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POLICY IMPLEMENTATION EVALUATION OF “ENFORCEMENT PLANTING AND PLANTING ENFORCEMENT” MOVEMENT IN BAUMATA UTARA TAEBANU SUB-DISTRICT OF KUPANG DISTRICT

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ABSTRACT

The objective of this research is to evaluate the policy implementation of “Enforcement Planting and Planting Enforcement” Movement in Baumatra Utara Village. The focus of this research is formative evaluation while the sub-focus is program design and program service improvements. This was an evaluative research with qualitative approach. Informant determination uses purposive sampling technique, which is, a certain consideration. Data was collected by several techniques i.e. interview, documentation, and observation. Data was then analyzed using Miles and Huberman’s analysis technique (1994). The research results show that the movement of “Enforcement Planting and Planting Enforcement” under the principal of empowering society, has run well in Baumatra Utara Village Kupang District since 2012 until 2016 by the formation of 6 farmer groups who participate in Local Government program managed in Local Regulation.

KEY WORDS

Implementation evaluation, policy implementation, policy, public service.

The movement of “Enforcement Planting and Planting Enforcement” is a moral movement that requires communities in Kupang District to plant different types of productive plantation crops, considered from set-aside lands not used. By this movement, Kupang Local Government truly commits to make agricultural sector as a leading sector which should be encouraged and developed in order to improve Local Economic of Kupang District through plantation of different types of productive crops. Target commodity of “Enforcement Planting and Planting Enforcement” movement covers food crops, plantation crops, horticulture crops, plantation crops and forestry crops as well as supported by fish farming and animal husbandry business (Eki, 2016).

This “Enforcement Planting and Planting Enforcement” movement is warmly welcomed by communities in Kupang District, especially in Taebenu Sub-District, Baumata Utara Village. Even though water availability in Baumata Utara village is limited, communities’ willingness and hard working is arguably great, so Baumatra Utara becomes one of the pilot villages in Kupang District. According to the Head of Village Anika Aome, “Enforcement Planting and Planting Enforcement” movement is quite successful and has been running since 2012.

Various efforts have been conducted by Kupang District Government to alleviate poverty in Baumata Utara village, from assistance and social protection of poor household to the empowerment of micro and small enterprise. The existing data (Profile of Baumata Utara Village in 2017) shows that the vast majority of the communities’ livelihoods are farmer. Therefore, this village is qualified to be the pilot village to implement “Enforcement Planting and Planting Enforcement” movement compared to other villages. There are two categories of poverty alleviation that has been conducting. Firstly, rescue which means short-term effort to prosper poor household so as not to get worse as a result of price increases of fuel, daily needs, electricity etc. This program is not intended to alleviate poverty, but it only prevents poor communities to not get worse and also to prevent poverty to access other things. The first purpose is to give income for poor families, so they have hope to survive (charity). Secondly, recovery which means long-term effort to decline poverty, revolving in nature,

institutional reinforcement, development of rural economy's facilities and infrastructures, ability improvement of human resources.

This effort is executed through a movement of "Enforcement Planting and Planting Enforcement." If it is being reviewed, although various programs, especially "Enforcement Planting and Planting Enforcement" movement, have been running, but the threat of poverty must be still watched out. The disparity between prosperity and empowerment of communities all around the world happened over this time leads to the gap in various aspects of social and economic life, including community involvement in the regional development which is also vulnerable. As a result, the impact of disparity between prosperity and independency of communities causes a prolonged-poverty problem.

LITERATURE REVIEW

Public Policy. According to Dye (1987) public policy is whatever governments choose to do or not when it deals with public problem. While according to Chiff J.O Udaji (in Abdul Wahab, 2001) public policy or National policy is an sanctioned course of action addressed to particular or group of related problems that affect society at large.

Policy Evaluation. Evaluation means assessment process. Assessment can be neutral, positive or negative or combination of both. When something is evaluated, the evaluator will take a decision about value or benefit. According to Taliziduhu Ndraha (in Ndraha, 1989), evaluation is a comparison process between standard and fact as well as its result analysis. It concludes that there is a comparison between purpose which will be achieved in the problem solving and its reality, so it can be concluded with final analysis whether a policy has to revise or continue.

Evaluation is the last step of a policy process; evaluation is a method to assess whether a policy or program runs well or not. The weakness or strength of a policy can be known by doing evaluation. "Evaluation is a process of measurement, calculation and comparison between achieved result and the set standard, doing refinement actions in every process of administration, so it will get a better plan, organization, and control" (Sugandha, 1986). The difference between achieved result and expected result, making adjustments towards an administration process is a final step of an activity conducted in an organization to know to what extent an activity can be conducted with obstacles found during the implementation process. Evaluation will lead people to try to determine value or benefit of activity conducted.

Its conclusion is that evaluation is the final step of a policy process or program, evaluation is a method to assess whether a policy runs well or not. Definition of evaluation explained above is quite clear. This part will explain Wibawa's function of evaluation (proposing that evaluation of public policy has 4 functions, namely: (1) Explanation, the reality of program implementation can be taken from doing evaluation. In addition is to be able to identify problem, condition, and actor who support the success or the fail of a policy. (2) Obedience, by doing evaluation, it can be seen whether or not an action performed by policy actor is in accordance with the procedural standards set by policy. (3) Audit, by doing evaluation is known whether the result truly lands on the target group or indeed there is a deviation. (4) Accounting, by doing evaluation, it can be known what socio-economic impact of that policy (Dunn, 2003)

Indicator of Policy Evaluation. There are several indicators of policy evaluation, among other things, (1) Formative Evaluation. This formative evaluation consists of various forms. According to Martin Tessmer (in Aip Badrujaman, 2009), formative evaluation can be conducted as follows: (a) Expert review. (b) one-to-one evaluation. (c) small group evaluation. (2) Summative Evaluation. This pattern of summative evaluation is conducted if the program is intended to know the stage of the last development from the run program. Assumption lying behind is that the result of "Enforcement Planting and Planting Enforcement" movement is a totality since the beginning to the end.

In principle, policy evaluation type truly depends on the goal and level which will be achieved. From the perspective of time, evaluation is divided into two: Policy formative

evaluation and Policy summative evaluation. Kupang Local Government applied the type of Formative policy evaluation. For further explanation, formative evaluation can be explained by Rossi and Freeman (in Pearson 2008) with these below criteria: (a) possible target, which is to what extent a program achieves the possible population target; (b) Consistent means whether the service delivery is consistent to the specification of program design or not; (c) Resources mean what resources allocated during the implementation program.

Dimension of Policy Evaluation. The impact of policy has several dimensions and all of them must be paid attention when talking about evaluation. According to Winarno (2002), there are five dimensions which have to be discussed to calculate the impact of a policy, at least. Those dimensions are: (1) The impact of policy on public problems and involved people. (2) Policy might have impact on the circumstances or groups beyond the target or policy purpose. (3) Policy might have impact on the present and future circumstances. (4) Evaluation also refers to other elements, which is direct cost issued to finance public policy programs. (5) Indirect cost which is covered by communities or several members of society as the result of public policy.

Policy evaluation, according to William Dunn (in Agustino 2008), is simply in accordance with information production about values or benefits of policy result. If it is beneficial for assessment of problem solving, so the result contributes to the goal and target for evaluator particularly and other users in general. This is said helpful if evaluation functions are truly fulfilled well. One of the functions of policy evaluation is giving valid and trusted information about policy performance.

METHODS OF RESEARCH

This was an evaluative research with qualitative approach. The focus of this research is formative evaluation while the sub-focus is program design and program service improvements. Informant determination uses purposive sampling technique, which is, a certain consideration. Data was collected by several techniques i.e. interview, documentation, and observation. Data was then analyzed using Miles and Huberman's analysis technique (1994).

RESULTS AND DISCUSSION

Movement Evaluation of "Enforcement Planting and Planting Enforcement" (GTP2T). Program design of "Enforcement Planting and Planting Enforcement" movement in Baumata Utara Village consists of 6 (six) farmer groups, namely Paltetus farmer group, Besbaun farmer group, Oelnineno farmer group, Nekmes farmer group, and Tapin Paku farmer group. There are three types of program designs i.e. process, needs, and satisfaction. (1) According to Gibson, process is organizational or individual ability to produce a total and quality of output in accordance with environmental request (Gibson, 1996). The process is through an interaction between researchers and 6 farmer groups who cooperate to implement "Enforcement Planting and Planting Enforcement" movement in the area of Kupang District especially in Baumatra Utara Village to improve the program expected by local government. The research result shows that to advance community productive economic of Baumatra Utara village in the movement of "Enforcement Planting and Planting Enforcement," the major indicator is willingness from societies to work hard. (2) Needs, according to Maslow theory (as quoted in Gibson, 1996) is hierarchy in nature which means multilevel and gradual. For example, if physiological needs are not completed yet, it will not go into the needs of feeling of security or if someone's social needs are not completed yet, so she/he will not go into the needs. Such needs refer to the something that must be completed to the interest and importance of Baumata Utara communities to effectively and efficiently fulfill their needs. (3) Decisions are form to show performance rate. Satisfactions are goal achievement in an institution of Kupang Local Government to realize priority in a movement that has to be given to the village in needs to the development of working area. Satisfactions are the result of program channeling of "Enforcement Planting and Planting Enforcement" movement which

is given to the apparatus of Baumata Utara Village or farmer group as expected by Government.

From this observation, this program is a business area which is potential to be developed until more than thousand hectares. This program should be managed professionally and needs more budget. Local Government has not created yet a Regional Public Service Board (BLUD) to the agribusiness matters, while agriculture innovation cannot be delayed. Integrated investment in the area of agricultural, fish farming and animal husbandry are not yet in demand. Things that should be conducted in the area of "Enforcement Planting and Planting Enforcement" movement are as follows: (1) Building a permanent gate by using barbed wire on the wooden poles which surrounds the land for the sake of long-term business security. (2) Building impounding reservoir which serves as the business support of integrated agricultural as well as to be a freshwater fish pool. (3) Developing human resources' knowledge and skill to be always active, creative, productive, and innovative as well as loving environment. (4) Applying sciences and technology in the land use and natural conservation (forest, land, and water), business development of agricultural and husbandry, freshwater fish farming, post-harvest management, organic manure production and other required stuffs. (5) Developing a pilot area of smoke-free agricultural business and to become the real fact of the application of Green Economy concept for Sustainable Development Goals in Baumata Utara village.

Program service improvements stipulated through Presidential Instructions No.1 of 1995 on the Improvements and Developments of Service Quality of Government Apparatus to Communities. Research focus of program service improvements consist of 2 (two) categories i.e. problem and development of service program, while the research result can be explained below: Firstly, problem is something between fact and expectation which does not run properly. Meanwhile, there are several definitions of problem according to several experts, among other things, the theory proposed by Suriasumantri (1998) that "Problem is a benchmark of all scientific activities done." Istijanto (2005) also proposes that "Problem is the most important part in a research process since it gives a guidance of type of information which will be found".

As the researchers, we believe that in order to conduct a research, the first thing to find is a problem where something must be deeply known, analyzed and studied so that the information or research result has a clear accuracy value. Problem is an ongoing activity that faces obstacles in performing a movement program of "Enforcement Planting and Planting Enforcement." The interview result concludes that the movement of "Enforcement Planting and Planting Enforcement" is one of the policies not driving communities' heart yet to do farming. Baumatra Utara communities participation with knowledge and experience becomes the great model in conducting development. Participation is not the only one thing of social development goal but an integral part of development process.

Secondly, Movement development of "Enforcement Planting and Planting Enforcement" becomes "Garden of Eden" Program in Kupang District. It aims to complete poverty and refine environmental quality to have a brighter future. "Garden of Eden" Program is an innovation movement of agriculture which can be categorized as Green Economy to end agricultural habit "slash-and-burn" to "Smoke-Free Agriculture" (Eki, 2016). Interview result shows that "Garden of Eden" program in Kupang District is an obligatory. All community components should conduct this both independently or jointly. The head of village is obligated to utilize a half of village fund to village investment in the development of "Garden of Eden." Likewise every school, church, local community, and farmer group obliges to develop garden of eden, being pioneered in 2016 in one-two hectares and expanded continuously every year.

Movement Policy of "Enforcement Planting and Planting Enforcement" As Social Movement. The term of "social movement" was introduced in 1848 by Lorenz von Stein, a sociologist from Germany" in his book entitled Socialist and Communist Movements since the Third French Revolution (1848) in which he introduces the term "social movement" in the academic discussion. Charles Tily (1978) defines social movement as a set of sustainable activity, showing and delivering to the common people to make a joint claim to other groups.

According to Tilly, social movement is a major tool for common societies to participate in the public political activity.

Variouys types of social movement in the form of NGOs and Mass Organizations even Political Party which then proliferates to give indication that in a democratic condition, community must have many initiatives to improve bad structure. From that case, we can draw a temporary conclusion that social movement is a movement which is born from and under the initiative of communities in order to sue changes in an institution, policy or government structural. Bruce J Cohen (1992) proposes the characteristics of social movement as follows: Group Movement, organized (structure, personnel, networking, working mechanism, capital/equipment support etc), having planning, target, and method, having ideology and changing or maintaining.

Kupang District through the movement of “Enforcement Planting and Planting Enforcement” as a cultural social movement in its formation through farmer groups. The policy of “Enforcement Planting and Planting Enforcement” movement is similar to other countries’ policy like Saemaul Undong pioneered by Korea government in 1970. It becomes the foundation for Korea to transform from the poor country to one of the countries with the greatest economics in the world, and has been assigned as one of the successful national development programs and inspired peace Nobel awardees Muhammad Yunus from Bangladesh in creating micro finance concept. Through this micro credit, Grameen Bank gives a lot of micro credits to the less advantage societies, even those including a very poor category. This poor society is commonly not qualified for a lender in a traditional bank. However, Yunis and Grameen Bank allow a very-poor-society to get loan which is commonly less than US\$ 200 as a business capital without requiring any guarantee.

Movement policy of “Enforcement Planting and Planting Enforcement” has been innovated to the “Garden of Eden” since 2016 until today by the idea of Ayub Titu Eki called development pioneer, to alleviate this region from bad condition or critical time to the improvement or resurrection. Critical Mass theory is a continuous or derrivation aspect of Innovation Diffusion, a number which is pretty adequate of an adaptor of innovation in social system, so it creates a further development written by Everett Roger (1983) in his book entitled “Innovation Diffusion.” Therefore, the researchers conclude that social movement in Baumata Utara village in the form of farmer group joined in the movement of “Enforcement Planting and Planting Enforcement” truly supports community economy development considered from the type of cultural resulted, not to mention food crops, horticulture crops, plantation, forests, fisheries and animal, husbandry even tough communities do not get direct budget from Kupang Local Government.

CONCLUSION

Based on the research result, it can be concluded that the movement of “Enforcement Planting and Planting Enforcement” under the principal of empowering community, has been running well in Baumata Utara Village Kupang District since 2012 until 2016 by the formation of 6 farmer groups that participate in the Local Government program regulated in Local Regulation. The result of formative evaluation is based on: firstly, program design covers process dimension explaining the participation of “Enforcement Planting and Planting enforcement” movement program in Baumata Utara village to make target commodity succeed until today. Needs dimension explains that the program executed by Kupang local Government is truly helpful to prosper communities in Baumata Utara village, in addition, this program also accept an award from Kupang Local Government in 2016. *Secondly, program service improvements include problem dimension explaining positive and negative respond on the movement of “Enforcement Planting and Planting Enforcement” from communities in Baumata Utara village, service development dimension program explains the movement program of “Enforcement Planting and Planting Enforcement” which changes its name to “Garden of Eden” in 2016.*

SUGGESTIONS

Based on the conclusion that has been drawn, so it can be recommended several suggestions as consideration to determine the next step in the continuity of the Movement of "Enforcement Planting and Planting Enforcement" as follows: (1) Movement Program of "Enforcement Planting and Planting Enforcement" brings many benefits to the improvements of community economy, so this program should continue. (2) It needs continuous supervision, which is, giving motivation and knowledge about productive economic business management. (3) It needs sustainable socialization and training from the Government to the farmer group of program beneficiary.

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