

Conceptual Model Implementation of Poverty Reduction Policy in Medan City

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ABSTRACT

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This study aims to analyze the conceptual model implementation of poverty reduction policy in Medan city. This type of research uses qualitative methods. The paradigm in this qualitative research is constructivism. This means that individuals construct their own understanding and knowledge of the world also construct reality in accordance with the results of the construction of the individuals studied. This research was conducted with a qualitative approach. The results of this study found that Medan City Government and stakeholders have not optimally carried out their roles and functions and have been unable to formulate an effective poverty alleviation policy model so that the average percentage of the poverty rate in Medan City exceeds the national average poverty rate. The poverty alleviation policy model cannot be carried out without first mapping the potential and targets of the poor. To measure the performance of policy implementation must emphasize specific standards and targets that must be achieved by policy implementers because policy performance is basically an assessment of the level of achievement of these standards and targets. Poverty reduction in the city of Medan has not been able to meet the standards set by the regulations, but on the other hand, the policy objectives can already be felt by the community.

1. INTRODUCTION

Several efforts that have been made by the Indonesian government to overcome poverty so far have not been able to fully tackle poverty in the regions. This is because the implementation of the program is still top-down. Top-down aid programs are difficult to solve the problem of poverty, but instead give birth to new problems such as horizontal conflicts, dependence, corruption, disintegration of citizens, to give birth to a "beggar-asking" mentality. Aid programs that are oriented to the government's generosity can actually worsen the morals and behavior of the poor [1].

Adopting data released by (Central Bureau of Statistics the number of poor people in Indonesia is currently 26.50 million people (9.71%) [2]. Therefore, the government must move quickly to resolve and find a way out. Although various poverty reduction programs by both the central government and local governments have been carried out, they have not been able to reach their roots [3].

The problem of poverty in Indonesia cannot be done alone by the government, it requires facilitators (development agents) who have the resources, power, and ability to act. Considering that currently the poorest people are trapped in situations of extreme economic and social powerlessness [4].

Systemic, integrated and comprehensive handling policies and approaches are highly expected in an effort to properly fulfill the basic rights of citizens and develop a social security system for all people by providing adequate basic social service facilities [5]. The implementation of social welfare for the poor must have policies that involve community participation to suit the needs of the community in the area [6].

If the policies implemented are not continuous and on target, it will have an impact on program failure.

These decisions can involve community goals, they can also involve policies to achieve goals. Implementers of public policies are actors from the implementation or implementation of a public policy through programs, activities, actions [7]. On the other hand, the success of the implementation of public policies can be seen from the impact caused as a result of the evaluation of the implementation of a policy. Policy implementation boils down to activities, actions, actions, or mechanisms that are framed in a certain system. Policy implementation is a planned activity that is carried out seriously based on certain norms that are directed to achieve certain goals.

It should be emphasized that the poverty reduction policies that have been stated in the laws and regulations are coercive. In this view, it can be assumed that public policy is a policy made by the government that is oriented towards the welfare of the community, which can be realized in the form of regulations, legislation and so on. Public policies have a binding nature and must be obeyed by all members of the community without exception. The products of Indonesia's response policies have been contained in several binding laws.

However, there are still so many concerns and confusion about current poverty reduction policies. Among them, the direction of poverty reduction policies such as the government's political influence. So the results are still not optimal. As a consequence, the current poverty reduction strategy is not focused and obscures the substance of poverty reduction so that it does not bring results [8]. Even government programs are considered to have triggered structural conflicts and horizontal conflicts among the community [9]. One of the

factors causing the failure to implement policies for poverty reduction programs is a non-holistic approach.

The Medan City Government has carried out various poverty reduction programs every year in the form of social and economic assistance programs. Coupled with the support of the Medan City Government issuing regional regulations (Perda) related to poverty reduction as stated in Regional Regulation No. 5 of 2015 concerning Poverty Reduction [10].

The increase in the number of poor people in the city of Medan is inseparable from the problems of social, economic and cultural policies. To accelerate poverty reduction, it is necessary to sharpen the implementation of Regional Regulation No. 5 of 2015 concerning Poverty Reduction which is able to accommodate the aspirations of the poor, provide solutions, formulate policies and take attitudes in determining priority scales and emergencies in implementing poverty reduction programs in Medan City. Implementation is an academic or empirical research work, supported by the use of different theories and quantitative or qualitative models and techniques, to analytically look at the past (cause) and future (effect) conditions of any policy on society, anywhere and anytime [11].

One implementation theory that can be adopted is to use the Van Horn Van Meter theory, namely by setting standards and policy targets/measured policy measures and objectives, optimizing existing capabilities/resources, revitalizing the characteristics of implementing organizations, changing attitudes of implementers, building communication good and intensive inter-related organizations and have a commitment in implementing social, economic, social and political environmental activities so that problems and pockets of poverty are solved together in Medan City.

In addition, the number of government policies issued to help him carry out his responsibilities and carry out his functions reflects the sectoral ego factor, which results in many regulations that overlap and are not aligned with each agency, both at the central and regional levels. It is evident from the sectoral ego of government agencies that seem to be in a position of prestige to work together, ask for help, or just ask, the fact that coordination that is not established and synergizes in administering government is the main factor in the failure of the government in running the wheels of government.

First, the problem of policy targets/measures and policy objectives carried out by the implementer is still not optimal, such as the program provided for poverty alleviation is still partial, looking at poverty as a whole, does not adjust the program to the conditions of poverty in every sub-district in Medan City.

Second, the characteristics of implementing resources are still lacking due to ignorance and the inability to understand the concept of poverty alleviation policies. implementing the KUBE program, the program should be able to coordinate with the Cooperative Office as a form of marketing the business results of KUBE assistance, the fourth communication between related organizations is still apathetic, the implementation of activities in the social, economic, and political environment, the performance of public policies is still limited to running the program, there is no innovation, the activities carried out are only routine. The communication strategy also did not work well, as there were differences in understanding and perceptions of the use of basic data for the poor.

The five poverty that occurs in the city of Medan is not only seen as an economic problem but seen from a cultural perspective as a way of life or culture and the target unit is the micro, namely the family because the family is seen as the smallest social unit and as a social institution that supports the culture of poverty. The six work processes of cultural fatalism as a cause of fishermen's poverty. Surrender is part of an urgent cultural aspect to mention because it is an integral part of the fishermen's social life.

One of the implementation theories that can be adopted is to use the Van Horn Van Meter theory, namely carrying out by setting policy standards and targets/measurable policy measures and objectives, optimizing existing capabilities/resources, revitalizing the characteristics of implementing organizations, changing the attitudes of implementers, building communication good and intensive inter-organizational relations and have a commitment to implementing environmental, economic, social and political activities so that problems and pockets of poverty are solved together in the city of Medan.

2. THEORETICAL FRAMEWORK

2.1 Policy implementation

The policy implementation approach proposed by Van Meter and Van Horn is called A Model of the Policy Implementation [12]. This implementation process is an abstraction or performance of a policy understanding which is basically deliberately carried out to achieve high policy implementation performance that takes place in the relationship of various variables. This model assumes that policy implementation runs linearly from political decisions, implementing that policy performance is influenced by several of these variables. See Figure 1 below:



Figure 1. Variables of the implementation of the Van Meter and Van Horn

The models of public policy are explained as follows:

1. Policy standards and objectives or policy measures and objectives

The performance of policy implementation can be measured by the level of success of the measures and policy objectives that are realistic with the socio-cultural existing at the level of policy implementer. When the size and policy objectives are too ideal (utopian), it will be difficult to realize [13]. To measure the performance of policy implementation, of course, confirming certain standards and targets that must be achieved by policy implementers, policy performance is basically an assessment of the level of achievement of these standards and targets.

2. Resources

The success of policy implementation is highly dependent on the ability to utilize available resources. Humans are the most important resource in determining the success or

implementation of policies. Each stage of implementation requires quality resources in accordance with the work required by apolitically determined policies. In addition to human resources, financial and time resources are important calculations in the success of policy implementation. As stated by Derthicks in Van Meter and Van Horn that: "New toun suggest that the limited supply of federal incentives was a major contributor to the failure of the program".

Van Meter and Van Horn asserted that [14]:

"Policy resources are no less important than communication. These policy resources must also be available in order to facilitate the administration of the implementation of a policy. These resources consist of funds or other incentives that can facilitate the implementation of a policy. Lack or limited funds or other incentives in policy implementation, is a major contribution to the failure of policy implementation".

3. Characteristics of implementing organizations

The focus of attention on implementing agencies includes formal organizations and informal organizations that will be involved in implementing the policy. This is important because the performance of policy implementation will be greatly influenced by the right characteristics and matches with the implementing agents. This is related to the policy context that will be implemented in several policies that require strict and disciplined policy implementers. In other contexts, democratic and persuasive implementing agents are needed. In addition, the coverage or area is an important consideration in determining the implementing agent for the policy.

4. Communication between related organizations and implementation activities

In order for public policy to be implemented effectively, according to Van Horn and Van Mater what is the standard goal must be understood by individuals (implementors). Those who are responsible for achieving the standards and objectives of the policy, therefore the standards and objectives must be communicated to the implementers. Communication within the framework of delivering information to policy implementers about what are the standards and objectives must be consistent and uniform (consistency and uniformity) from various sources of information. If there is no clarity and consistency as well as uniformity towards a standard and policy objectives, then the standards and policy objectives are difficult to achieve. With this clarity, policy implementers can know what is expected of them and know what to do.

In a public organization, local government for example, communication is often a difficult and complex process. The process of transferring news down within the organization or from one organization to another, and to other communicators, often experiences distortion, whether intentional or not. If different communication sources provide inconsistent interpretations of a standard and purpose, or the same information source provides conflicting interpretations, then at some point in time, policy implementers will find an event that is more difficult to implement a policy effectively. intensive.

Thus, the prospect of effective policy implementation is largely determined by accurate and consistent communication to policy implementers (accuracy and consistency) Van Mater and Varn Horn. In addition,

coordination is a powerful mechanism in policy implementation. The better the communication coordination between the parties involved in policy implementation, the smaller the error, and vice versa.

5. Disposition or attitude of the implementers

In the opinion of Van Metter and Van Horn (in Agustinus: "the attitude of acceptance or rejection of the policy implementing agency greatly affects the success or failure of public policy implementation. This is very likely to happen because the policies implemented are not the result of the formulation of local residents who are well acquainted with the problems and problems they feel. But public policies are usually top-down in nature, where it is very possible that decision makers do not know or even are able to touch the needs, desires or problems that must be resolved. Their attitude is influenced by their views on a policy and the way they see the effect of that policy on the interests of their organization and their personal interests.

By Van Mater and Van Horn, explain the disposition that policy implementation begins with filtering (be filtered) first through the perceptions of the implementers within the limits of where the policy is implemented. There are three kinds of response elements that can affect their ability and willingness to implement a policy, among others, consisting of first, knowledge (cognition), understanding and understanding of the policy, second, the direction of their response whether to accept, neutral or reject (acceptance, neutrality, and rejection), and third, the intensity of the policy. An understanding of the general purpose of a standard and policy objectives is important. Because, after all a successful policy implementation, it could fail (frustrated) when the executors (officials), not fully aware of the standards and policy objectives. Direction of disposition of implementers towards policy standards and objectives. The direction of the disposition of the implementers towards the standards and policy objectives is also a "crucial" thing. Implementors may fail in implementing the policy, because they reject what is the goal of a policy.

On the other hand, widespread and deep acceptance of policy standards and objectives among those responsible for implementing the policy is a great potential for successful policy implementation. In the end, the intensity of the disposition of the implementers can affect the performance of the policy. The lack or limited intensity of this disposition will lead to failure of policy implementation.

6. Social, economic and political environment

The last thing that needs to be considered in assessing the performance of policy implementation is the extent to which the external environment contributes to the success of public policies. An unfavorable social, economic and political environment can be a source of problems for the failure of policy implementation performance. Therefore, efforts to implement policies require a conducive external environment.

2.2 Poverty paradigm

Poverty is a condition of lack of sources for meeting basic needs in the form of clothing, food, housing and basic education. Economically, poverty describes the condition of households or residents who are unable to meet the needs of certain populations, so that it can threaten quality human

resources in the future as well as high rates of morbidity and poverty. Furthermore, according to Chambers, 1988 the core of the problem of poverty lies in what is referred to as the deprivation trap which consists of five disadvantages, namely (1) poverty itself (2) physical weakness (3) alienation (4) vulnerability and (5) helplessness.

Some people understand this term subjectively and comparatively, while others see it from a moral and evaluative point of view, and others understand it from an established scientific point of view [15].

According to Central Bureau of Statistics, poverty as a consumption pattern is equivalent to 320 kg/capita/year of rice in rural areas and 480 kg/capita/year in urban areas. Poverty is equated with spending on food and non-food items of Rp. 89,845,-per capita/month and 69,420,-per capita/month. Other measures of poverty according to (Population and Family Planning Agency, 2010) are first, based on the pre-prosperous and prosperous group I, the two of which are the most widely used in determining the poor [16].

Size poverty according to World Bank sets poverty standards based on the per capita income of the population whose per capita income is less than one third of the national average per capita income. In this context, the World Bank's measure of poverty is USD \$2 per person per day. The measure of poverty is considered based on the choice of the norm of choice where the norm is very important, especially in terms of measurement based on consumption (consumption based poverty line [17]). Therefore, according to Kuncoro the poverty line based on consumption consists of two elements, namely [18]:

1. Expenditures required to provide minimum nutritional standards and other basic needs.
2. The number of needs varies greatly which reflects the cost of participation in everyday life.

Based on these limits, the concept of poverty that is used as the basis for formulating poverty reduction strategies is distinguished based on the basic needs approach, the human capability approach and other relevant approaches such as objective and subjective approaches. The low participation of the poor results in the low influence of the poor on policy.

2.3 Urban poverty

Urban areas that are increasingly growing and developing also lead to the development of heterogeneity which shows the social differences of the population such as growing poverty [19].

In urban areas, what is meant by the poor are those with low education or low skills, no education and no skills at all, with low wages and without getting a better position. Most of the poor work in manufacturing companies such as furniture companies, transportation services such as trishaws, housemaid services, construction workers, porters and day laborers, including those who make a living as sellers of second-hand goods.

There are various types of urban poverty, each of which has specific issues and problems. The characteristics of urban poverty according to Winter consist of (1) high environmental health risk of the poor to air pollution and an unhealthy environment, (2) vulnerability to commercial exchange rates where they rely heavily on cash, (3) the existence of socially verified in urban communities that cause problems such as ethnic segregation, (4) vulnerable due to government intervention in the form of policies or urban development

planning programs (vulnerable to evictions that threaten their settlements) [20]. Urban poverty also occurs due to active migration from rural to urban areas. Realizing the potential benefits of rural to urban migration depends on how well cities manage growth, provide good governance, and provide services to their residents [21].

2.4 Poverty reduction program

Poverty alleviation, or poverty alleviation, is a set of measures, both economic and humanitarian, intended to permanently lift people out of poverty through a program. Such programs are measures or means like those that enable poor people to create wealth for themselves as a way to end poverty forever. Poverty occurs in developing and developed countries. While poverty is much more widespread in developing countries, both types of countries undertake poverty reduction measures.

The new paradigm in the poverty alleviation agenda has prompted the government to rethink institutional arrangements that address multidimensional poverty. The government learned from past experiences that fighting poverty requires a comprehensive and integrated approach that is more complicated after major changes from social, economic and political turmoil. Furthermore, the new paradigm of poverty alleviation that includes all stakeholders in empowering the poor becomes the basis for creating space to synergize and sharpen various policies and programs in poverty alleviation.

The initiative to integrate poverty reduction efforts under one roof coordination began in 2001 with the issuance of Presidential Decree (Keppres) No. 124/2001 jo. Presidential Decree No. 8/2002 concerning the establishment of the Poverty Reduction Committee (KPK) led by the Coordinating Minister for People's Welfare and the Coordinating Minister for Economic Affairs as representatives. As the main task, the Committee must coordinate the formulation and implementation of poverty alleviation programs by involving not only government agencies but also other development actors at every level of government as well as other multi-stakeholders [22].

To emphasize the importance of institutions at the forefront of poverty reduction efforts, the government launched Presidential Regulation (Perpres) No. 54/2005 concerning the Poverty Reduction Coordination Team (TKPK). The main task of TKPK is to continue the work of the KPK by placing more emphasis on taking concrete actions to reduce the number of poor people more quickly through coordination and synchronization of planning and implementation of poverty alleviation policies with various programs [23].

In essence, there are several programs that have been carried out by the government by creating clusters based on the level of poverty that occurs in order to adapt to the needs of the poor. The form of the program cluster is [24]:

The first cluster is an integrated family-based social assistance program. These programs provide social assistance and protection to fulfill people's basic rights, improve the quality of life of the poorest people in our community and reduce their burdens. The focus is on ensuring that everyone has access to food, health care and education.

1. The second cluster is the poverty alleviation program for community development. These programs recognize that it is not enough to provide direct assistance to the poor. Poverty is not only due to lack of material possessions. The poor are vulnerable and do not have access to the means to

improve their quality of life. This approach aims to empower the community to use the existing potential and to prevent poverty. Group-based community empowerment programs are a further stage in the poverty alleviation process. The poor are starting to realize their own potential and their ability to make a difference. This program not only creates awareness of the potential of people and their resources but also has the potential of the community as a whole.

2. The third cluster is the poverty empowerment program for micro and small businesses. These programs aim to support and encourage micro and small enterprises by providing access to finance, training in business and management skills and counseling for entrepreneurs as well as by strengthening the business environment. The emphasis in this program is on extending opportunities to the poorest members of our community so that everyone has the opportunity to improve their quality of life. However, the overall impact of the program cannot be maximized without the support of other stakeholders.

3. METHODS

Qualitative research is research that is descriptive in nature and tends to use analysis. Process and meaning are highlighted in qualitative research. The qualitative method is a method that focuses on in-depth observation. Therefore, the use of qualitative methods in this research is to be able to produce a more comprehensive study of a phenomenon. The use of qualitative research methods in this study is influenced by and represents a paradigm that reflects a perspective on reality by suggesting three aspects, namely: (a) the researcher's view of phenomena in the world, the types of research questions, and (c) practical reasons related to the nature of qualitative methods [25]. The choice of using qualitative methods in this study aims to understand how a community or individuals accept the issue of poverty in the city of Medan.

Primary data were obtained directly from informants at the research location. In this study, the informant is someone who is designated as a source of information who understands the problems in this study. To complete the data and information in the study, interviews were conducted. Determination of informants in this study using the key person technique is done by directly determining the informant with purposive sampling technique. Criteria for informants who in their capacity are considered to understand the research variables. The criteria for the informants in question are informants who being in the area under study, knowing the incidence/problem of poverty, having good arguments when interviewing, feeling the impact of the incident/problem of poverty in Medan City, being directly involved with the problem/poverty. The following is a list of key persons (Table 1):

Table 1. List of key persons as sources of information

No	Informant	Amount
1.	Related Regional Apparatus Organizations	5
2.	Medan City Bappeda	2
3.	Head of TNP2K (Medan City Government)	1
4.	Medan City DPRD Empowerment Commission	2

5.	Community Leaders and Religious Leaders	4
6.	Academics	2
7.	Poor Community/Beneficiary	5
8.	Head of the Central Statistics Agency of Medan City	1
	Total	21

The data is intended to obtain a database of information that exists on each informant data collection techniques were used to collect data according to research procedures in order to obtain the required data. The data collection techniques were carried out through a series of activities in the form of observations, interviews, literature studies, focus group discussions and documentation [26]. While the data analysis was carried out by the data analysis technique used is qualitative analysis through four stages, namely data collection, data reduction, data presentation and the last step is drawing conclusions and verification.

The analysis process begins with listening to the results of the interviews in the form of audio, then they are transcribed into written data and collected literary studies. The researcher reads and understands the various empirical materials that have been collected and then relates them to the key themes in this study. This research step was taken to draw a picture of the presuppositions and meanings that support the cultural and social environment (the cultural and social world). Empirical answers that are analyzed in the form of data and facts are then selected, categorized and coded based on the data to be sought, namely five disciplines and the role of leaders. The results of the selection, categorization and codification are recorded in a table and the data is interpreted.

4. RESULTS AND DISCUSSION

The poverty alleviation policy model cannot be carried out without first mapping the potential and targets of the poor. In accordance with the opinion of Van Meter and Van Horn explaining that to measure the performance of policy implementation it must emphasize certain standards and targets that must be achieved by policy implementers, because policy performance is basically an assessment of the level of achievement of standards and these goals, clarity of standards and objectives of policy implementation. Poverty reduction in the city of Medan has not been able to meet the standards set by the regulations, but on the other hand the policy objectives can already be felt by the community.

In theory, Van Meter and Van Horn, as previously described, use a problem approach to describe processes by looking at how poverty alleviation policy decisions can be implemented and not just connecting interrelated variables. Preferably in implementing a poverty alleviation program, the Medan City government and the OPD must be able to collaborate well. Therefore it is necessary to analyze how the concept of policy implementation should be carried out by the Medan City government to overcome poverty. First, in carrying out the implementation of Regional Regulation No. 5 of 2015 poverty alleviation in Medan City, each OPD must understand the goals and objectives of a program that should be carried out first identified and measured because an implementation will experience an obstacle or failure if it does not consider the objectives. In determining the basic measurements and targets, statements from decision makers can be used, such as the statement from the Head of the Medan City OPD related

service where a decision is poured into a document, such as regulations and implementing guidelines that state the criteria for evaluating the performance of poverty alleviation policies.

Second, the sources of policies in the implementation of poverty alleviation in Medan City are still centralized. Apart from that, other sources are human resources and time resources. Human resources are the most important resource in determining the success of the implementation process in Medan City because in field implementation it requires a lot of personnel both in distributing aid, outreach to the community and providing training to the poor. Budgetary resources must also be able to support policies.

These things are related to one another, if the human resources have worked well but there is a lack of funding sources and there is a tight time constraint, then it will be able to influence and even hinder implementation.

Third, coordination is wrong one process which influence implementation of poverty alleviation. The better the coordination of communication between the parties involved in an implementation process, the less errors will occur, and vice versa if the coordination of communications is not good, the more errors will occur.

Fourth, the performance of the implementation of poverty alleviation in Medan City is heavily influenced by the characteristics or characteristics of implementing agents. It is also necessary to pay attention to the ties that occur between actors and implementing agencies in delivering policies. The implementing agency is inseparable from the bureaucratic structure, several elements that influence an organization in implementing policies can be seen from the competence and size of the staff of an agency,

Fifth, the tendency of implementers, namely the understanding of policy implementers about the goals and basic measurements of a policy is an important thing because a successful policy implementation must be followed by awareness of the policy as a whole, and policy implementation often fails due to disobedience. implementers of policies.

Sixth, economic, social and political conditions. Van Meter and Van Horn make a linkage between policy sources and the other three components. According to Van Meter and Van Horn, the type and level of resources provided by policy decisions and the enthusiasm of policy implementers can be achieved only if the sources are sufficient to support these activities. On the other hand, the tendency of executors can be directly influenced by the availability of resources. If the resources are available, the policy implementers will implement the program and encourage the adherence of policy implementers to implement the policy. On the other hand, if you do not have sufficient resources, the obedience of program implementers will decrease.

The link between sources and the economic, social and political environment shows that the availability of financial resources, human resources and time resources creates demands on private parties or organized interest groups to participate in achieving success in policy implementation.

To strengthen the explanation and understanding of the concept of poverty for OPD in Medan City, it can be emphasized by understanding the concepts and theories put forward by Jeffrey Sach on how to break the poverty chain or avoid the poverty trap. From the various problems that researchers found in the field, the Medan City government and OPD implementers must master the concept and theory of policy traps, so that the efforts made to tackle poverty are more targeted and effective.

On various interviews and through focus group discussions with several OPDs related to this research, especially those dealing with poverty issues, including the statement from the head of the Medan City Social Service, he said that the line of coordination between OPDs had not gone well. Even though cross-sectoral coordination is an indication of the implementation of collaborative management across OPD management. However, specifically in terms of cross-management interactions between the Social Service and other OPDs, no evidence was found of implementing the principles of collaborative management. In fact, these OPDs do not know each other's related programs because they refer to the same social phenomenon, namely poverty alleviation. None of the data shows evidence of coordination by the Medan City government except for only meetings. It is proven by the activities carried out by each OPD. It runs independently. There is no evidence of coordination between leading sectors, especially leading sectors which deal with social phenomena among fellow OPDs.

Handling the problem of poverty alleviation is actually not only the responsibility of the local government, but the involvement of other sectors is also very important, especially the community and academia. The problem so far is that poverty alleviation programs in Medan City have been carried out sporadically, sectorally and temporally and have not been well planned, not well integrated in a collaborative managerial function. This is proof that the community and the Medan City Government have not optimally collaborated, even with fellow institutions within the public organization network within the scope of the Medan City Government.

As a result, the efficiency and effectiveness of poverty alleviation programs in the handling of facts is not finding accuracy and the phenomenon of poverty still exists today. This complexity then implies inefficiency and ineffectiveness, which should be referred to as targets and objectives of public management practices. Such is the extreme value of the approach to poverty in Medan City, so that of the many aspects that might influence the ineffectiveness and inefficiency of the implementation of poverty alleviation programs, the importance of collaborative management as an urgent and relevant theoretical aspect to guide the direction of future poverty alleviation programs. The collaboration management dimension is an entry point for viewing program policy collaboration by stakeholders.

The coordinating role, in fact, is a manager's skill. In this case the role was carried out well by the City Government of Medan. Thus, an analysis related to the principle of collaboration, even though the stages are carried out in the technocratic program planning stage, can prove that the OPD's role in these meetings (meetings) already indicates the implementation of components, namely coordination through involvement efforts, concentration where work integration can be achieved.

In addition to proof as a core component of collaboration management, the principle of coordination also contains value (benefits) from its implementation. The aspect of value intended in the implementation of coordination is the realization of conditions that complement and give each other. The approach is also multi-institutional, in the form of mutually providing relevant information to avoid overlapping between OPD activity programs that act as leading sectors.

It is at this level, if this coordination is carried out through communicating the existing agenda, then the specificities and trends of poverty alleviation activity programs can find their

access points as an effort to collaborate on activities. The weakness according to the perspective of this research lies in the continuity of coordination. The same series of activities are only carried out once a year in relation to the preparation of the RKPD. There is no indication of the same and mutually connected efforts as efforts that emphasize the linkage with previous activities, namely continuous planning collaboration to implementation collaboration.

The continuity of this coordination will change the role of the related OPD to become the coordinator as a continuation of the planning coordination earlier, bearing in mind the magnitude and undoubtedly the potential for shortcuts between one program of OPD activities and other OPDs at the implementation stage. If it is contextualized to the implementation of the principles of collaboration, then this is what actually plays a role in directing the momentum of the follow-up multi-stakeholder meeting, namely the stage of implementing an activity program with an agenda that is certainly more technical in nature regulating the role of the related SOPD. In the context of poverty alleviation, according to (OECD, 2001) in productive cooperation between the government, communities and bilateral/multilateral organizations in poverty alleviation, at least it must be based on mutual trust.

The poverty alleviation program has been running for a long time and has been implemented in the city of Medan, marked by the issuance of Regional Regulation No. 5 of 2015 concerning poverty alleviation. Of course, with this regional regulation, many policies have been made to encourage stakeholders and local governments to jointly run this program to the fullest. However, in tackling poverty the government cannot work alone. The government needs support from the private sector, academia, non-governmental organizations, the wider community, and the international community. Therefore, the government must also be a catalyst and facilitator in cooperation with parties who have resources. Thus, there needs to be a change in the mindset of policy makers from what was previously bureaucratic to be more flexible and dynamic. The private sector can be used as a source of funding, for example the business world by providing business loans to the poor, as an alternative to poor society to access finance which is relatively more affordable than conventional banking and is the main source of financing for the poor who do not have access to banking or financial services. Microfinance is a microfinance service that usually involves small amounts of money, small amount of credit, small amount of savings. Microfinance offers the poor (low-income people) access to basic financial services such as credit, savings, money transfer services and microinsurance.

People living in poverty, like everyone else, need a variety of financial services to run their businesses, build assets, manage consumption levels, and manage risk. The poor usually meet their financial needs informally. microfinance (microfinance) is one of the potential strategies in efforts to overcome the problem of poverty. Access to microfinance services enables the less fortunate to increase income, increase assets, reduce vulnerability to external shocks, and create jobs. Not only that, the need for other external funding support such as accessing human relief. The role of human relief is no less important in supporting current poverty alleviation programs in various countries. Human relief is a humanitarian organization with the aim of providing assistance to every country that needs both financial and non-financial support such as assistance to vulnerable families (refugees) and poor

families. Therefore, government efforts are needed to be able to build partnerships with human relief in the form of humanitarian cooperation. One of the organizing principles of this organization is not to exclude people because of their nationality and ethnicity, gender or religion. basic obligations to fellow human beings. Human Relief carries out various sustainable development projects that not only provide the necessary and necessary support to the needy such as the poor in a country, but also provide opportunities for self-sufficiency. Therefore, local governments must also be able to take advantage of these new opportunities created by external assistance. Human relief works with its programs to ensure that children, especially orphans, benefit the most. The same applies to refugees and poor families from countries where the organization is active. Human Relief also employs its plans to care for target groups, regularly delivering relief packages, which in turn also serve the organization's public relations work. Budget Support is also an important factor in efforts to reduce poverty, of course, is the availability of adequate budget allocations to support relevant programs and activities. The synergy of budget provision sourced from the State Revenue and Expenditure Budget (APBN) with the Regional Revenue and Expenditure Budget (APBD) is a strategic key in supporting the effectiveness of reducing the number of poor people, especially at the regional level Human Relief also employs its plans to care for target groups, regularly delivering relief packages, which in turn also serve the organization's public relations work. Budget Support is also an important factor in efforts to reduce poverty, of course, is the availability of adequate budget allocations to support relevant programs and activities. The synergy of budget provision sourced from the State Revenue and Expenditure Budget (APBN) with the Regional Revenue and Expenditure Budget (APBD) is a strategic key in supporting the effectiveness of reducing the number of poor people, especially at the regional level Human Relief also employs its plans to care for target groups, regularly delivering relief packages, which in turn also serve the organization's public relations work. Budget Support is also an important factor in efforts to reduce poverty, of course, is the availability of adequate budget allocations to support relevant programs and activities. The synergy of budget provision sourced from the State Revenue and Expenditure Budget (APBN) with the Regional Revenue and Expenditure Budget (APBD) is a strategic key in supporting the effectiveness of reducing the number of poor people, especially at the regional level which in turn also serves the organization's public relations work. Budget Support is also an important factor in efforts to reduce poverty, of course, is the availability of adequate budget allocations to support relevant programs and activities. The synergy of budget provision sourced from the State Revenue and Expenditure Budget (APBN) with the Regional Revenue and Expenditure Budget (APBD) is a strategic key in supporting the effectiveness of reducing the number of poor people, especially at the regional level which in turn also serves the organization's public relations work. Budget Support is also an important factor in efforts to reduce poverty, of course, is the availability of adequate budget allocations to support relevant programs and activities. The synergy of budget provision sourced from the State Revenue and Expenditure Budget (APBN) with the Regional Revenue and Expenditure Budget (APBD) is a strategic key in supporting the effectiveness of reducing the number of poor people, especially at the regional level.

Coupled with the need for budget tagging, which is a process to identify the amount of the budget used to finance output that is specifically intended to be in accordance with the thematic program that is the target (BKF, 2016). The purpose of tagging the budget is to identify the budget allocation in the APBD in funding poverty reduction. Tagging is done by identifying the amount of the budget in the document detailing the elaboration of the APBD that funds specific outputs aimed at reducing poverty. Marking is also done to ensure that marked activities truly reflect poverty alleviation activities.

The process of tagging the budget is carried out through several stages starting from the collection of activity output data to the process of analyzing budget data. The tagging of the poverty alleviation budget at an early stage is carried out by identifying programs and activities in the detailed elaboration of APBD documents. Then, the details of the output resulting from the budget allocation provided for the poverty alleviation activity program are deepened. In general, the output document can be seen in the Work Plan and Budget of the Regional Work Unit (RKA SKPD). Next, an analysis of existing budget and output data is carried out to then see how far the budget allocation and targets of a program and/or activity are related. In line with his opinion Sach (in Amir 2007) is marked by not having: (1) Human capital (health, education, and good nutrition); (2) Business capital; (3) Provision of infrastructure; (4) Natural resource capital; (5) Well-managed public administration, a clean court system and good police; and (6) Knowledge capital (Yandri Pitri, Bambang Juanda, 2018). The absence of one let alone all of these indicators will result in people getting caught in the poverty trap.

Thus efforts to strengthen this policy model will strengthen the program that will be implemented because it will increase funding sources for the poor, so that they do not only expect regional expenditure budgets and state budget revenues but have other financing alternatives. Applying this model will revitalize all aspects at the implementor level as follows:

1. Mapping of Poverty Potential

This method is to map the potential for poverty or detect pockets of poverty. In general, the poor are associated with work and individual or household income, such as farm laborers, fishermen who do not have fishing gear, laborers and small traders. Poor people as a negative condition, always associated with work and individual or household income. Most of those belonging to poor households live in rural areas with their main livelihood as farmers on dry land or farming. While in urban areas the number is high because of the high population. Among them are fishermen who are classified as poor as seen from the ownership of fishing gear. Fishermen are divided into three groups namely; first, poor fishermen consisting of porters; second, medium fishermen who own boats and outboard motors; third, rich fishermen who have complete fishing gear and motorized boats. In areas based on paddy farming, the poor usually refer to households that rely on their income from working as farm labourers. This happens because they do not have their own land or narrow land such as sharecroppers who do not have agricultural land.

By understanding fisherman-based typology, for example, the poor refers to households of fisherman workers who do not have complete fishing facilities. Usually fishing workers only have canoes or non-motorized boats. As for the typology in urban areas, the poor usually refers to households that rely on income from labor and the informal sector. In particular, the informal sector varies greatly, such as unskilled laborers,

traders who do not have capital or have little capital. Most poor people do double work. For example, in a rural area, a rice field farmer may become a farm labourer, carpenter or other laborer. Among fishermen, a fisherman may also double as a handyman or a temporary worker.

Likewise in urban areas, a lowly employee doubles as a motorcycle taxi driver or casual laborer. Social characteristics, most households headed by women are included in the category of poor households. Poor households have a larger number of children and most of them are dependent on the family because they are infants, school age, not working or not married.

Poor people or poor households in the face of poverty experienced adaptation efforts. Strategies they do to survive socially and economically. This pattern is part of the adaptation strategy of poor households in dealing with poverty. The goal is to survive (survival strategy). Therefore, by carrying out poverty mapping in each implementation of the poverty alleviation program, it will be able to describe the pockets of poverty in the districts or cities that are the target of the policy. The pockets of poverty are based on the village/kelurahan level which are divided into groups of dry land farmers, rice fields and fishermen.

In this case it is also supported by one of the consequences of Law Number 52 of 2009 concerning Population Development and Family Development, in particular Article 41, Paragraph 2 which states that further provisions regarding the criteria for poor people and procedures for protection are regulated by government regulations, namely that determination of the poor, data collection units, data collection implementers, and criteria for the poor are very important for efforts to obtain accurate, valid, and accountable data [27]. The government is responsible for population development and family development. The central government stipulates, among other things, national policies, guidelines, standards, procedures and criteria for population development and family development [28]. The provincial government establishes regional policies and facilitates the implementation of the guidelines set by the Central Government, while the district/city governments determine the implementation of development and family development in their respective areas. Based on Susenas data from BPS, the Central Government targets its various programs for allocations per province to district/city, while the targeting or determination of the poor is the responsibility of district/city governments. Program allocations that have been determined by the Central Government in an area (district/city) are followed up by district/city governments with steps to determine the poor population in their area. To determine the criteria for poor people, several things are required regarding the scope and definition of families, data collection implementers, criteria for poor people, and analysis tools to define the poor. The person responsible for implementing this data collection is the district/city government.

From this explanation the researcher can conclude that in carrying out poverty equalization it is also inseparable from the role of the local government or mayor in evaluating the results of data collection on pockets of poverty carried out by regional apparatus organizations (OPD). Therefore, every implementation of OPD data collection must already understand the variables and criteria that are the target of data collection on the poor.

2. Revitalization of Human Resources (Regional Government Organizations)

Revitalization has the meaning of making something back to being very, very much important, in this case increasing the competence of a person. Organizational change is a continuous adaptation of an organizational structure and strategy to deal with external conditions. Organizational change is not an exception, but a continuous process. Change or die, that is the premise that challenges all organizational actors to be able to anticipate and master change, as well as take action, strategically so that the organization survives and even develops. Organizational change is a concept related to mission changes, operational restructuring, new technologies. Some experts call it organizational transformation, which is a radical change that starts from the vision of the organization. Organizational change such as metamorphosis makes the organization better, especially in organizational pillars such as changes in systems, structures, processes, implementation practices, organizational culture, bureaucratic behavior and leadership by prioritizing the interests of serving the community and placing program priorities within the framework of creating an effective and efficient organization. Revitalization within the organization is aimed at spurring organizational growth by aligning the organization with its environment, both internal and external environment.

Revitalization is one of the appropriate generic strategies in optimizing functions within the organization because the changes that are planned are significant and implemented with great effort, but with not too big a risk to the organization. The risk is not too big because, revitalization is done by strengthening or re-enacting the existing functions within the organization.

Organizations can grow and develop because the organizational culture contained therein is able to stimulate the morale of human resources within so that organizational performance increases. Communications must be made in a style, format, medium, and timing that is appropriate for different groups of subordinates. Many great jobs go to waste because of a lack of communication. This is the impact of a lack of communication. The importance of communication is that good communication will increase awareness and support for change, and even the most unpopular change will occur more quietly when people are ready to make it happen. Communication makes subordinates consider that they are doing the right thing. If subordinates understand why the change occurred, they can ascertain whether their own actions and behavior are consistent with the change. Communication allows certain changes to occur. Communication can drive change by initiating a positive response. Once the news is understood and accepted, people's behavior will begin to be modified. The culture change program is primarily about modification of performance management combined with appropriate and ongoing communication.

3. Sectoral Ego Revitalization

The sectoral ego is like a solid fortress that blocks every effort to synergize to achieve goals and progress. Sectoral ego is related to silo mentality or silo thinking, namely mindsets and actions attached to certain sectors or sections that do not want to share information with other parties in the same organization/company/country. As a result, it will not only reduce operational efficiency as a whole, it will also undermine the morale of togetherness so that they do not want to contribute and it is very difficult to achieve synergy.

Differences between sectors result in differences in vision, content and orientation of each, giving rise to sharpened inter-sectoral competition. One sector views other sectors as less

important than its own sector, and vice versa. This narrow mentality that is more concerned with their respective sectors can continue to strengthen when the adhesive between sectors weakens or does not exist. It seems very difficult to eliminate sectoral ego, what is possible to do is to reduce it, among others, through solidarity and mutual cooperation to achieve common goals. The solution is the principle of collaboration, togetherness, unity, common goals, and includes all actors from all sectors in government.

The sectoral ego of the Regional Apparatus Organization (OPD) is still a disease in the bureaucracy, including in the Medan City Government especially so far there have been a number of problems related to government public communication. Among them are the lack of integration between regional apparatus organizations in communicating to the public and the existence of sectoral egos for each individual. In addition, there are still many government programs that have not been communicated properly to the public, so that people are not aware of the various successes that have been achieved. Sectoral ego begins with the thought that one party thinks the other party does not want to coordinate for a settlement which in the end does not lead to problem solving. Looking back, sectoral ego always starts with authority. Authority has always been a powerful mantra to legitimize every activity. The authority attached to each work unit is also regulated in a statutory regulation. Thus, the justification becomes stronger. Fighting the hierarchy of laws and regulations is also something that is sometimes unavoidable.

Concretely, there has been no sectoral ego problem so far. However, at least it contributes to the idea that the issue of sectoral ego is still a threat to Indonesian bureaucratic governance. Therefore, concrete solutions do need to be prepared. This can be done by eliminating sectoral egos, such as reviewing the authority mandate of each work unit. The mandate of authority is usually related to laws and regulations and the division of work areas of each regional apparatus organization and regional government. In the current implementation of poverty alleviation what has been described is the bottom up planning process through the Village and District Development Planning Meetings which provide priority needs for each OPD. This plan will later be used as an annual priority activity for a certain period. In addition, there is also a top down planning process. Namely, work programs that have been prepared by the central government, which are implemented down to the local government level. The preparation of this process can be an alternative for clearly mapping out the division of work in each agency to eliminate the sectoral ego of each OPD.

Therefore, there needs to be a clear line that differentiates the tasks of the central and regional (district/city) governments. Of course, the solution to reducing sectoral ego is not limited to the explanation above. The same vision and goals as well as the orchestration played by the highest government leaders are still the most important aspects in eliminating sectoral egos that arise in every work unit

The researcher can conclude that district/city to village/kelurahan governments synergize in implementing priority programs for poverty alleviation. With synergy, the expected goals of all programs and activities in the context of improving people's welfare will be achieved because the goal or goal of all implemented programs is to serve the community. Collaboration and synergy are very important so as to be able to deliver excellent service based on dedication and totality of

performance, coupled with involving the public to build agency reputation and public trust. Collaboration emphasizes cooperation while synergy is a productive collaboration/cooperative relationship as a harmonious and strategic partnership between the parties to produce useful and quality works (products and services). Collaboration and synergy can be built starting from oneself and then gradually involving all team members, communities and citizens according to the collective goals to be achieved together. Building collaboration and synergy requires time and consistency so that creative collaboration is built based on mutual respect, sharing, needing each other, building strengths and compensating for weaknesses. society and citizens in accordance with the collective goals to be achieved together. Building collaboration and synergy requires time and consistency so that creative collaboration is built based on mutual respect, sharing, needing each other, building strengths and compensating for weaknesses.

4. Commitment and Responsibility

Real and visible political and administrative will to convey policy commitment to policy implementation programs must also reach as many stakeholders as possible. Building commitment should also be an action-oriented activity. It is argued that implementations often fail either because decisions are delayed or not made or when taken, they are late and ineffective. Therefore, policy implementers must be decisive in their actions and must appear confident in the outcome of their decisions. The policy commitment must be a general commitment to respect all recognized human rights. The commitment needs to be reviewed periodically to reflect any significant changes. For the policy commitment to be effective in practice, other policies and company-wide processes must be consistent with it. Implementation of commitments requires adequate support and resources, including through leadership, accountability, incentives and training.

These factors can directly influence staff assumptions and attitudes about the relevance of commitment to their work and help embed them into organizational values and culture. A policy commitment is a statement approved at the highest level of an organization that shows a person is committed to respecting human rights and communicates this internally and externally. Such statements need to be reflected in organizational policies, procedures and practices to instill respect for human rights throughout the organization.

5. Building a Working Relationship (Partnership)

which will be able to facilitate and encourage the formation of more partnerships. With the formation of these partnerships, the basic rights of the poor can be fulfilled while reducing the burden of living and improving their quality of life. Focused on objectives related to basic rights that are intended to improve the quality of life of the poor by fulfilling certain rights, such as the right to food, health services, and education.

6. Policy Making

Poverty reduction requires multi-sectoral efforts involving various stakeholders. In this context, coordination in policy making is very important considering that poverty alleviation programs exist in each region. Poverty alleviation efforts are carried out by multisectors or related regional apparatus organizations such as the settlement service in collaboration

with the social service, the employment service and the education office because the goal is the same as alleviating poverty. In addition to the role of stakeholders from the government side through poverty alleviation programs, the role of non-government stakeholders is also very much needed. Implementation of good policy making in practice should be able to cut the convoluted process.

The aim is to remove the selfishness of each stakeholder. The integration is first, sector integration in responsibilities and policies. Decisions on poverty alleviation must be taken through an internal coordination process between the local government and OPD. What needs to be underlined is that poverty cannot be handled institutionally, but all related parties. Second, the integration of expertise and knowledge, to formulate various policies, strategies and programs must be supported by various disciplines of knowledge and expertise, the goal is that the plans that are prepared are truly in accordance with the demands of the needs of the poor. Third, problem integration and problem solving are needed to find out the real root of the problem. so that the policies made are comprehensive, and not partial. Fourth, location integration, facilitating assistance, counseling and services (across sectors), so that the program can be carried out effectively and efficiently.

5. CONCLUSIONS

Conclusions that have been carried out in the city of Medan is only limited to carrying out their main tasks and functions without being accompanied by ideas and innovations. Policy models that can be implemented include mapping the potential for poverty, revitalizing regional organization (OPD) human resources, revitalizing ego-sector, commitment and responsibility, building working relationships and making appropriate policies. In addition to getting out of the poverty trap the implementor must be able to map the basic needs of the poor so that the benefits of the program being implemented can be felt. Not only that, to get out of the poverty trap, one must also be able to provide understanding to the poor to be able to save or save part of their income and this can be used as household capital if one day they experience a household financial deficit. capital for business, the existence of capital to improve skills, so out of poverty. Regional apparatus organizations also need to make clear budgets taking into account the support and needs of the public.

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