

The Effective Implementation Theory on Economic Development Based on Part of District Region in Indonesia *A Study of Government Developing Program in Soko Village, Glagah District, Lamongan Regency*

Noto Mashari Joyo¹ and Philipus Keban²

¹Human Resource Development Program, Post Graduate School, Universitas Airlangga

²Lecture of Public Administration, Faculty of Social and Political Sciences, Universitas Airlangga

Keywords: Effectiveness, Implementation, Economic Development Movement.

Abstract: The purpose of this implementation study is to describe the rating result of the performance attainment of a program initiated by mobility economic development based on population in Lamongan. This study applies qualitative research method with descriptive research type. The location of this research includes government agencies which are involved in the program performance of mobility economic development based on population in Lamongan. Those agencies are development planning agency at sub-National level (*Badan Perencanaan Pembangunan Daerah*) Lamongan regency. Food plants, horticulture and plantation offices (*Dinas Tanaman Pangan, Hortikultura, dan Perkebunan*) Lamongan regency as an agency assigned as the program executor, with the help of unit technical implementation (*unit pelaksana teknis dinas*) in agriculture field from the sub-district. The result of this study shows that the process of the mobility economic development based on population in Lamongan is not effective and also inefficient. This can be stated because five indicators of effectiveness show that the program is not performed well and there are two of three efficiency indicators that assert adversity.

1 INTRODUCTION

Development is an instrument used to achieve a purpose that is a prosperous and society, such as the process of development as the stepping stone for the progress whom is very important factor and must be done. Strengthening food sector is one of awareness design for increasing of food availability. Strengthening through policy and program is hoped could develop the agriculture potency. The Urgencies that have been constructed by the food-consumption culture is provided by the reason that agriculture and food security in live-stock availability became necessary in the regional based on economic development.

According to national research agency, the central bureau of statistics, Lamongan regency is in the second place as the highest rice productivity in Indonesia. Rice production in Lamongan regency counted by 979.004 tons in the year of 2016. This fact will be counted as the greatest factor of regional economic development in Lamongan regency.

Farming have to be one of the continuously preserved sectors by both the community or regional governors of Lamongan, because the majority of its people are farmers, and foodstock are a valuable and durable resource which made Lamongan well-known. Such things could surely improve the economical value of Lamongan Regency, which means improvement through maintenance is a very important thing to do, thus one of the essence of food durability that based upon farming must be developed. But, the improvement of the economy must be seen from the farmers' point of view.

The advancement of the economy could bring back the prosperity that was dreamed upon to reality. There would be no more unbalance between urban and suburban areas in terms of economy which makes stabilization and equalization the primary target for the ongoing program.

The strengthening of the agricultural sector would surely look at the auxiliary factor that available. This will be explained through this table:

No.	Village Name	Rice (tonnes)
1	Kentong	1.058,18
2	Wangen	422,73
3	Bangkok	0,00
4	Meluntur	440,88
5	Dukuhtunggal	1.506,82
6	Bapuhbandung	979,76
7	Tanggungprigel	680,34
8	Sudangan	879,13
9	Karangagung	608,95
10	Duduklor	885,96
11	Medang	865,83
12	Mendogo	847,44
13	Began	406,25
14	Menganti	1.392,60
15	Rayunggumuk	973,95
16	Gempol pendowo	506,39
17	Soko	303,36
18	Morocalan	417,30
19	Pasi	1.033,62
20	Margoanyar	1.053,00
21	Glagah	1.245,48
22	Bapuhbaru	1.001,13
23	Jatirenggo	1.245,48
24	Konang	261,66
25	Wonorejo	580,52
26	Panggang	918,79
27	Wedoro	632,31
28	Karangturi	771,40
29	Meluwur	610,08
Glagah District		22.559.82

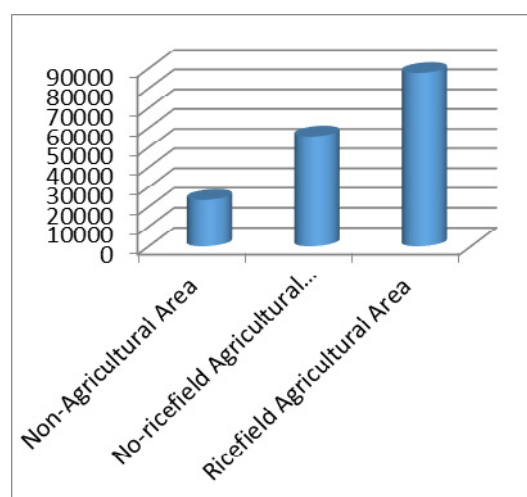


Figure 1: Land mass.

Sources: Glagah district regional statistics 2015.

The data from the aforementioned diagram explains the abundance of land being used for farming, with lands used for ricefields reaching 87.762 acres used for agriculture, 55.751 acres used for non-ricefield farming, and 23.459 acres used for other purposes.

The creation of programs that are aimed to flourish and increasing farmed goods surely are the hope of the people. To achieve such goal, the Mobility Economic Development of Population in Lamongan Based program is made by the government of Lamongan. This flagship program made by the Regent and Government of Lamongan is purposed to increase the harvest yields of the community, especially the ones made from the villagers of Lamongan Regency.

Program execution is done by way of gradually giving every village which is represented by a group of farmers in the rural areas of Lamongan, in form of hand tractors and pumps is indeed badly needed by farmers, with hopes that the pumps and hand tractor certainly aim to facilitate the work of farmers and ease the job and get higher yields. Indirectly the Government wishes that the economical income of the regency in the agricultural sector should continue to be intensified, in this case the regency the durability of those foodstock must be continuously strengthened. However, if there are no training on how to utilize the farming tools, and making it look like those given tools are commercialized by the village authorities. In this case, the process of making hand tractors must be crafted and used by experts, thus making common farmers spend more money to use. The hopes off the villagers concerning the development of the agricultural sectors surely

became the mutual expectations of all sides, including the government agencies working to give potential service so the existing regions could be properly treated and lead into prosperity.

Table 1: Production of foodstock crops (rice) of Glagah district in 2014 (tons).

Sources : Glagah District Regional Statistics 2017

There are several foodstocks produced such as horticulture and rice crops. But, rice farming is currently becoming the main interest. Rice is the major-consumed food in Indonesia. It would be obvious if the rice is the most thing that planted on many farms in Indonesia, especially in East Java.

From the table above, it can be seen the production in several villages in Lamongan. Dukuh tunggal village is the most productive village, despite the large of their village-zone and Bangkok village comes to the lowest with their production of 0 tons, it means that they do not have any ricefield in their village-zone.

One thing interesting in this table is the range of amount of production between every village. The range will not last more than 48% (leaving Bangkok village whom has 0 tons of rice-producing) in the statistics comparison, and that means the amount of production between those villages is average and they all productive village in rice production.

The food diversity in each village do not affect for rice production in significant ways. The rice always comes first, despite the major-consumed food in Indonesia. The last thing that we must know from that table is the background of the amount of production. Technology always have the significant part in this case, and its also the "suprastructure" ways involved according to the cultural society. The most productive village, what means Dukuh tunggal village, has the most developed technologies than the others. Unlike Konang Village that must have the major disadvantage in technology.

2 THEORITICAL FRAMEWORK

2.1 Populist Economy

The Populist Economy system according to Mubyarto et al. (2014) is a national economy system that was based upon the concept of familiarity, the sovereignty of the people, morally based on Pancasila and showing total allegiance to the people. Allegiances and protection towards the economical condition of the people that is constantly set aside

during the colonial era even until after the independence. The absolute requirement of the national economy system with social justice is to carry out political sovereignty, economical independency and cultural character.

2.2 The purpose of Populist Economy

There are seven important elements of populist Economy according to Mubyarto et al. (2014)

- First, the Nation must held full control of the natural resource that we have.
- Second, fiscal law is more stable by balancing income and expense.
- Third, Industrial and trading policies must be aimed towards the realization of a strong, efficient and highly competitive industrial structure.
- Fourth, the good governance must be aimed towards increasing transparency, accountability and free of corruption. Bureaucratic reformation purposed to increasing efficiency and effectivity of public service.
- Fifth, the agrarian reform became very important due to simplifying public access to lawn. The Nation have to place limits to owning or cultivating private lawn and maintaining land price.
- Sixth, the strengthening of regional autonomy is directed to empower villages more as the spearhead of eradicating poverty and improving welfare. Village empowerment is done through development. Budgets can exceed 1 billion per year.
- Seventh, improving the human resources.

2.3 Effectivity of Implementing the Populist Economy Growth Movement Development

The Accuracy of determining an indicators for effectiveness is affecting the analitical accuracy of the researcher on the researched program. Indicators according to Ripley in Erwan and Dyah (2012) is the following :

- Access is used to find out that the program or service that is being given is easy to reach by the targeted group.
- The coverage used to judge on the reach on the targeted group.
- Frequency is used to judge how often the targeted group receive a promised service by a policy or a program.

- Bias is used to judge whether or not the service being given by implementor is biased to the society.
- Service delivery is used to judge whether or not the service done during a program is right on time.
- Accountability is used to judge the implementor's acts during its job.
- The suitability of the program with these needs is used to assess whether the various outcomes of the policies or programs received by the target group are in accordance with the needs or not.

Ripley's Indicator leads to execution or implementation stage of the program by prioritizing the accuracy of the implementation, or in this case, programs could be deemed effective if those seven indicators prove useful and well.

Implementation, according to Sabatier and Mazmanian in Triana, Wahyuni (2011), is the carrying out a basic policy decision, usually incorporated in a statute but which can also take the form of important executive or court decisions. Ideally that the decision identifies the problems(s) to be addressed, stipulates the objective (s) to be pursued and in a variety of ways, structures the implementation process.

According to another statement about effectivity of a program by Hisnuddin Lubis (2015), the program could be said as effective if it is being influenced by the implementation of its technique because the implementation would determine the output of the program. The logic is, the instrument of effectivity of a program would be determined by how the implementation of its policy. According to Rainey (1991), effectivity is the most important thing for the prosper of the nation they (bureaucrats and apparatus) serve.

3 RESEARCH METHOD

This Research is using a qualitative research method with an Effectivity Implementation type of research, which is looking at how effective the program has been since its launch. The location of research is in food plants, horticulture and plantation offices. Those agencies are Development planning agency at sub-National level Lamongan regency, Local Technical Implementation Unit of Glagah District and Farmers' Association in Soko Village, Glagah District, Lamongan Regency.

Technique used for determining informant is by using *purposive sampling* which turns into *snowball*

sampling. Data gathering method done using interviews, observation, documentation, literature study, and online data. Data analyzing method used by researchers is by implementing data reduction, data presentation, withdrawal verification and conclusion and also data validation method is done by using triangulation. The exactness of determining research method will affect on the results of the research.

According Glenn in Bowen G.A (2005) during the field research, what went through in my mind was that I simply could not afford to rush through the interviews or skirt around the issues. And when the time came for me to draw upon the interviews for my research report, I was at pains to ensure that I was not offering a cure for insomnia. I did that by constructing a compelling narrative and including it in the appendix. The parts of the narrative that illustrated emerging themes found their way into the results chapter, which I knew had to be more than a good story well told. Field observation was done during the same period in which the interviews were conducted, with the observer role being supplementary to the interviewer role.

4 RESULTS AND EXPLANATION

4.1 Implementing the Populist Economy Growth Movement Development

Development carried out by the government of Lamongan District with the holding of the superior program of the Lamongan Regent is related to the development of rural enterprises under the name of the Mobility Economic Development of Population in Lamongan Based program is certainly a breakthrough to empower the rural community especially to those who have business. In this case, one of them is rice farming, with the majority of the farmers, of course, such programs are expected by farmers to grow with mutual help from all elements of interest in it, not impossible again when the program is felt successful then the goal of food security can be achieved and the level of welfare the community increases especially if Lamongan regency can cover the food shortage. So far, Indonesia still depends on other countries in the sufficiency of food security, so that the price can not be determined by the government to make the market price went up and down is uncertain and certainly detrimental to society itself.

According to Serageldin (1993) economic sustainability which includes economic growth, capital maintenance, and efficient use of resources and capital. Ecological sustainability includes ecosystem integrity, carrying capacity, protection of species diversity and natural resources, while the sustainability of social aspects is the existence of justice, empowerment, participation and institution. Furthermore, the implementation of sustainable development that must first be considered is the social aspect, because it acts as the center of development.

4.2 The Simplicity of Information Access and Help

According to the farmer's organization in Soko Village, Information sharing or counseling related to the Mobility Economic Development of Population in Lamongan Based program should focus on the needs that is expected by farmers, which is utilized by learning the structural problems existing in field, when the affiliated government or agencies have understood the issue and then giving information and counseling as important and attractive as possible and further breakthroughs that could develop farmers so that they could give a more positive outcome on farmers' society in local villages. But the unoptimal information sharing and in such a short, unscheduled time makes the presentation to the farmers unoptimal.

The information access and the ease of use by the government or any related bureau or organization shows that there are no detailed agenda, so the farmers' society is having a hard time to get information and even refused to attend a counseling that is related to information sharing from the Agriculture and Forestry Agency and the Regency of Lamongan. Besides, inaccuracy on information sharing is also there on Soko Village with its own related problems.

Ease of access according to Mulyono (2015) in information, ease of access could be interpreted as a form of information sharing about the stages that exists in a program, the usual interaction that contributes to the formation of an agenda or the calmness of all things related to the program. The importance of information access is so that all elements of society could observe on all businesses that is being done by all government official by utilizing organizations' purposes and social welfare. As such, the officials must act professionally in performing their duty, and besides, the officials held an important role on attaining and sharing high-

value information by the targeted group so they could acknowledge what they were yet to know.

4.2.1 Program Suitability with Needs

Executing a program will oversee a coming problem and plan to overcome such problems by preventing one of the causes, so that the process of concluding the problem could be done quickly and efficiently.

The Mobility Economic Development of Population in Lamongan Based program is a distinguishing program that is aimed to improve the business owned by the society, in this case the farmers. In determining the need to solve a problem, surely the related parties which is the government must do an in-depth study from the root of the problem; not only using samples when determining conclusion, but more geared towards field activities and filter out public opinions and aspirations, so they could be handled wholly. Because in a problem, the society affected is farmers, which more understands the characteristic of the faced issues.

The conformity of the needs according to Ripley in Erwan and Dyah (2012). The conformity of such program is used to judge whether or not the policies released is accepted by the targeted groups is used properly or not.

4.3 Intensification of Program Maintaining and Coaching Accuracy

The coaching that is being done is due to enrich the human resources. It was made so that the farmers could optimize the farmers' potential, which could in turn, became one of the main factors in agriculture, because agriculture is one of the main occupation with highest interest in the whole regency.

The help being provided by the government to the farmer group, in the management of the whole is given to the farmer group, so that the bad condition of the aid of the tool given is all returned to the farmer group. Farmer groups are fully responsible for the management of goods, the government only exercises control to see how the state of the tool aid has been given to farmer communities managed by said groups.

Based on the Lamongan's Government, the management of relief items is more commonly used at the turn of seasons, after the completion of the rice season the necessity of hijacking rice fields using the tractor. But there are some obstacles during the field tilling which is an order from land

owner to farmers' group, which in this case is difficulty to handle or to operate that makes not all farmer's request to plowing land left unfulfilled, thus making the problem more difficult. But these matter must be faced and solved with good intentions, because the purpose of handing out help in form of those tractors were an effort to ease the farmers on plowing the land.

Accuracy on doing a development is a responsibility to all related stakeholders, because even though help has been handed to all farmer groups, but in entirety of the program is everybody's responsibility. The existence of obstructions in the development system must be solved together because if a problem weren't treated soon, will cause an inconsistency in the implementation with the aim and fixed target during the agricultural development through mobility economic development based on population in Lamongan.

According to H. Combs and Manzoor Ahmed (1985:41-174), there are four types of environmental development typologymodels, which is the counseling approach, training approach, independent union approach, and integrated construction approach. The existence of those four typology models surely were a form to be able to develop the society, so that the society would be able to follow the cultural advances that is rapidly spreading.

4.4 Monitoring

In the unscheduled and unknown monitoring, these kind of things were hard to evaluate how far the mobility economic development based on population in Lamongan, developmental phase or trouble that block a progress of a certain program. In executing a program, even though there has been a proper planning, but without proper maintenance and controlling its growth, there tend to be a forgotten thing that could lead to failure of the program. Especially monitoring is a valid material for evaluation. If monitoring is done rather seldomly, there would also be different results in the evaluation, it will look pointless if the obstructions and problems were not detailed.

Inaccuracy during planning and monitoring by only relying on observig passages in the village could surely be a major obstruction in the government body, because the society surely expect a problem solving statement which could not be handled too well by farmers with hopes of help.

Meanwhile with a fundamentally similar matter, Winardi in Sujamto (1994:96) describes the process of observation in 4 (four) steps, which is:

- Assessing the standards to observe
- Analizing results
- Comparing execution to standards and assessing the difference (if there is one)
- Fixing anomalies with creative actions.

The starting point of the observation process is to assess observation standards. The standards is a mark that is used by observers to judge whether the observed object is progressing smoothly or not. By seeing these standards, the results of observation could only result in two things : progress accordingly or defying the standards (Sujamto, 1986:97)

5 CONCLUSION

Based on the presentation, analysis and data interpretation that has lead to researches about the effectivity of mobility economic development based on population in Lamongan. Program in Soko Village, Glagah District, Lamongan Regency in relations to agricultural social services, which could be explained as such:

1. The development of farmlands which is hauled has been executed which is against the Regent's desicion . But, in the process of the program, there have not been an optimal one, so continuing the progtram that has been planned yield unfavorable results. And then there is also the lack of Coordination between the Agricultural and Forest Agency, Regional Technical Maintenance Unit and the civilians from the farm group.
2. The Agricultural Development through mobility economic development based on population in Lamongan is still far from hopes of the farmers. The stagnant results is very disheartening do to no harvest yield increase right. There were 6 Indicator used to judge the program and describe that there are more than several issues currently happening during the duration og the Mobility Economic Development of Population in Lamongan Based program, which is:
 - Necessity: By using coordination starting from the farmers, Regional Technical Maintenance and Agriculture and Forestry agency, the Regency of Lamongan granted 2 units of manual tractor and 3 units of pump which is not effective considering the size of the society and the farmers were expecting more kind of supplies and tools with high

hopes that other farmers could learn how to and the techniques.

- The Agricultural and Forestry Agency of Lamongan Regency needs to do a more personal approach to all farmers and listen to their complaints wholefully. It is important to do to invoke an emotiolan closeness and to avoid disintegration in the program's implementation. The schedules to meet and observe must be intensified.
- There are also complains to the changing weather such as floods and drought, which would be the main basic issue, and the other issue is the limited stockpile of fertilizers that could lead to pest-ridden crops.
- Information Access and Ease of Use for the media: the uncertainty of information sharing related to developing agriculture is by the government or any related bureau or organization shows that there are no detailed agenda, so the farmers' society is having a hard time to get information and even refused to attend a counseling that is related to information sharing from the Agriculture and Forestry Agency and the Regency of Lamongan.
- Mentoring and Developing Accuracy: The development of human resources must have a coordination between related stakeholders and mentoring was one of the forms of progress.
- Monitoring: To see and observe the program implementation, surely had to be done routinely, but in truth, Observation sessions are only done during the Agencies' free time and showed an ambiguity concerning the monitoring schedules.

Mubyarto, dkk. 2014, *Ekonomi Kerakyatan (Cetakan Pertama)*, Lembaga Suluh Nusantara dan American Institute For Indonesia Studies (AIFIS), Jakarta.

Mulyono, Arif. 2015, *Pengembangan Kapasitas Aparatur Sipil Negara di Daerah*, Badan Kepegawaian Daerah Kabupaten Sidoarjo.

Rainey, Hal. G, 2009. *Understanding and Managing Public Organizations*. John Weley & Sons, Inc. San Fransisco. Fourth Edition.

Serageldin, I. 1993. *Promoting Sustainable Development to World. New Paradigm Enfollowing the Environmental Proceeding of the First Annual and International Conference and Environmentally Sustainable Development*.

Sujamto. 1986 . *Beberapa Pengantar Dibidang Pengawasan*. Jakarta: Graha Indonesia.

Triana, Wahyuni Rochyati, 2011, *Implementasi dan Evaluasi Kebijakan Publik*, PT. Revka Petra Media, Surabaya.

REFERENCES

Bowen, G.A, 2005. *Preparing a Qualitative Research-Based Dissertation: Lessons Learned. The Qualitative Report Volume 10*

Combs, Philip H., and Manzoor Ahmed.1985. *Memerangi Kemiskinan di Pedesaan melalui Pendidikan Non-Formal*. Jakarta: CV Rajawali.

Erwan and Dyah, 2012, *Implementasi Kebijakan Publik: Konsep dan Aplikasinya di Indonesia*, Gava Media, Yogyakarta.

Lubis, Hisnuddin. 2015. *Efektifitas Kebijakan Pemerintah Daerah Pamekasan Dalam Menciptakan Perlindungan Terhadap Petani Tembakau dari Monopoli dalam Tata Niaga Tembakau*, Tesis, Universitas Gadjah Mada, Yogyakarta.