawarman University, Samarinda, East Kalimantan; Guest Lecturer at Faculty of Administrative Science, University of Brawijaya, Jalan M.T. Haryono No. 163 Malang, East Java – Indonesia, Postal Code 65145

\*E-mail of corresponding author: [suriansyah65@yahoo.com](mailto:suriansyah65@yahoo.com)

## Abstract

In order to reduce poverty and to develop local area, Malinau Government implemented a program, so called, the model of Independent Village Development Movement (*Gerakan Pembangunan Desa Mandiri, Gerbang Dema*). Malinau Local Government had set Malinau Poverty Reduction Strategic Plan and had established a Coordinating Team for Poverty Reduction. In organizing the development, the model focused on 3 (three) things: (1) infrastructural development; (2) human resources development, and (3) agricultural development in terms of economic development. Development programs and activities implemented by the Malinau Local Government to address the various problems shows the developmental progress, but on the other hand the poverty rate is still quite high. In the process of public policy, the evaluation stage is as an integral part of other stages. Evaluation of public policy on poverty reduction policy in Malinau Regency played an important role. The evaluation was conducted to obtain information about the achievement of policy objectives, to provide useful information on the implemented policies as well as to set a useful, more effective and efficient tool for future policy-making.

**Keywords:** public policy evaluation, poverty reduction, Gerbang Dema, social economy

## 1. Introduction

Development carried out in all areas of life including economics is to resolve the nation's problems such as poverty, unemployment and social inequality. Poverty continues to be a phenomenal problem in parts of the world, including Indonesia, which is a developing country. One reason for the persistent phenomenon of poverty in Indonesia, according to Stamboel (2012:27), is that the poverty reduction program was carried out partially and peripherally, i.e poverty reduction policies which has become the government's main program that only addressed the downstream side of the problem – such as the provision of social support, empowerment, capital venture – without addressing the root of the poverty problem. Although such policies are very good, but it does not solve the problem of poverty in an integrated and substantial way for not being able to overcome obstacles across sectors of development.

After local autonomy policy has been officially implemented in Indonesia from 2001, local governments now have the authority to plan, formulate, and implement developmental policies and programs that can be tailored to local needs. Therefore, one of the important things to note is that the local government should be more responsive to the needs of local community. Malinau Regency was formed pursuant to Law Number 47 of 1999 as a new regency separated from its parental regency, Bulungan. Malinau Regent is located in the border area with the neighboring country of Malaysia. As a newly established local government, Malinau Regency faces all the limitations and problems of development including poverty reduction.

In order to address challenges and problems faced, to keep pace with development in all sectors as well as reducing poverty rate, the local government of Malinau Regency are trying a new development model or approach by promoting a program called Independent Village Development Movement (*Gerakan Pembangunan Desa Mandiri, Gerbang Dema*), which is an integrated, synergistic, and participatory development movement by functioning all available resources at all levels of government whether at district, sub-district or village in order to create welfare and equitability in society. This program includes the development of infrastructure, human resource and agriculture in broader sense (societal economy). In one side, development programs and activities that have been implemented by Malinau local government to address various problems in Malinau either through Gerbang Dema Program in Village and Sub-district or any other sectoral programs that implemented by Malinau governmental agency

did show the progress in developing local area. But in another side, statistical data show that the poverty rate is still quite high in Malinau Regency.

Thus, based that background of study, this paper focused on four aspects of research, namely:

- (1) The results of poverty reduction policies through Gerbang Dema Program in Malinau regency of East Kalimantan Province of Indonesia;
- (2) The impact of poverty reduction policies through Gerbang Dema Program toward poor communities in Malinau regency of East Kalimantan Province of Indonesia;
- (3) Supporting factors in poverty reduction through Gerbang Dema Program in Malinau regency of East Kalimantan Province of Indonesia; and
- (4) Inhibiting factors in poverty reduction through Gerbang Dema Program in Malinau regency of East Kalimantan Province of Indonesia.

## **2. Literature Review**

The purpose of granting local autonomy by the Central Government to the local government (on District/Municipality levels) is to improve the public service and to accommodate the aspirations and desires of local community. The common ways of accommodating local aspirations are by processing it into public policy to be, further, implemented technically with development programs or activities. Thus the relationship between people and their government will be close. Local autonomy is closely related to efficiency and innovation, as with it, the local government can be flexibly more creative but still has the authority and democratic constitutional framework to enhance the welfare of society. Local autonomy will also increase the chances of people to participate in the policy-making process of related issues to social, political, economic, including the problem of poverty reduction. It is possible because the locus of decision-making is much more closer to the community.

### **2.1. Concept Evaluation of Public Policy**

Public policy according to Thomas R. Dye in Winarno (2005) is whatever the government chose to do and not do. According to Winarno, the definition is quite accurate, but actually it is not sufficient to describe the public policy because there are possibility of any existence of considerable differences between what the government wants to do and what is actually done. The concept of public policy according to Anderson (2006) is: "... those policies developed by governmental bodies and Officials". Anderson formulated policy as a deliberate action steps performed by actor(s) with respect to a particular problem or issue at hand. Thus, this definition focuses on what is actually done and not on what is proposed or intended to be done. In addition, this concept explicitly distinguish between policy and decision chose among the various available policy alternatives.

Of the public policy notions above, it can be seen there are several important elements of public policy, namely: 1) the existence of a series of actions; 2) done by a person or group of people; 3) problem solving; and 4) the existence of a particular purpose. When these elements are combined, it can be understood that the policy is a set of actions that includes the decisions that must be followed by a person or group of people to solve problems encountered in achieving certain goals. Policies that have been made need to be implemented so that the objectives and targets set can be achieved. Public policy derived in the form of programs, which is then lowered into projects or now better known as governmental activities, whether conducted by the government themselves, local community, private or cooperation between the government and the public sector(s).

With regard to the factors that influence policy implementation program, Subarsono (2005) cited the opinion of G. Shabbir Cheema and Rondinelli whom argued that there are several factors that influence the policies implementation of the decentralized government programs. These factors are: 1) environmental conditions; 2)

inter-organizational relationships; 3) organizational resources for program implementation; and 4) characteristics and capabilities of the implementing agencies. When the policy is seen as a sequential pattern of activity, the policy evaluation is the final step in the policy process. This does not mean that the policy will expire at the evaluation stage because a policy may require changes and improvements to be successfully implemented. Evaluation is one of the important stages in the process of public policy, but this step is often overlooked and only ended in the implementation phase. The evaluation is to assess the activity level of the performance of a policy. The evaluation is used to measure the success and failure of the implementation of public policy.

Policy evaluation activities, in addition to providing units of a particular value of the policies that have been implemented, can also be a new door to enter the formulation and analysis activities of subsequent policy. There are at least 3 (three) things to be done by an evaluator in evaluating public policy, namely: *first*, policy evaluation may explain policy outcomes, such as work, money, and/or materials produced and services provided. *Second*, perhaps policy evaluation can explore the ability of policy in fixing the societal problems. *Third*, policy evaluation can, possibly, show policy consequences in the form of policy feedback, including the reaction of government actions or statements in the policy-making system or in some decision-makers (Winarno, 2011).

There are several models of policy evaluation made by experts that usually used to conduct an evaluation. There are many models of evaluation, but in the end, all the results of the evaluation are used for decision-making interests. The models are (Wirawan, 2012):

1. Goals -Based Evaluation Model.
2. CIPP Model (Context - Input - Process - Product).
3. Discrepancy Evaluation Model.
4. Formative and Summative Evaluation Model.

In addition to Formative and Summative Evaluation Model, it is done to:

1. Measure the results and the effect of the service or intervention programs.
2. Measure perceptions of clients regarding services and intervention programs.
3. Determine the cost effectiveness, cost efficiency, and cost benefit program.
4. Determine the overall success of the program.
5. Determine whether the general purpose and special purpose program has been achieved or not.
6. Determine whether or not the clients get the benefits of the program.
7. Determine which components are most effective in the program.
8. Determine which output is not anticipated from the program.
9. Communicate evaluation findings to stakeholders.
10. Take a decision on whether the program should be terminated, suspended or developed and implemented elsewhere.

## **2.2. The concept of poverty**

The concept of poverty is very diverse, ranging from mere inability to meet basic consumption needs and improve the situation, the lack of a level playing field, up to a broader sense to include the social and moral aspects. For example, there is the notion that poverty is associated with attitudes, cultural life, and the environment in a community or to that poverty is powerlessness group of people to a system that is implemented by a government that they are in a very weak position and exploited which is called as structural poverty.

According to Nasikun (1995),

... poverty is a multifaceted, multidimensional and integrated phenomenon. Being poor means not only living in conditions of shortage of food, clothing and shelter. Living in poverty often also means low access to a wide range of resources and assets which are very necessary to be able to obtain a means of meeting the life's most basic needs, such as: information, science, technology and capital. Moreover, living in poverty often also means living in alienation, with limited access to power and therefore of life choices narrow and stuffy.

Whereas Ravallion in Arsyad (2010) stated: "poverty is hunger, not having residence, when getting sick does not have money for treatment. Poor people generally can not read because they were not able to go to school, do not have a job, afraid to face the future, loss of a child due to illness. Poverty also means powerlessness, marginalized and do not have a free taste in living life". In another opinion, the definition of poverty proposed by Mafruhah (2009) stated that: "poverty is when people are in a condition that is very limited, both in accessibility to factors of production, business opportunities, education, other living facilities, so that in any business activity

or be limited". From some of these opinions can be said that poverty describes the condition of the absence of ownership and low income, or in more detail describes a condition where ones can not be fulfilled their basic human needs, namely food, shelter, and clothing, etc.

### 2.3. The Causes of Poverty

A very popular theory about poverty is the vicious circle of poverty which was first introduced by Ragnar Nurkse in his book *Problems of Capital Formation in Underdeveloped Countries* (1953). This theory is a concept that presupposes a circular constellation of forces which tend to act and react to each other in such a way that put a poor country continuously in an atmosphere of poverty. In other words, a vicious circle is an analogy that likens the poverty is like a circle that nor have the base or the tip, so it keeps on spinning in the same circles. According to Nurkse in Arsyad (2010), poverty is not only caused by the lack of development in the past, but poverty can also be a limiting factor in future development. Hence, comes the Nurkse's very famous phrase that "a country is poor because it is poor".

In addition to the above theory of the vicious cycle of poverty, Meir and Baldwin (1957) in Arsyad (2010) tried to propose a concept that is somewhat different from the poverty cycle. Circle of poverty arose from a relationship of mutual influence between the condition of the people who are still underdeveloped (traditional) and natural resources that have not been fully utilized. To develop the owned properties - within the community - there must be a human resource or qualified manpower to lead and carry out a wide range of economic activities. As it is known that in developing countries the potential they possessed abundant untapped completely, for various reasons, among others: (1) relatively low levels of public education, (2) lack of necessary technical expertise, and (3) the limited mobility of the existing resources (Arsyad: 2010).

### 3. Research Method

This study used qualitative approach. Related to the theme and title of this paper, the focuses of the research are determined as follow:

1. Results of Poverty Reduction Program in Malinau Regency, such as:
  - a. Provision access for local community to health care and education
  - b. Incomes
2. Impact of poverty reduction through with Gerbang Dema Program in Malinau Regency to the poor within the district, especially the views of the impact on human resource development, human development index and empowerment of the poor.
3. Supporting factors by looking at: the basic rules of policy, community participation and motivation of supporting personnels.
4. Inhibiting factors viewed from: the culture of the community about the way of farming/gardening of Respen Tubu village residents, quality of village personnel resources, poverty alleviation and coordination mechanisms, supporting documents to reduce poverty through Gerbang Dema Program and geographical conditions.
5. More effective Poverty Reduction Model in Malinau which will be built based on empirical research findings.

The research was conducted in Malinau Regency of East Kalimantan Province of Indonesia. The selected village for study locus was Respen Tubu Village in North Malinau Sub-district. The data source in the study were in-depth interview, event or activity, place or location, objects, and other various documentation forms (e.g. photographs, recordings, documents or archives). In this study, the data source is obtained through informants, observed events and printed documents. The data collection was done through observation, in-depth interviews and documentary researches. Data analysis was performed using analysis of interactive models such as those developed by Miles and Huberman (1992) with the steps taken as follows: (1) data reduction, (2) data display, and (3) verification of the data and draw conclusions. Meanwhile, to ensure the validity of data, it was used 4 (four) types of standard criteria of data validation, which are: credibility, dependability, confirmability, and transferability.

### 4. Profile of Research Locus

Malinau Regency is one of the newly formed local government separated from its parental local government, Bulungan Regency based on Law Number 47 of Year 1999. It is located in the North West part of East Kalimantan Province of Indonesia. Malinau Regency is directly adjacent to the neighbor country, namely the Sarawak State of Malaysia at the west and is bordered with Nunukan Regency at the north. Meanwhile, at the

East part of the Regency, it is bordered with Tana Tidung regency and Bulungan Regency and at South side with West Kutai Regency. Based on the existing statistical data, at the initial implementation of Gerbang Dema Program in 2006, the number of poor people in Malinau were 38,927 inhabitants or about 72.33 percent of the total Malinau population of 53,820 inhabitants. This high percentage of poor people was the main reason of the implementation of the poverty reduction policy by putting Gerbang Dema Program into practice in Malinau Regency.

By having the program running, a village should be chosen as the locus of the program implementation. Therefore, Respen Tubu Village located in the North Malinau Sub-district was appointed as the place in where the Gerbang Dema Program would be implemented. Geographically, Respen Tubu Village is not too difficult to reach. To be able to reach this village, several ways can be chosen. It can be reached either through land or river transportation. Generally, people prefer to use land transportation because the paved roads has already available through the Village. Although the river transportasi is still used, but it is only for certain purposes. More and more people are tend to use land transportation for their daily activities for instance: going to their overland fields, hunting and going to the fishing spots. There are not many variations of job for this Village people because the opportunities for it are very limited. The social condition of Respen Tubu Village Body, generally, can be drawn as follow:

- (1) Most of people's farmland are away from their Village. It is about 7 to 30 km, while the access to the farmland can only be reached by land transportation. Moreover, the distance is far enough and the terrain is too heavy;
- (2) Natural resources are very potential but difficult to be exploited due to marketing constraints, especially transportation to transport the rice harvest, fruits or vegetables. Therefore the agriculture production are only limited for their own consumption. Even, sometime if there was trading, the volume was still very limited; and
- (3) Most Village people, in general, have relatively low levels of education and skills.

## 5. Poverty Reduction in Malinau Regency

In order to meet the challenges and problems faced and to keep pace with local development in all sectors. Especially in tackling poverty, the Malinau Local Government is undertaking the new model or approach of developing local area by introducing a development program called Independent Village Development Movement (*Gerakan Pembangunan Desa Mandiri*, Gerbang Dema), which is an integrated, synergistic, and participatory development movement with the proper functioning of all the available resources at all levels of government, either in district, sub-district or village level in order to leverage the welfare of local community in an equitable society. In organizing the program implementation, this model focuses on 3 (three) things: 1) infrastructure development; 2) human resources development, and 3) agriculture development in a broader sense (societal economy).

One of the Malinau Regency Government's vision re-written in its Five Year Local Government Developmental Planning (*Rencana Pembangunan Jangka Menengah Daerah*, RPJMD) year period of 2006 - 2011 which was legalized into Malinau Regency Regulation Number 10 of Year 2006, stated that: "Continuing and Sharpening Gerbang Dema Program for the Welfare of an Equitable Society". This vision is a continuation of one of the vision of the previous administration period (2001-2006) which was: "Making Villages in Malinau as Independent Villages in Year 2010 Through Gerbang Dema Program". Gerbang Dema, as a development model, assumes that by carrying out this development movement the Malinau Local Government hopes that the local community can be more prosperous in an equitable manner. Within this context, especially in order to reduce poverty, Malinau Local Government had made a policy by making a Strategic Plan of Poverty Reduction created in 2007. In this Poverty Reduction Strategic Plan document stated that the five year vision of poverty reduction is the realization of local socio-economic capabilities of the poor through the utilization of their own potential and the potential of the surrounding environment to establish the independent community in Malinau Regency. In an effort to support the commitment of the Local Government of Malinau, a Poverty Reduction Coordination Team had been created based on Malinau Regent Decree Number 900/05/K.92/2010 on the Formation of Coordination Team and Secretariat of Coordination Team of Poverty Alleviation in Malinau Regency in Year 2010.

Gerbang Dema is a development model with Malinau taste. As a development movement, Gerbang Dema can be defined as an integrated, synergistic, and participatory development movement with the proper functioning of all the available resources at all levels of government, either in district, sub-district or village level. The main goal



is to fasten the establishment of public welfare equitably in Malinau Regency. The expected outcomes are: to decrease the number of poor people, to increase educational level and public health quality, to annually increase local people's income, to gradually put the number of unemployment down, to level-up economic access for the community, and to increase new technological usage within community. Through with this program, it is expected that the number of poor people will significantly reduce and reduce annually. The central concept as well as main goal of Gerbang Dema Program is to create Independent Villages in Malinau Regency. Along with the creation of independent village, the welfare of the community will also increase. The independent village can be described as a village which can stand alone with its capabilities to build community through its local community participation, either in economic, social, cultural, and infrastructure by keeping the principle of equitable community and maintaining the living environment sustainable.

The fund for Gerbang Dema Program either at the village and sub-district was allocated annually in the Malinau local budget. In its implementation, the program was also granted with supported funds committed since 2006. Gerbang Dema funds provided to each village was between IDR 100,000,000 to IDR 500.000.000. While the funds allocated to the program in districts was between IDR 1 to 1.5 Trillion. The allocation of funds to each village and sub-district were not the same. The amount depended on the number of inhabitants and the difficulty of transportation to the region. It also prepared a trained companion staff for Gerbang Dema Program in villages and sub-districts in order to make the program run smoothly accordance with established targets. The preparation of the project proposals for the program should be based on the local potential. It was required for exploring and developing the local potentials within the region. With this rationale, the local community are expected to recognize the potential of their area (village) and can easily exploit it to develop their own region.

To get funded with local budget through the Gerbang Dema Program, the villagers have to submit a development proposal to the local agency which is Regional Community Empowerment Board of Malinau Regency (*Badan Pemberdayaan Masyarakat Daerah (BPMD) Kabupaten Malinau*) because the budget for Gerbang Dema Program was allocated in the Division of Rural Community Empowerment of Malinau Regency of the agency. The proposal was drawn up based on the potential of the village, and discussed in the Village Deliberations Development Planning (*Musyawarah Perencanaan Pembangunan - Musrenbang - Desa*). Those involved in the overall planning forums are existing stakeholders, both formal leaders and informal leaders, and of course the villagers. The forum of *Musrenbang Desa* is facilitated by appointed staff(s) as the village cadre(s). The village cadres have to assist the local government in planning, administrating, and reporting the program activities. In addition, they also serve as a resource, motivator, and mediator in the implementation of the Gerbang Dema Program at the locale. The village cadre is also as a companion staff at local level. In a companion staff of Gerbang Dema recruitment, educational level was put into requirements. The minimum educational background for assistants at sub-district level was pursued to bachelor Graduate (Strata-1, S1), and at village level was at least Diploma level 1 (Diploma-1, D1).

Implementation of the program started with the formation of several Gerbang Dema Implementation Team at various levels of government; counties, districts, and villages. The study case of this research was the implementation of Gerbang Dema Program in Respen Tubu Village of North Malinau Sub-district. Thus, the policy implementation of poverty reduction program in this village was evaluated in this research. The mechanism of implementing Gerbang Dema Program in Respen Tubu Village can be described as follows:

1. Respen Tubu Village of Gerbang Dema Executive Team proposed that Gerbang Dema Program should be discussed in *Musrenbang Desa*. A variety of ideas and opinions that emerged in the *Musrenbang* forums described in the Proposal of Gerbang Dema for Respen Tubu Village which then further discussed in the District *Musrenbang*;
2. The proposal is then submitted to the Regent of Malinau through the Regional Community Empowerment Board (BPMD);
3. Before being approved by the Regent, the proposal should be implemental assisted by Gerbang Dema Regency Team;
4. The next stage was the submission of the proposal that had been endorsed by the Regent to the Gerbang Dema Executive Team through *Camat* (head of sub-district);
5. All projects and activities contained in the approved proposals can be implemented and thereafter Accountability Report (*Surat Pertanggung Jawaban, SPJ*) should be made. During the activity of the program, monitoring and evaluation (monev) was also carried out both by District and Sub-district Gerbang Dema Teams. The results of monev was a matter for the improvement of the program implementation in the second phase of the process;

6. In the case of the first phase of budgetary accountability report has yet not been completed, the second phase of the budget can not be cashed;
7. In the process of making this SPJ the helping hands are needed. The sub-district and village officials are mostly not experienced with this kind of bureaucratic works, and did not fully understood the process of financial administration;
8. As with the first stage of the process of disbursement of funds, the second stage disbursement of funds can be done only if the second phase of the budgetary accountability report has been reported;
9. It usually required a long enough period of time, because the process of making budgetary accountability report of the activity was not easy. It was certainly related to the ability of human resources in the village government which were very limited either in capability and experience, especially for the need to get the report to BPMD. All details of accountability both in administration and budgetary must be checked at all time in order to make the budgetary accountability report (SPJ) well composed so that to encounter the audit trail error;
10. It is important to note that only if all SPJ of each stage had been proved the next stage of fund disbursement process can be proceed. Dilakukan; and
11. All project and activities funded by this Gerbang Dema Program should always be accordance with government procurement and local budgetary mechanisms.

Based on document activities of Gerbang Dema Program in Respen Tubu Village from 2006 to 2011, the program activities included 3 (three) aspects: (1) development of facilities or infrastructure, (2) villagers human resource development, and (3) the construction and development of the agricultural sector in the broader sense (e.g. plantations, livestock and fisheries). The budget of Gerbang Dema Program in Respen Tubu Village mostly were allocated in village agriculture sectors such as paddy field revitalization activities, animal husbandry farming and fishery; having followed with the second most budget allocation for the human resource development activities. The less budget allocation was for village infrastructure development. The results of poor people data updating indicated that the poverty rate is declining but the total number is still quite high. As the case, in 2009, with the total population of 70,212 inhabitants, the poor people in Malinau Regency was about 24,777 inhabitants or estimated to 35.54%. Meanwhile in 2010, the poor people population had declined to 20,250 inhabitants from the total population of Malinau Regency of 75,295 inhabitants or about 26, 89%.

## **6. Evaluating the Poverty Reduction Policy in Malinau Regency**

After acknowledging the existing condition of Gerbang Dema Program implementation in Malinau Regency, there are some research results that draw us the empirical state of the implemented policy, as follows:

- a. Poverty reduction results through Gerbang Dema Program in Malinau Regency showed some local activities to leverage up the villagers resources that can be seen from the efforts to provide a better quality health services and education to communities. The human resources development was carried out with the provision of health services and education as well as the creation of employment opportunities in order to increase villagers' income.
- b. Poverty reduction policy implemented in Malinau Regency has impact on the local development generally. It is characterized by an increase in the quality of human resources of society, and the increase of the index of human development (*Indeks Pembangunan Manusia*, IPM) as well as community empowerment. This suggests that poverty reduction policy in Malinau Regency was effectively implemented in reducing the number of poor people.
- c. Supporting factors of poverty reduction policy implemented in Malinau regency were ranging from regulation to commitment of the Malinau Local Government and from highly motivated local apparatus to participative local community.
- d. Inhibiting factors of poverty reduction policy implemented in Malinau regency were ranging from traditional community culture to the limited capabilities both in knowledge, opportunity or skills, and from the lack of a societal economic development grand design that slow down the achievement of goals to the weak role of Coordination Team within poverty reduction program, as well as from Poverty Reduction Strategic Plan that has not been used as a guideline properly in reducing poverty to the limited local budget for the program.

e. Model of More Effective Poverty Reduction Program should be proposed (revisiting Gerbang Dema Program).

By studying the disadvantages and advantages and revisiting the empirical model of local community empowerment through Gerbang Dema Program, hereby an 'ideal' model of development movement is proposed which is intended to revise and refine the implementation of Gerbang Dema Program. The disadvantages of Gerbang Dema Program implementation are, as follows:

- a. The limited capacity of the local government apparatus in articulating local aspirations and in managing technical issues and administration of the activities;
- b. The disbursement of funds were done at local agency (BPMD) and stagey thus it took a longer period of time for the funds to be cashed;
- c. The program had not yet increased the independent participation of the villagers;
- d. The activities of Gerbang Dema Program were not yet synchronized with the local government agencies' annual program especially those implemented in agriculture sectors in form of agriculture and societal economy development programs for the absence of Malinau Regency's Societal Economic Development Grand Design;
- e. There are still inconsistency in implementing poverty reduction policy in Malinau Regency for not putting the Poverty Reduction Strategic Plan as the main reference and guideline of reducing poverty; and
- f. There are yet unclear phases in conceptions poverty reduction strategy during the formulation of local budget in Malinau Regency.

While some advantages and empirical facts of Gerbang Dema Program implementation in Malinau Regency are, as follows:

- i. Gerbang Dema Program indicated that the local government attention to rural development and local society are high;
- ii. Gerbang Dema Program provided more confidence and elevating motivation for local officials to pursue rural development through local empowerment programs;
- iii. Gerbang Dema Program increased the intensity of vertically rural development communication between Village Government and other Government Level upward, and horizontally between Village Government and the villagers;
- iv. Gerbang Dema Program provided opportunities for the Village Government to implement a more autonomous rural development management, and
- v. Gerbang Dema Program provided a process of collective learning in rural development that will benefit the stakeholders involved in the field.

In the recommended model, regional development policy plays important roles in the context of the public welfare and/or reducing poverty. Some local government documents that can influence the decision-making of policy, including:

- Five Year Local Government Developmental Planning (*Rencana Pembangunan Jangka Menengah Daerah*, RPJMD)
- Societal Economic Development Grand Design
- Regional Poverty Reduction Strategic Plan
- Strategic Planning of Regional Working Units
- Local Government Work Plan

It should be noted that in the recommended model, it is argued that there should be efforts to synergize programs and activities related to poverty reduction in the region within a Regional Poverty Forum (RPF).

The RPF should consist of Malinau Local Government Budgeting Team, related Malinau Regional Working Units, Regional Coordinating Team for Poverty Reduction and Local State Owned Enterprises. Associated with the development planning and budgeting process, it is advisable that the RPF is held twice. The first RPF should be held before *Musrenbang Desa* in order to synchronize development programs and activities that will be carried through Village Development Planning and Budgeting (*Anggaran Pendapatan dan Belanja Desa*, APBDesa). The second RPF should be held before Regional Working Units Forum (*Forum Satuan Kerja Perangkat Daerah*, Forum SKPD) as the attempt to synchronize development programs and activities derived from Provincial and Regional Government. This RPF should analyze and discusses the information and data on poverty so that the solution and resolution can be formulated accordingly along with the poverty reduction policy. The progress that has been achieved and subsequent efforts to reduce poverty by referring to what had been done should also be the concern in implementing subsequent poverty reduction policy. It is intended for



creating synchronization of development programs and activities that were planned at village, sub-district and regional level as well as to encounter the development overlapping that can be emerged in regional development policy especially Societal Economic Development Grand Design and Regional Poverty Reduction Strategic Plan.

Synergy and integration between village, sub-district and regional working units can strengthen the development outcome in rural area. This can tackle the possibility of program overlapping between development stakeholders. Beside, this can be the supporting agent to fasten the regional development in rural area. It is also recommended that the Gerbang Dema Program budget can be directly transferred to APBDesa. The funding mechanism of the program should not be through BPMD or any other regional working units. The existing funding mechanism is only slowing down the activities for some technical problems as mentioned before. The same recommendation is also suggested to the Gerbang Dema Program funding mechanism that is delegated to Sub-district. The budget for the program should be placed at regency level or at regional secretariat (regent office working unit).

To guarantee all activities carried out by Gerbang Dema Program are accountable and well implemented, evaluation has to be functionalized optimally according to each phase of the program. Evaluation can be done by Regional Budgeting Team or Regional Poverty Reduction Team or even the combination of both teams. Policy evaluation should be designed as a tool that can quantify and measure whether or not the policy has been formulated in accordance with existing local condition, organizational capability, local apparatus, social and community environment or with other factors. The evaluation is also useful to synchronize planning and implementation of the policy, to justify the effectiveness and efficiency of the policy, or even to recommend a new related policy. The result of policy evaluation can be a useful feedback for local government to revise and refine the existing policy in order to create a better new policy toward poverty reduction within the regional area. Thus, the current feedback(s) will draw all disadvantages and advantages clearly and the policy cycle can be rotate as it is conceptualized.

## **7. Concluding Remarks**

### **7.1. Conclusions**

- [1]. Poverty reduction program in Malinau Regency through Gate Dema has been carried out with the results that can be seen from the access of the poor to get better quality services in the field of healthcare and education. The provision of such services related to the acceleration of poverty reduction strategies undertaken in an attempt to reduce the burden of expenditure of the poor;
- [2]. Poverty reduction programs in Malinau Regency have an impact on the local development generally which is characterized by the increase in the quality of human resources, improvement of IPM and empowerment. This suggests that poverty reduction programs that have been effectively implemented and improve incomes of the poor;
- [3]. Supporting factors of regulation from the central government to the Malinau local government, strong community participation to actively participate in the implementation process Gerbang Dema, both at village and sub-district and highly motivated apparatus to carry out the implemented development model supports poverty reduction in the regional area of Malinau Regency; and
- [4]. Inhibiting factors of reducing poverty in Malinau Regency are the traditional community culture of the people, inadequate human resources quality of village apparatus, the Regional Coordinating Team for Poverty Reduction were not functionalized optimally, Poverty Reduction Strategic Plan have not been used as guidelines as well as the challenges of the geographical conditions of Respen Tubu village residents' plantation area that is relatively remote with poor road conditions.

### **7.2. Suggestions**

- 1) To accelerate the poverty reduction in Malinau, especially in Respen Tubu Village, it is suggested that a Societal Economic Development Grand Design. This grand design is as a guideline for Local Government strategic actions as well as a translation of Malinau Regency's RPJMD. It should be operative and can be used by all development stakeholders.
- 2) In order to maximize the development of economy, especially in the context of community development, improving the quality of communities to manage agricultural businesses through skills training needs to be

- improved. Likewise, the quality and quantity of Gerbang Dema companion staff and Extension Officers (PPL) needs to be further improved.
- 3) The role of the Regional Poverty Reduction Coordination Team formed should be widened and strengthened in order to catch as many as critics and feedbacks that can be used in the preparation of programs and activities required to reduce poverty. The role can be implemented in a so-called forum, the Poverty Reduction Forum. The forum consists of Malinau Regency Budgetary Team, related Local Government Working Unit, the Regional Coordinating Team for Poverty Reduction and Local State Owned Enterprises. Associated with the planning and budgeting process, the proper stages of the forum to contribute are before *Musrenbang Desa* and before *Forum SKPD*. The forum before *Musrenbang Desa* is an attempt to synchronize the programs and activities that will be carried through APBDesa, while the forum before the *Forum SKPD* is an effort to synchronize activities derived from Provincial and Regional Government.
  - 4) It is suggested that the causes of poverty should be identified correctly especially with regard to poverty criteria in order to be effective in handling it. For that, the pro-poor Malinau Local Government's programs such as rural road construction to the community's farmland, manufacture of livable homes, improving sanitation, electricity and installation of clean water needs to be done. At the same time, job creation needs also to be done.
  - 5) The budget for Gerbang Dema that had been attached to BPMD is suggested to be transferred directly to Village Government as well as the program that attached at sub-district level. As for the technical and practical obstacle, thus, the companion staff should also be appointed at village and sub-district government to mentor and train the village and sub-district apparatus to govern the program including financial management.

## References

- Abdul Wahab, Solichin. 1998. *Analisis Kebijakan Publik: Teori dan Aplikasi*. Malang: FIA Unibraw.
- Alwasilah, A. Chaedar. 2002. *Pokoknya Kualitatif: Dasar-Dasar Merancang dan Melakukan Penelitian Kualitatif*. Bandung: PT. Dunia Pustaka Jaya dan Pusat Studi Sunda.
- Ancok. 1995. *Kualitas Manusia Dalam Menyongsong Era Tinggal Landas*. Yogyakarta: Pusat Pengkajian Strategi dan Kebijakan.
- Anderson, James E. 2006. *Public Policy Making: An Introduction*. Boston: Houghton Mifflin Company.
- Arsyad, Lincoln. 2010. *Ekonomi Pembangunan*. Fifth Edition, Yogyakarta: STIM YKPN.
- Dunn, William N. 2003. *Pengantar Analisis Kebijakan Publik*, Second Edition. Translated into Indonesian. Yogyakarta: Gadjah Mada University Press.
- Gunn, W. N. 1981. *Public Policy Analysis: An Introduction*. New Jersey: Prentice Hall.
- Hoogwood and Gunn. 1986. *Policy Analysis For Real World*. London: Oxford University Press.
- Hubberman, A. Michael & Miles, Matthew B. 1992. *Analisis Data Kualitatif*. Translated by: Tjejep Rohidi. Jakarta: UII Press.
- Islamy, M. Irfan. 2009. *Kebijakan Publik*. First Edition. Forth Printed. Jakarta: Penerbit UT.
- Jones, Charles O. 1970. *An Introduction to the Study of Public Policy*. Belmont, CA: Wadsworth.
- Kaho, Josep Riwu. 1995. *Prospek Otonomi Daerah di Negara Republik Indonesia*. Jakarta: PT. Raja Grafindo Persada.
- Lester, James P. and Stewart, Joseph. 2000. *Public Policy: An Evolutionary Approach*, Second Edition. Australia: Wadsworth.
- Mafruah, Izza. 2009. *Multi Dimensi Kemiskinan*. Solo: LPP UNS and UNS Press.
- Michael, Todaro. 2000. *Pembangunan Ekonomi di Dunia Ketiga*. Jakarta: Ghalia Indonesia.
- Miles, Matthew B. and Hubberman, A. Michael. 1984. *Qualitative Data Analysis a Sourcebook Of New Method*. New Delhi: Sage Publication.

- Mitchell, J.M. and Mitchel, W.C. 1993. “*Analisis Kebijakan Publik: Suatu Pengantar Pengantar*”, Jurnal Ilmu Politik **3**. Jakarta: Gramedia.
- Moleong, Lexy J. 1998. *Metodologi Penelitian Kualitatif*. Bandung: PT. Remaja Rosdakarya.
- Osborne, David and Gaebler, Ted. 1992. *Reinventing Government: How The Enterpreunerial Spirit Is Transforming The Public Sector*. New York: Penguin Book.
- Parson, Wayne. 2005. *Public Policy (Pengantar Teori & Analisis Kebijakan)*. Jakarta: Kencana.
- Parson, Wayne. 2005. *Public Policy*. Edward Elgar Publishing,Ltd. Jakarta: Prenada Media.
- Riant, Nugroho. 2004. *Kebijakan Publik, Formulasi, Implementasi dan Evaluasi*. Jakarta: PT Gramedia.
- Rondinelli, D. A. & Cheema, G. S. 1983. *Implementing Decentralzation, Policies: an Inroduction*. “ dalam Cheema, G.S. & Rondinelli, D.A. (ed.) *Decnetralization and Development: Policy Implementation in Development Countries*. California: Sage Publications.
- Stamboel, A. Kemal. 2012. *Panggilan Keberpihakan – Strategi Mengakhiri Kemiskinan di Indonesia*. Jakarta: PT. Gramedia Pustaka Utama.
- Winarno, Budi. 2005. *Teori dan Proses Kebijakan Publik*. Yogyakarta: Media Press.
- Winarno, Budi. 2012. *Kebijakan Publik (Teori, Proses dan Studi Kasus)*. Second Printed. Yogyakarta: CAPS.
- Wirawan. 2012. *Evaluasi: Teori, Model, Standar, Aplikasi, dan Profesi*. Jakarta: PT. Raja Grafindo Persada.
- Yatim, Riyanto. 2007. *Metodologi Penelitian, Kualitatif dan Kuantitatif*. Surabaya: Penerbit Unesa University Press.