Gandeng-Gendong: Poverty Reduction Program Based on Community Empowerment in Yogyakarta City

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Abstract

This research aims to analyze the effectiveness of implementing the Gandeng-Gendong Program as an effort by the Yogyakarta City Government to overcome poverty in Yogyakarta City, which has been increasing by 0.4% since 2019. The study uses Richard M. Steers' theory of effectiveness and a qualitative approach with a case study method. Data was collected through in-depth interviews and secondary data, and the results were analyzed interactively, including data reduction, presentation, and conclusion. This research also utilized NVIVO 12 Plus to help analyze the finding data using the Crosstab feature. The results of the study that has been carried out show that the implementation of the Gandeng-Gendong Program in the Yogyakarta City has yet to be effective. This can be seen from the poverty data statistics according to BPS in the City of Yogyakarta, which continues to increase after the implementation of the Gandeng-Gendong Program by 2.17% in 2021 and 2.45% in 2022. Referring to the indicators in the theory of effectiveness, various problems were found behind the ineffectiveness of the Gandeng-Gendong Program. First, the socialization of the program provided to the program benefit groups was not optimal. Socialization is an important element in distributing program information to program beneficiary groups. Therefore, non-optimal socialization affects the program implementation process, which is not accompanied by the knowledge of the beneficiary groups regarding the Gandeng-gendong Program. Second, there is no clear Standard Operating Procedure and supervision of program implementation to monitor and evaluate the implementation of the Gandeng-Gendong Program.
Keywords: Poverty, Collaborative Program, Effectiveness, Yogyakarta City

Abstrak

Penelitian ini bertujuan untuk menganalisis efektivitas pelaksanaan Program Gandeng-Gendong sebagai upaya Pemerintah Kota Yogyakarta dalam menanggulangi kemiskinan di Kota Yogyakarta yang mengalami peningkatan sebesar 0,4% sejak tahun 2019. Penelitian ini menggunakan teori efektivitas Richard M. Steers dan pendekatan kualitatif dengan metode studi kasus. Data dikumpulkan melalui wawancara mendalam dan data sekunder, dan hasilnya dianalisis secara interaktif, meliputi reduksi data, penyajian, dan penarikan kesimpulan. Penelitian ini juga menggunakan NVIVO 12 Plus untuk membantu menganalisis data temuan dengan menggunakan fitur Crosstab. Hasil penelitian yang telah dilakukan menunjukkan bahwa pelaksanaan Program Gandeng-Gendong di Kota Yogyakarta masih belum efektif. Hal ini dapat dilihat dari statistik data kemiskinan menurut BPS di Kota Yogyakarta yang terus mengalami peningkatan setelah adanya implementasi Program Gandeng-Gendong sebesar 2,17% di tahun 2021 dan 2,45% di tahun 2022. Mengacu pada indikator-indikator dalam teori efektivitas, ditemukan berbagai permasalahan yang melatarbelakangi ketidakefektifan Program Gandeng-Gendong. Pertama, tidak optimalnya sosialisasi program yang diberikan kepada kelompok manfaat program. Sosialisasi menjadi unsur penting dalam mendistribusi informasi program kepada kelompok manfaat program. Sehingga, sosialisasi yang tidak optimal kepada optimal mempengaruhi proses implementasi program yang tidak dibarengi dengan pengetahuan kelompok manfaat terkait Program Gandeng-gendong. Kedua, belum adanya Standar Operasional Prosedur yang jelas dan pengawasan implementasi program untuk memonitoring dan mengevaluasi implementasi Program Gandeng-Gendong.
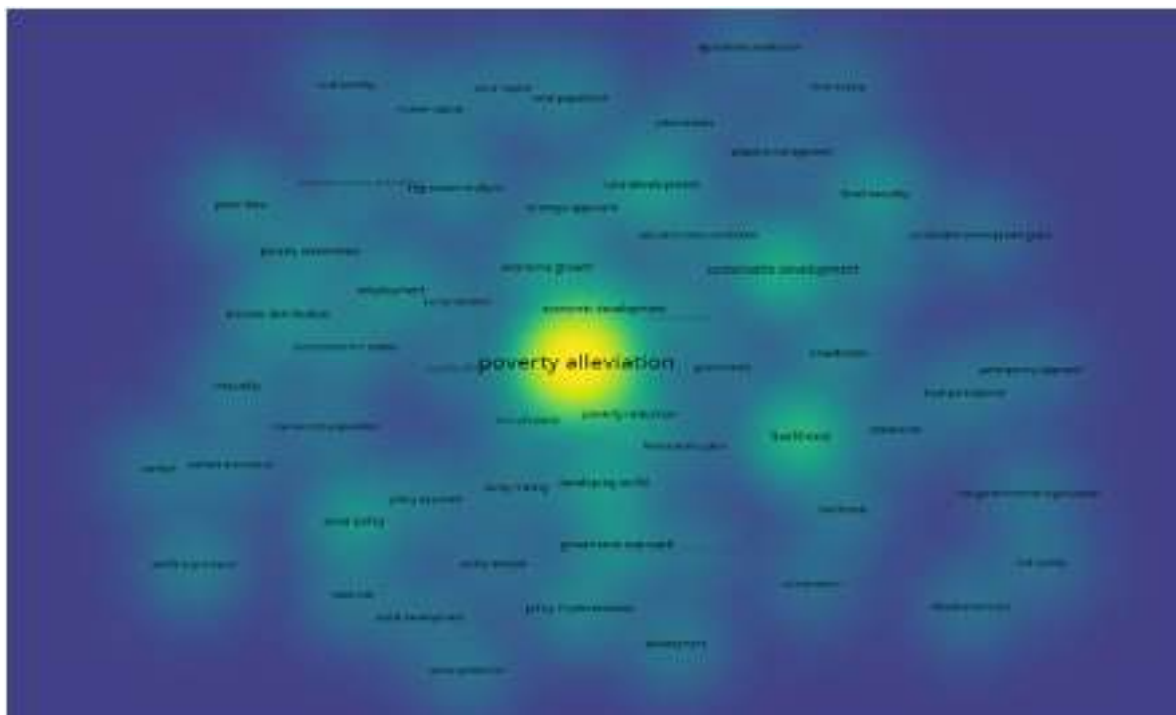
Kata Kunci: Kemiskinan, Program Gandeng-Gendong, Efektifitas, Kota Yogyakarta

INTRODUCTION

The problem of poverty in Indonesia, which has not yet ended, has caused social inequality in society and has affected the quality of its human resources (Novianti, Evi. Nugraha, Aat. Sjoraid, 2020). This poverty problem needs special attention from the Central Government to eradicate poverty in Indonesia. The Central Government has attempted to alleviate poverty with various policies, such as fiscal policy in the country's economy (Bataha & Fauziah, 2020). Poverty alleviation requires an in-depth and accurate study to formulate the best strategy, which begins with an in-depth identification of the essential characteristics of society and the causes of poverty itself (Daud & Marini, 2019). The correct alignment of perceptions about poverty alleviation concepts, indicators, and priority targets forms the basis for formulating right-on-target policies (Nababan, 2020).

Various poverty alleviation efforts have been carried out by the Central Government and Regional and City Governments such as the Yogyakarta City Government (Singgalen et al., 2022; Ummah et al., 2022). The Yogyakarta City Government created several programs to alleviate poverty in the City of Yogyakarta, including the Gandeng-Gendong Program. The Gandeng-Gendong program is from the Yogyakarta City Government, released on April 10, 2018 (Wijayaningsih et al., 2021). This program was created as a community mobilizer to carry out empowerment to improve the community's economy, and this is an effort to alleviate poverty in the City of Yogyakarta (Choi & Robertson, 2019). The Yogyakarta City Government, involving its five stakeholders, namely City Government, Corporations, Campuses, Villages, and Communities or community groups, invites them to collaborate in implementing the Gandeng-Gendong Program (Fisher et al., 2020).

The Yogyakarta City Government, involving its five stakeholders, namely the City Government, Corporations, Campuses, Villages, and Communities or community groups, invites them to collaborate in implementing the Gandeng-Gendong Program. Several previous studies have focused on poverty alleviation efforts in the City of Yogyakarta; this can be seen from previous research, which examined various policies of the Yogyakarta City Government to alleviate poverty in the region (Haidir, 2019; Sari, 2022; Setyawan et al., 2019; Suroatmojo, 2015). Specifically, research related to poverty alleviation efforts through the Gandeng-gendong Program has been investigated by several previous studies, such as the implementation aspect of the Gandeng-gendong Program (Aisia, 2021; Amini & Nurgiyanti, 2020; Sulistiyani et al., 2019). However, more research should focus on studying the effectiveness of the poverty alleviation program in the City of Yogyakarta through the Gandeng-gendong Program (Syawalludin, 2022).

Searching for previous research was also carried out by utilizing VOSviewer with the Density Visualization feature to explore the linkages of prior research with a focus on studying policy implementation in alleviating poverty. The data source was obtained from 59 Scopus-indexed articles. VOSviewer is needed to find research gaps that previous researchers have carried out. The results of the analysis can be seen in the figure 1 below:

Figure 1. Density Visualization Analysis Results

Sources: 1. VOSViewer, 2022

Based on the results of the analysis above, previous studies that focused on policy implementation in poverty alleviation have been carried out by previous studies. This is illustrated in a link between policy implementation and poverty alleviation. Even so, it has been found that there have been earlier studies with similar studies that will be reviewed. However, there still needs to be more studies that discuss the implementation of policies in poverty alleviation. This can be seen from the small number of policy implementation items that examine poverty alleviation efforts. Therefore, the research that will be carried out seeks to develop studies on policy implementation in poverty alleviation through a study focused on

analyzing the effectiveness of poverty alleviation programs in the City of Yogyakarta through the Gandeng-gendong Program in the City of Yogyakarta. To facilitate research, this study uses the theory of Program Effectiveness (Steers, 2003). As the basis of research theory, including integration, adaptation, and achievement of goals, the results of this study help determine the success rate of the program implementation as an effort to alleviate poverty in the City of Yogyakarta so that the research results can be used as a reference for the evaluation of the Yogyakarta City Government.

RESEARCH METHOD

This study uses a type of qualitative research with a case study approach. According to Creswell (2014) Qualitative research is a research method used to examine natural object conditions. Meanwhile, this type of case study approach is used to investigate and understand an event or problem that has occurred by collecting various kinds of information, which is then processed to obtain a solution so that the situation revealed can be resolved (Sugiyono, 2019). The use of qualitative research methods with a case study approach is very relevant to this research to explore the Gandeng-gendong Program as an effort to alleviate poverty in the city of Yogyakarta (Al-Hamdi et al., 2020). The primary data in this study were obtained secondarily through online media and scientific articles relevant to the research topic being studied. The data that was successfully obtained was analyzed interactively (Creswell, 2014; Miles & Huberman, 2014). Includes three phases of analysis, including: first, data reduction, namely the phase to sort and map data according to research needs; second, data presentation, namely the phase to write down the results of mapping and sorting data that focus on research problems, third, concluding by outlining the conclusions of the results of the research findings obtained. Data analysis also utilizes the NVIVO 12 PLUS software to reduce research data through the crosstab analysis feature.

RESULT AND DISCUSSION

Poverty is still a social problem that has not yet been resolved in developing countries, and Indonesia is no exception (Setiyani, 2020). In line with this, poverty in Indonesia is spread from urban to rural areas (Risman et al., 2016). Population growth affects poverty; this is caused by humans who develop faster (Yusnita & Anisyah, 2023). In addition to population growth, poverty can also be caused by several factors, including inadequate minimum wages, low living standards, and an increase in the unemployment rate every year without additional job opportunities (Pratama, 2015). The COVID-19 pandemic has hurt all aspects of life, including the economy worldwide. In Indonesia, the COVID-19 pandemic has brought Indonesia into an economic crisis marked by an increase in the number of poor (Suryahadi et al., 2020). Based on data from the Central Statistics Agency (BPS), the percentage of poor people in Indonesia in 2018-2019 decreased (Sari & Nadjib, 2019). Namely, the number of poor people in 2018 was 10.12 percent, and in 2019 decreased by 9.66 percent. However, the Covid-19 pandemic in early 2020 had implications for an increase in the poor population in Indonesia by 10.19 percent. Data on the rise in the poor people have also influenced the rise in the number of open unemployed (TPT) in Indonesia. This can be seen in the figure 2 below:

Figure 2. Poverty and Unemployment Rates in Indonesia

	2017	2018	2019	2020
PPM	10,12	9,66	9,22	10,19
TPT	5,33	5,3	5,23	7,07

Sources: 2. Central Bureau of Statistics, 2022

Based on the data above, it is known that the increase in the percentage of poor people (PPM) also affected the increase in the number of open unemployed (TPT) in Indonesia in 2020. This increase has made the Indonesian economy enter a crisis since the second quarter. Two factors are the main reasons behind this crisis: First, more and more populations are infected with COVID-19 (including productive people). This situation reduces the ability of households to meet their daily needs. Second, the social restrictions imposed by the government hurt the economy, which is not operating from its optimal capacity because some businesses have to close and some workers have to be laid off (Hizbaron et al., 2021). This is reinforced by the statement stating that to reduce a country's poverty rate, the unemployment rate must also be reduced. This means that poverty reduction will be successful if jobs can absorb the existing workforce, especially in labor-intensive sectors that spread for each income group, including the poor (Retnowati, 2016). Various poverty alleviation efforts have been made by the Central Government and Regional and Municipal Governments, like the Yogyakarta City Government, which has created multiple programs to alleviate poverty in its area (Fatony, 2017).
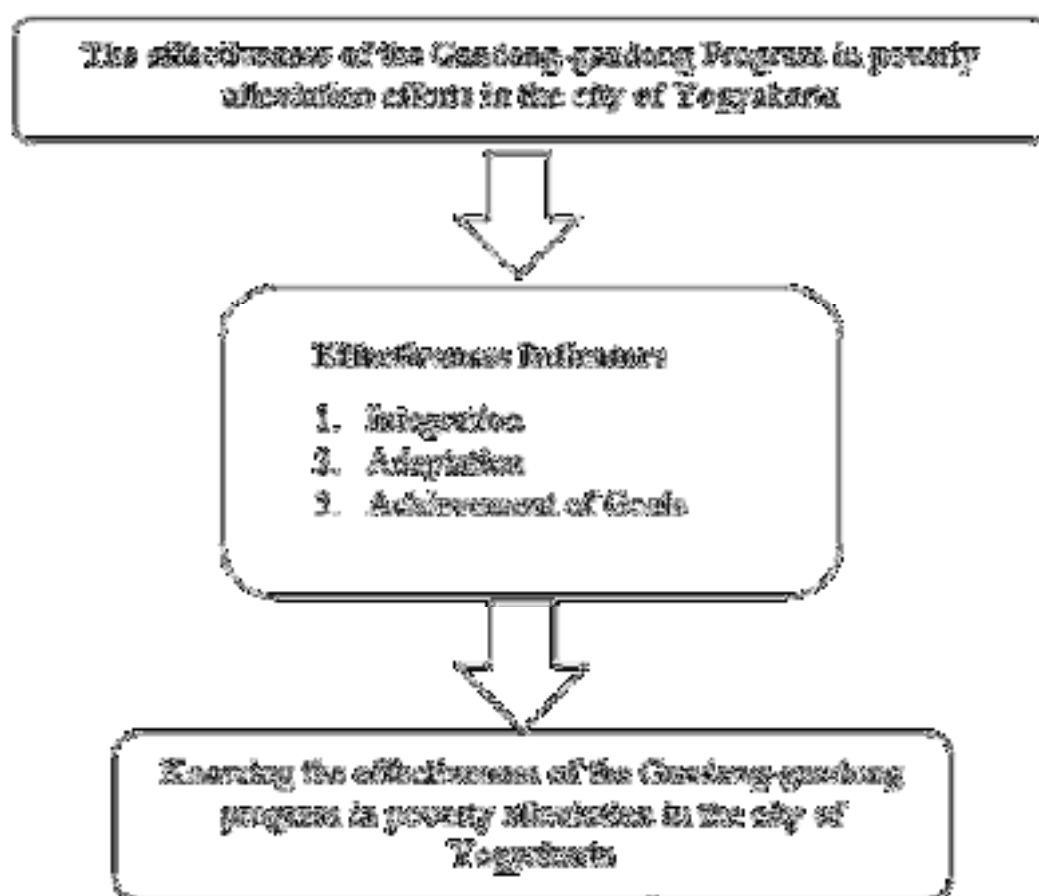
Based on previous research which focused on studies on poverty alleviation in the City of Yogyakarta, which can be found in several existing studies, the government must view the community as subjects rather than objects in poverty alleviation efforts, and they must be allowed to participate in poverty alleviation policies and strategies that done (Fadilah, 2013). This is reinforced by the aspirations of people affected by poverty so that they are involved in poverty alleviation programs (Gunardo, 2017). However, in contrast, the government is impatient and afraid of failure in implementing the poverty alleviation program by actively involving the poor as the main role in the poverty alleviation program. poverty in its truest sense (Fatony, 2017). However, the Central Government and the City Government of Yogyakarta must continue to strive to improve the economic welfare of people with low incomes in their area by creating new strategies such as creating new jobs, increasing business

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opportunities for people with low incomes, and increasing both the state and regional budgets (Saragih, Panglima, 2015). In line with this, the Yogyakarta City Government made a policy in the form of poverty alleviation programs as an effort to overcome poverty in the City of Yogyakarta (Fikri et al., 2016).

One of the poverty alleviation programs created by the City Government of Yogyakarta is the Gandeng-gendong Program, which involves five stakeholders: City Government, Corporations, Campuses, Villages, and Communities or Community Groups (Rasyid, 2020). One of the goals of this program is to shape the character of the solopreneur community (Sutiono & Musyafiq, 2020). In line with this, in its implementation, this program took the first step by conducting an FGD to capture the aspirations of the residents because the FGD method was considered a more efficient method for gathering information from the villagers so that the master plan would come from the aspirations of the residents (Adianti, 2021). The achievement of the Gandeng Gendong Program is evidenced by the increased level of community participation, namely that the community can carry out the program independently without assistance from the government (Setyowati, 2019). In line with the research, this program also shows that (1) Regional innovation through the gandeng-gendong program plays an essential role in empowering and reducing the number of poor people (Berardo et al., 2020). (2) This innovation has effectively succeeded in increasing welfare (Dobbin & Lubell, 2021); and (3) This innovation has succeeded in creating business independence (Mirbabaie et al., 2021). The Gandeng Gendong program is further optimized through the Gandeng Gendong Forum and the master plan implemented in all sub-districts (Nugraha & Angeningsih, 2022).

Furthermore, the dynamics of collaboration between stakeholders run quite dynamically (Sanie & Prabawati, 2021). The dynamics of cooperation go pretty well with the fulfillment of aspects in collaborative dynamics, namely the existence of moral involvement among stakeholders, sufficiently strong shared motivation, and fulfilling the capacity for joint action, which has challenges in maximizing the distribution of knowledge and resources (Mukhlis & Perdana, 2022). Nevertheless, the effectiveness of the Gandeng-gendong program needs to be considered carefully to determine if implementing this program can reduce poverty in the city of Yogyakarta (Viana, 2019). As for measuring the effectiveness of the Yogyakarta City Government's Gandeng-gendong Program, this study uses the effectiveness theory. Effectiveness consists of three indicators: integration, adaptation, and goal attainment. An overview of the theory of effectiveness in the Yogyakarta City Government's Gandeng-gendong Program can be seen in Figure 3 below:

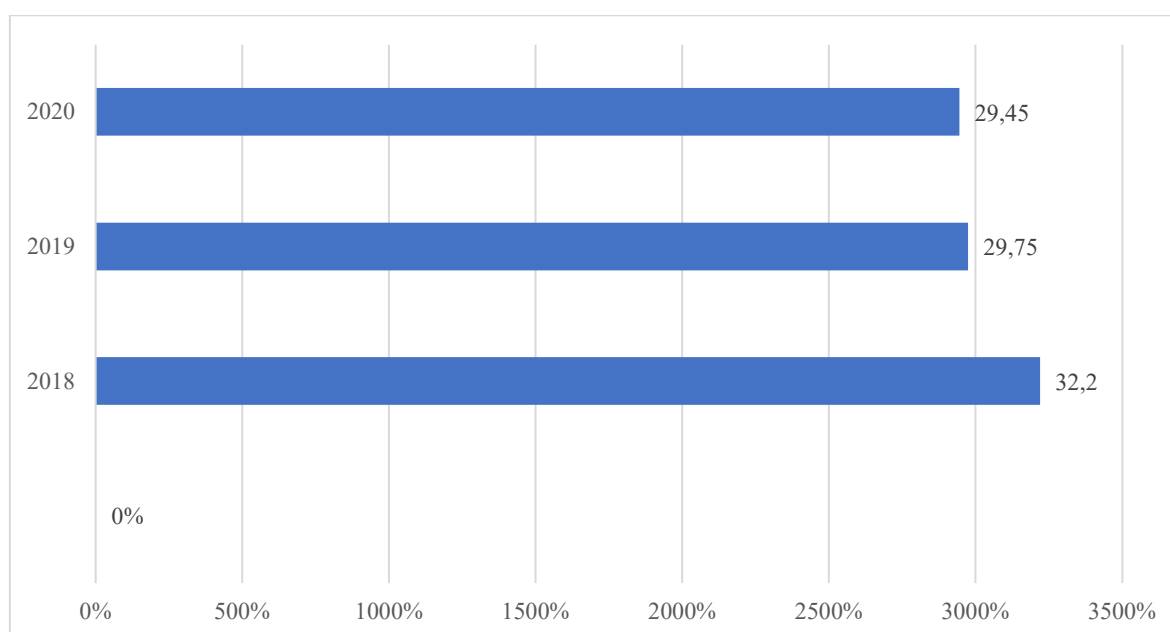Figure 3. Effectiveness of the Gandeng-gendong Program

Sources: 3. Effectiveness Program Theory, Steers, 2003

Based on the description of the effectiveness theory, determining the effectiveness of the Gandeng-gendong Program consists of three indicators: integration, adaptation, and goal attainment. The first indicator of integration is the ability of the organization to carry out the socialization process. The second indicator is an adaptation, a procurement and staffing process benchmark, and the final indicator for achieving goals: a stage until the goal is achieved.

Gandeng-Gendong Program Integration

The primary indicator within Steer's theoretical framework (Steers, 2003) of effectiveness is Integration, assessed based on the program's capacity to conduct outreach, foster consensus, manage outreach procedures, and facilitate communication with other organizations. Integration encompasses the systems and socialization processes that function as a conduit between community aspirations and as a symbol of the diverse stakeholders' collaborative efforts (Dobbin & Lubell, 2021). In the context of this research, the aim is to scrutinize the readiness of the Gandeng-gendong Program to address poverty within Yogyakarta. Therefore, to find out about this, the researcher will carry out a crosstab analysis of NVIVO12 PLUS by dividing the level of program capability as shown in Figure 4 below:

Figure 4. Collaborating With the Integration Program

Sources: 4. NVIVO 12 Plus Analysis result, 2023

Based on the results of the crosstab analysis using the NVIVO 12PLUS above, it can be seen that the communication parameters achieved the highest percentage with a value of 43%; this can be observed during the Collaboration Program process. From the initial stages, communication was the main thing that was carried out between the Yogyakarta City Government and stakeholders and the community; this can be seen from the implementation of the Musrenbang to develop the Master Plan of the Gandeng-Gendong Program, which captures community aspirations that stakeholders then represent. The communication parameter shows that in the context of communication, the hand-in-hand program is delivered through the Jogja Smart Service (JSS) application (Persada & Wisnaeni, 2020). As for delivery through MSME groups using this application, as well as delivery procedures such as ordering a list of food menus to the prices listed on the application (Prasetyo & Nugroho, 2022).

Then, the implementation of the socialization reached 22%; this shows that the process of socializing the Gandeng-Gendong Program to the community was quite successful because it made the community participate in this program. This can be observed with more than 220 community culinary groups joining the Gandeng-Gendong Program in 2021. Furthermore, consensus development has reached 18%; consensus development in this program can be seen in efforts to continue to develop systems to implement this program. Finally, the socialization procedural parameters reached 15%; the Yogyakarta City Government's lack of attention to the socialization procedures resulted in the lowest socialization procedural parameters. For the Gandeng-gendong Program to be implemented perfectly, the Yogyakarta City Government and its stakeholders must make improvements.

Gandeng-Gendong Program Adaptation

The second indicator is the ability to adapt the organization to the environment. It uses benchmarks for the process of filling and procuring labor. Meanwhile, suppose it is related to this research. In that case, the indicators of implementation of adaptation can be seen from the ability of the Gandeng-gendong Program to adapt to the situations and conditions of the community and environment that are the target of implementing the program (Izzaturrahmah
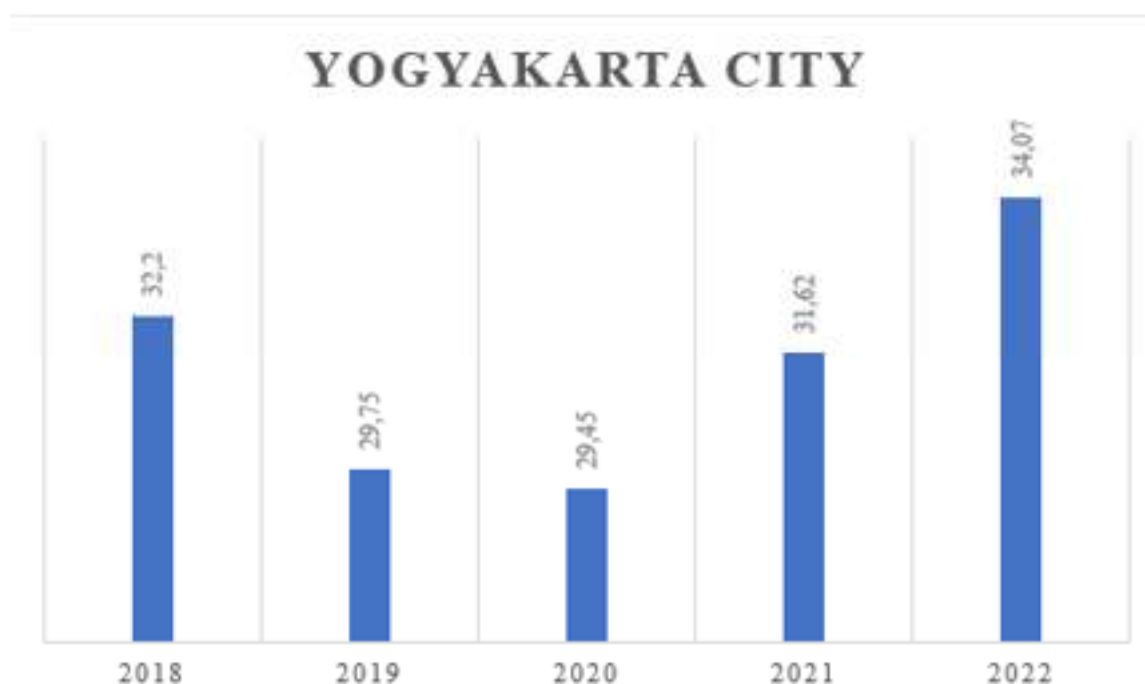
et al., 2024). After the implementation of socialization, this program can change views and provide changes in people's attitudes towards conditions and ways to solve problems faced together (Widyo et al., 2023). The adaptability of the Gandeng-Gengdong Program to the conditions of the community can also be observed from the early stages carried out by the Yogyakarta City Government, namely during the planning stage with the involvement of the district represented by stakeholders in conveying their aspirations during the musrenbang held to prepare the Master Plan for the Gandeng-Gendong Program. The adaptability of the Gandeng-gendong Program at its implementation stage can also be seen from the implementation of various activities that support the Gandeng-gendong Program to alleviate poverty in the City of Yogyakarta (Adianti, 2021).

These different activities have successfully adapted to situations and conditions that have helped improve the community's economy so that the goal of alleviating poverty in Yogyakarta can be achieved per common expectations. In addition, the Gandeng-gendong Program activities started with forming community culinary groups to meet food and drink consumption needs at various events organized by the Yogyakarta City Government (Fitriyana, Pudjiastuti & Izomiddin, 2023). Then, the Collaboration Program led to purchasing OPD-OPD food for their respective areas and holding Empowerment Sims that implemented NIK in community-owned businesses. In the next stage, the arrangement of the place where the Gandeng-Gengdong Program will be held, such as what was implemented in Karangwaru Riverside, which is supported by the existence of vegetable villages and passion fruit gardens, as well as in Wirogunan Village and Gedongkiwo Village (Pranajaya et al., 2022). As for this research, the aims of the Gandeng-gendong Program have not been achieved because this program has yet to be implemented optimally. This can be observed from the absence of a Standard Operating Procedure (SOP) and the need for an institution to coordinate and supervise the actors' performance in the Gandeng-gendong Program (Akmal Latif, 2022).

Achievement of the Goals of the Gandeng-Gendong Program

The existence can see the achievement of goals of processes or stages in each periodization to achieve a more guaranteed final goal. The Yogyakarta City Government and its stakeholders have implemented the Gandeng-gendong Program from the initial stage, starting with a development planning meeting musrenbang) to develop a Master Plan for the Gandeng-gendong Program for the long term, namely the next ten years. Furthermore, the Collaboration Program is carried out through several programs in various sub-districts by the potential of each sub-district in Yogyakarta City because each sub-district has different problems and has the potential to solve the problems it faces. To determine the program's success, indicators are needed to review the poverty rate in the city of Yogyakarta quantitatively. This can be seen from the trend of poverty in the Special Region of Yogyakarta in the last five years, namely 2018-2022, in Figure 5 below:
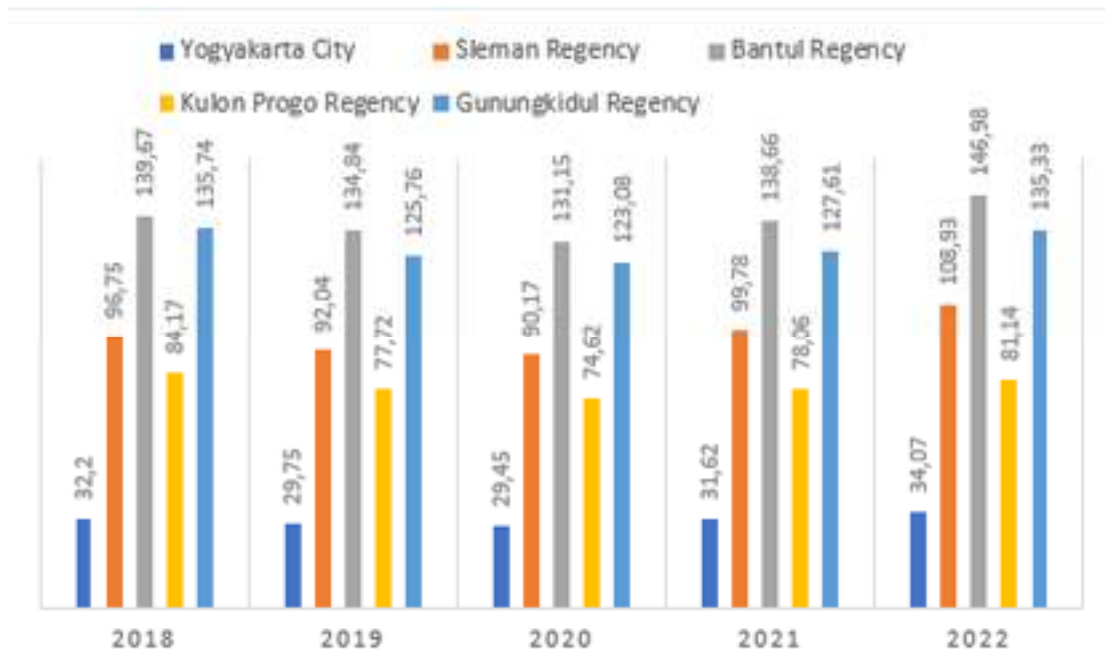
Figure 5. Poverty Trends in the Last Five Years in the City of Yogyakarta

Sources: 5. Regional Planning and Development Agency for the Special Region of Yogyakarta, 2022

Based on the poverty trend table in the last five years, the City of Yogyakarta, after implementing the partner-in-arms program in 2018, continues to experience poverty and even an increase in poverty in the previous three years. In 2019, the poverty rate was 29.45. Furthermore, in 2020 the poverty rate was 31.62. Finally, in 2021 the poverty rate is 34.07. Meanwhile, compared to several other regions in the Special Region of Yogyakarta, other areas have experienced a similar increase in poverty. This can be seen from the trend of poverty, which can be seen in Figure 5 below:

Figure 6. Poverty Trends in the Last Five Years in the City of Yogyakarta

Sources: 6. Regional Planning and Development Agency for the Special Region of Yogyakarta, 2022

Based on the poverty trend picture above, other regions have experienced a similar increase in poverty. This was influenced by the COVID-19 pandemic, which had an impact on the national economy and the regional economy. The COVID-19 pandemic weakened the community's economic condition, thus increasing the poverty rate in Yogyakarta. Apart from the COVID-19 increase in the poverty rate in the city of Yogyakarta, it is also caused by an inadequate minimum wage, the low standard of living of the people, and the lack of job opportunities, which has caused a lot of unemployment (Ran & Qi, 2018). Therefore, the Government of the City of Yogyakarta created the Gandeng-gendong Program to alleviate poverty in the City of Yogyakarta. Indicators of achieving the goals can measure the achievement of the goals of the Gandeng-Gendong Program.

CONCLUSION

The Gandeng-gendong Program, which is one of the Yogyakarta City Government's efforts to alleviate poverty, has fulfilled the indicators in the Effectiveness theory; this is reviewed with the indicators that form the basis of this paper, including integration indicators, the Yogyakarta City Government conducted a review of the extent to which this program was implemented by measuring the Government's ability to carry out socialization, consensus building, socialization procedures, and communication to other organizations. The percentage of communication is the highest because communication is the first thing and something that is continuously carried out by the Yogyakarta City Government and its stakeholders. Furthermore, adaptation indicators show that the Gandeng-gendong Program can be well received in the circumstances and conditions of the people of Yogyakarta City, which are needed to improve the economy and alleviate poverty. The last indicator is the attainment of goals where the goals of the Gandeng-gendong Program have not been perfectly achieved because the percentage of poverty in the City of Yogyakarta continues to increase, which is due to the absence of a Standard Operating Procedure (SOP), and the lack of an institution tasked with coordinating

as well as supervising the performance of the actors involved in the Gandeng-gendong Program, so it is necessary to make improvements to the actors who run it.

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