ISSN:1991-8178

Australian Journal of Basic and Applied Sciences

Journal home page: www.ajbasweb.com

Model Development of Poverty Alleviation in Gorontalo-Indonesia

Arifin Tahir

State University of Gorontalo, Management Department, Faculty of Economic and Business, 96128, Gorontalo, Indonesia

ARTICLE INFO

Article history:
Received 23 June 2015
Accepted 25 August 2015
Available online 2 September 2015

Keywords:
Policy, Poverty alleviation, Gorontalo, SWOT

ABSTRACT

This study purpose is to obtain fix format on poverty alleviation models in Gorontalo-Indonesia. The method used is descriptive qualitative. Data is collected by interview techniques, documentation and direct observation. Data and information are gathered from key informants and reliable sources. SWOT analysis techniques is used to analyze the data through a process of identifying the issues, application of litmus test, and policy strategies formulation to reduce poverty in Gorontalo-Indonesia. Study findings show that model of poverty alleviation in Gorontalo still based on state policy (top down) that must be obeyed by all citizens of country through various programs and projects and ad-hoc activities (supply-driven approach). Participation principle is still often overlooked in perspective of policy formulation of poverty alleviation program. In addition, various activities of poverty alleviation programs still not integrated and synergistic. It creates overlap between programs of each Local Apparatus Work Unit (LAWU) as a policy implementer of poverty alleviation programs. Understanding is required to follow this model by strengthening the system by focusing on revitalization of administrative resource, information system improvement of poverty data, poverty development and empowerment and reconstruction capability institutional

© 2015 AENSI Publisher All rights reserved.

To Cite This Article: Arifin Tahir., Model Development of Poverty Alleviation in Gorontalo-Indonesia. ***Aust. J. Basic & Appl. Sci.,*** *9(27): 48-55, 2015*

INTRODUCTION

Gorontalo is one autonomous region in Indonesia. It cannot be separated from the poverty problem that must be addressed by various elements at local government. The weakness of Gorontalo government strategy is to identify and finding the poverty alleviation problem to affect on poverty alleviation issues. Incomplete database and unavailable accurate and correct data put the government in a position to grope the planning and implementing strategies to reduce poverty. It makes the success is less measurable.

The implemented program has not been optimal. It is felt by all citizens, especially the poor. This condition is indicated by low level of production, low level of participation in program and low levels of prosperity. This phenomenon if ignored will reduce the level of public confidence to Gorontalo government. Therefore, it needs a model of poverty alleviation in Gorontalo to minimize the problems associated with poverty alleviation.

Theoretical Review:

Definition of Policy:

Policy in social life reality is often misrepresented and often interchangeable with other terms such legislation, decision, regulation etc. But in this paper, this issue is not too important to be discussed, since term uses the same reference (Tahir 2010: 31). Researcher will gives some definition from the experts. Syafiie (2006: 104) argues that policy should be distinguished by wisdom because wisdom is the embodiment of rules that have been established in accordance to local circumstances by authorized official. Syafiie defines public policy as a kind of an answer to a problem because it will become an effort to solve, mitigate, and prevent an evil and adversely become advocates, innovation, and leaders of goodness in best way and purposeful action. Furthermore, Anderson (1997: 113) classifies the policy into two: substantive and procedural. Substantive policy that is what should be done by government while procedural policy that is who and how the policy is held. This means that public policies are policies developed by agencies and government officials.

Dye (2008: 1), said that "Public policy is what Governments ever choose to do or not to do". This concept explains that any public policy is chosen by government to do or not do. He said that if the government chooses to do something then there must be a purpose and policy of country should include all government actions, not merely a statement of intent

Corresponding Author: Arifin Tahir, Management Department, Faculty of Economic and Business, State University of Gorontalo, Jl. Jenderal Sudirman No.6, Gorontalo, Indonesia,
Tel: (0435) 821125

the government or its officials. In addition, state policy is not implemented by government. This is due to "something that is not done" by government will have as much influence as "something done by government".

Model Policy:

Thoha (2010) in Tahir (2013: 13) states models usage in public policy is very important. Model benefits will depend on its ability to formulate and simplify the political life. Furthermore, there are 7 policies models as follows:

1. **Elite Model**. Public policy in this becomes a reference of ruling values. Elite models theory suggests that people in relation to public policy should be made apathetic and ill-informed.
2. **Group Model**. This model describes the policy as a group balance. Individuals with the interests bind together both formal and informal to emphasize his demands on government.
3. **Institutional Model**. Public policy is implemented and enforced authoritatively by government agencies.
4. **Process Model**. This model illustrate that public policy is a series of political activities ranging from problem identification, problem formulation, approval, implementation and evaluation of policy.
5. **Rationalism Model**. A policy is said as rational if the policy is implemented efficiently.
6. **Incrementalism Model**. Incrementalism models more emphasis on activity continuation of previous government with little change.
7. **System Model**. System model try to portray public policy as an output of a political system.

Various theories of policy model were proposed by experts, but writers tend to implement System Model (Policy as a result of a system). Thoha (2010: 148) argues that environment is any condition or situation that is defined as output factors (external factor) from the borders of a political system. The political system is interdependence between structure and process of a group to allocate the authoritative values for a society. Outputs of a political system are the allocation of authoritative values of a system, and these allocations expressed as public policy.

The system model tries to portray public policy as an output of a political system. This means that any policy-making system is a combination of components that exist both internally and externally. The object of this paper is to reduce poverty. Author tries to find a poverty model in Gorontalo-Indonesia.

Poverty concept:

Poverty is one of central issues in economic development, especially in countries developing, since the poor are large class or even a majority (Kuncoro, 1997). Related to poverty problem in Indonesia, there are two schools of thought developed to understand the substance of poverty. First is agrarian population school. It is shared by many development economists and NGO activists. This thinking essentially states that poverty is the result of overly broad intervention of government, particularly in rural community's lives. The group recommends to government to eradicate poverty through community empowerment programs. Second school is espoused by officials who see that core poverty problem is a culture and human resources quality factor. According to this view, people are poor because they do not have a high work ethic, entrepreneurial spirit, low education and low skills.

Based on two schools of poverty, it can be concluded that substantially, poverty is caused by many factors that related each other. This circle is difficult hard to find the end. The more important is how to understand poverty of poor people own and seek the essential cause in order to overcome or at least reduce the amount and quality of poverty through several of policies.

Continuous efforts to improve the live standard and welfare of community, especially people with low income or poor, are always carried out by government. Various policies are followed by aid package. But the poverty from year to year tends to increase both the number and type. Reality shows that there are some communities in Indonesia, especially rural and suburban areas live in conditions of inadequacy or still poor.

The conditions and processes of poverty are very dangerous if allowed to continue. This is because the powerlessness. The poor will continue immersed in disability, dependency and underdevelopment. Therefore, poverty is a phenomenon of social inequality and low togetherness is very disturbing. At the end, the poor are more harmful than the poverty itself.

Chambers (1983) states that rural poverty is an integrated concept with five dimensions. They are proper poverty, powerlessness, vulnerability to face emergency situations, dependency and isolation both geographically and socially. The fifth dimensions are intertwined one another within a framework he calls Deprivation Trap. The five dimensions are often interrelated with each other in a tangle of mutual interaction. Deprivation trap that is really dangerous and kill the life chances of poor communities or families.

Adversely in China, according to Yang Gao (750: 2014), Poverty alleviation in mountain areas is significant to growth of rural economy in China. And the problems of sustainable development and poverty alleviation in mountain areas have been paid great attention from more and more people nowadays. It means that poverty alleviation in mountainous areas is significant for rural economic growth in China. Problems of sustainable development and poverty alleviation in mountainous areas have received great attention from more and more people today.

Jazairy (1992) more widely provides a measure to understand poverty level of rural poor households

with a perspective based on indicators of: (1) deprivation of material, (2) Insulation, (3) Alienation, (4) dependence, (5) inability to make their own decisions related to their interests, (6) the scarcity of assets, (7) Vulnerability to external shocks and internal conflicts, and (8) the absence of security guarantees from violence due to low social status because of religious differences, racial, ethnic, and linguistic status.

Based on human needs perspective, poverty is multi-dimensional. Human needs are vary to create many aspects of poverty. Judging from the common policy, primary aspects of poverty include poor of assets, socio-political organization, knowledge and skills. Secondary aspect of poor is social network, financial resources and information. Dimensions of poverty is manifested in form of malnutrition, clean water, less healthy house, less good health care, and low education levels.

In this regard, adherents of social pathology theory use functional paradigm from United States and in Europe evolutionist paradigm. Ritzer (1983) in Algadrie, (1993) classify poverty to other social ills, such as prostitution, homeless, unemployed, juvenile delinquency, alcoholism and drugs, crime, violence/terrorism, and others. This school even considers poverty is caused by deviation in community, such as ignorance, no entrepreneurial spirit, lack of education, laziness, not achievement motivation, and mental attitudes and cultural values deviation from others.

Furthermore, according to biological paradigm of racism, poverty closely relates to type of skin color or racial origin. Black and other color tends have analogy of poverty, non-intellectualism, ignorance and crime (Hershberg, *et al*, 1985). Biological analysis use social sciences. According Algadrie (1993) it tends to reduce the value and dignity of human beings as creatures of God the noblest.

According to theory of functional systems (Parson, 1951) in Algadrie (1993), poverty is a sub-system is supposed to work for benefit of rich or otherwise for sake of continuity of social system. In this regard, Herbert Gan (1991) ask the ability of a social system to live without the poor; who will do the grunt work and dirty, and who will buy the goods are not fit for consumption and expiration when all the rich? (Algadrie (1993).

As a strategy in poverty alleviation in rural areas, delegation of authority or decentralization should be pursued until low level of governmental, especially for autonomous region in public administration discourse. Autonomous region is often referred to as a local self-government (Utomo, 2000). Real autonomy or decentralization is not merely a technical nuances practical administration or administration. It should be seen as a process of political interaction, which is strongly associated with democracy at local level (local democracy), which is directed to empower the independence of region (Nugroho, 2003: 46). Autonomy in its implementation may be directed to further develop and spur regional development, expanding community participation to improve distribution of development and outcome by developing and utilizing the potential of region.

Freedom for community and local authorities should be able to consider the suitability of potential, conditions and problems contained in respective regions. It needs agricultural policy of wise local government, which in turn will be able to resolve socio-economic problems of society, especially the poor rural farmers. As also expressed by Cheema and Rondinelli (1983, 31), the success of a policy can be seen from the performance of policies that include achieving the objectives, increasing the ability of government in local units to plan and mobilize resources, increase productivity and revenue, increase public participation and increasing access to government facilities.

Study Methods:

Study Type:

This study will describe and analyze the policy model of poverty alleviation programs in Gorontalo-Indonesia. Qualitative approach is selected with case study method.

Data Types and Sources

This study use primary and secondary data. Primary data sources are obtained from direct observation in field and questionnaires and interviews to poor as well as officials in Gorontalo-Indonesia government. Secondary data sources are data obtained from government agencies in connection with the study problems.

Data Collection Techniques:

Data is collected by interview, observation, documentation and FGDs. Mode used in process of data analysis is ongoing basis both in data collection process or after the data collection is completed with technical data reduction, data presentation and conclusion.

Data Analysis Method:

SWOT analysis technique is used to examine vision of success in order to identify strategic issues. SWOT analysis is based on logic to maximize the opportunities, but simultaneously to minimize the weakness and threats (Freddy Rangkuti 1999: 18-19). SWOT analysis result show strategic issues of poverty alleviation. Then, Litmus test to get a model that is expected from. Policy Model formulation of Poverty alleviation is followed up with a workshop model to gain a shared understanding of policy model of poverty alleviation programs in Gorontalo-Indonesia.

Australian Journal of Basic and Applied Sciences, 9(27) August 2015, Pages: 48-55

Informants:

Research informants are the elements of Department of Public Works, Public Health Service, Local Planning and Development Agency, Social Service, PNPM BKM business, Work Unit of P2KP, City Coordinator of P2KP in Gorontalo environment and Village BKM.

Research Results:

Gorontalo Profile:

Vision and Missions:

Development Implementation in Gorontalo is directed by vision to realize "Gorontalo that Healthy, Intelligent, Creative and Environmental View towards a Prosperous and Independent". Mission implementation Gorontalo are:

- Achieving Gorontalo that Health, Intelligent and Creative
- Achieving Gorontalo with Environmental Insight
- Strengthening the Development of Gorontalo that Independent and Welfare

Hope to bring healthy region, intelligent, creative and environmental insight toward a prosperous society and independent are process that will always be sustained. It is based on basic problems of development in earlier times.

Fluctuation of Poverty:

Data from Gorontalo Office explained that during the period 2006-2010, poverty line increased by 55.89%, from 144,806 in 2006 to 225,732 Rupiah per capita per month in 2010. Meanwhile, percentage of poor people in period of 2003-2013 has downward trend in 2013. The poor in Gorontalo is 20.78%, as shown in figures 1.

Policy Program Direction of Poverty Alleviation in Gorontalo. Policy program for poverty alleviation in Gorontalo is divided into five clusters below.

1. Social Protection, such as circumcision and mass marriage, low market operations, provision of food for pregnant women, family planning services for poor, scholarship for poor students and free health services at health centers;
2. Community Empowerment, such as sub-district development fund, urban PNPM, PNPM rural, social assistance for fisheries production;
3. Subsidies for tax, rice for the poor, self-support of housing stimulant;
4. Banking and Third Parties as UEB, KUR, KUBE
5. Assets Distribution and Livelihood Sustainability as take over the land in form of freeing farmers from debt, distribution of inputs. (Source Bappeda, 2014).

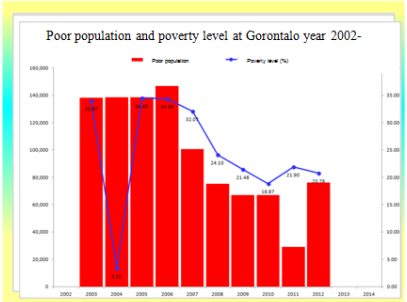

Fig. 1: Percentage of Poor People in Gorontalo Source: Bappeda Gorontalo, Sept. 2014

Discussion:

SWOT analysis is done to identify various factors systematically to formulate policy of Gorontalo government. This analysis is based on demands of a changing environment to bring opportunities and threats to optimize the strengths and minimize the weaknesses. Analysis of environmental factors shows various factors the opportunities and threats of external environment and factors strengths and weaknesses of internal environment.

Strength:

a. Local commitment towards vision and mission related to efforts achieve prosperous and self-sufficient society.
b. Existence of several LAWU assigned directly to address the problems of poverty in Gorontalo, such as Bappeda, Department of Public Works, Social Services as well as several other social institutions in Gorontalo. Accurate data about poor people for every LAWU in Gorontalo has distributed by district.
c. Allocation of sufficient fund both local and national budget funds

Weakness:

a. Limited ability of apparatus resources in terms of quality and quantity
b. Not optimal operation of information systems and poverty data owned by government so that poverty data is different.
c. Not optimal socialization.
d. Characteristic Gorontalo with large area.

Opportunity:

a. Poverty alleviation problem has become a national agenda and become a major issue in Gorontalo development.
b. Benefits of science and technology development of Gorontalo
c. Local wisdom of Gorontalo society that is able to increase productivity.
d. High interest of private sector to invest.
e. Work program of non-governmental organizations in field of community empowerment.

Eternal factors Internal factors	Opportunity f. Poverty alleviation problem has become a national agenda and become a major issue in Gorontalo development. g. Benefits of science and technology development of Gorontalo h. Local wisdom of Gorontalo society that is able to increase productivity. i. High interest of private sector to invest. j. Work program of non-governmental organizations in field of community empowerment.	Threats a. National economic crisis is longer b. Independence demand in financing and implementation of regional development. c. Gorontalo population density is uneven. d. Low level of education for most people of Gorontalo. e. Uneven perception of importance of poverty alleviation for people.
Strength d. Local commitment towards vision and mission related to efforts achieve prosperous and self-sufficient society. e. Existence of several LAWU assigned directly to address the problems of poverty in Gorontalo, such as Bappeda, Department of Public Works, Social Services as well as several other social institutions in Gorontalo. Accurate data about poor people for every LAWU in Gorontalo has distributed by district. f. Allocation of sufficient fund both local and national budget funds	A	B
Weakness e. Limited ability of apparatus resources in terms of quality and quantity f. Non optimal operation of information systems and poverty data owned by government so that poverty data is different. g. Inoptimal socialization. h. Characteristic Gorontalo with large area.	C	D

Fig. 2: SWOT matrix of poverty alleviation programs in Gorontalo. Source: Adapted from J. Salusu (1996: 358) based on Kearns (1992).

Threats:

f. National economic crisis is longer
g. Independence demand in financing and implementation of regional development.
h. Gorontalo population density is uneven.
i. Low level of education for most people of Gorontalo.
j. Uneven perception of importance of poverty alleviation for people.

Figure 2 presents the identification of strength, weakness, opportunity, and threat of Gorontalo government in implementing the policy program of poverty alleviation. Identification of policies issues pursued by Gorontalo government using SWOT analysis model is divided into a matrix of six boxes, two box above are external factors (opportunities and threats), while the left two boxes are internal factors (strengths and weaknesses). Four other boxes (A, B, C, and D) are strategic issues that arise as a merger between the external and internal factors. Identifying strategic issues can be expressed below.

1. Strength and Opportunity (A cell):

Based on internal environmental conditions analysis, namely local commitment towards Vision and mission related to achieve a prosperous society and independent, some LAWU are assigned directly to address the problems of poverty in Gorontalo, such as Bappeda, Department of Public Works, Social Services as well as some other social institutions in Gorontalo. Sufficient fund allocation is received from local and state budget. External environmental conditions analysis shows some opportunities. They are Poverty alleviation problem has become a national agenda and become a major issue in Gorontalo development, Benefits of science and technology development of Gorontalo, Local wisdom of Gorontalo society that is able to increase productivity, High interest of private sector to invest, Work program of non-governmental organizations in field of community empowerment.

Strength that supported by opportunities creates a hope that Gorontalo government can achieve the goals and objectives. However, success to achieve poverty alleviation in order to improve the welfare of society is based on vision and mission of Gorontalo government. It needs to create synergy between the various elements with active role of private sector and community or non-governmental organizations to achieve more optimal result.

2. Strength and threat (B cell):

Analysis of external environmental factors at Gorontalo government shows various threats. They are National economic crisis is longer, Independence demand in financing and implementation of regional development, Gorontalo population density is uneven, Low level of education for most people of Gorontalo, Uneven perception of importance of poverty alleviation for people.

Internal factor analysis show several strengths. They are Local commitment towards vision and mission related to efforts achieve prosperous and self-sufficient society, Existence of several LAWU assigned directly to address the problems of poverty in Gorontalo, such as Bappeda, Department of Public Works, Social Services as well as several other social institutions in Gorontalo, the accurate data about poor people for every LAWU in Gorontalo has distributed by district, Allocation of sufficient fund both local and national budget funds

Strength of internal environmental factors makes Gorontalo government can minimize the threat of external environmental factors to minimize the national crisis through the efforts to alleviate the prolonged poverty. However, in accordance with the existing reality, alleviation poverty programs have not been optimized to produce the expected results because of poverty problem today still require special attention to handle. The policy of strategic issues is how to find a model policy of poverty alleviation programs to minimize poverty problem in Gorontalo.

Furthermore, based on external environmental conditions, Gorontalo government faces some threats. They are National economic crisis is longer, Independence demand in financing and implementation of regional development, Gorontalo population density is uneven, Low level of education for most people of Gorontalo, Uneven perception of importance of poverty alleviation for people. Therefore, Gorontalo Government needs to carry out development and empowerment in order to build commitment about the importance of poverty alleviation. The policy of strategic issues is how to improve the coaching and empowering people to get the same perception.

3. Weakness and Opportunity (C cell):

Internal environment analysis of Gorontalo government show several weaknesses. They are Limited ability of apparatus resources in terms of quality and quantity, Non optimal operation of information systems and poverty data owned by government so that poverty data is different, Inoptimal socialization and Characteristic Gorontalo with large area. In accordance with the weaknesses, Gorontalo government will not be able to take advantage of opportunities that arise from the external environment. Policy of strategic issues is how to improve the institutional capability in order institutions engage activities to reduce poverty that need to be empowered again.

4. Weakness and Threat (D Cell):

Internal environment analysis shows that Gorontalo government has several weaknesses. They are Limited ability of apparatus resources in terms of quality and quantity, Non optimal operation of information systems and poverty data owned by government so that poverty data is different, Inoptimal socialization and Characteristic Gorontalo with large area. In accordance with the weakness and threats from the external environment, Gorontalo government will not be able to carry out the mission optimally to achieve vision of "Gorontalo that Healthy, Intelligent, Creative and Environmental View Towards a Prosperous and Independent". Policy of strategic issues is how to enhance the ability of personnel resources and updating the information systems and data improvement.

SWOT analysis with combination of strengths and weaknesses with threats and opportunities in a matrix analysis has produced five policy issues of Gorontalo government in efforts to alleviate poverty. Policy issues are follows:

1. Policy Model of poverty alleviation program;
2. Development and empowerment of poor society;
3. Institutional Capability;
4. Ability of personnel resources;
5. Information systems and poverty data.

Above discussion identify the strategic issues of Gorontalo government in efforts to alleviate poverty. The next to see the strategic issues. Those issues will be sorted based on priority, logical or temporal sequence as a precursor to development strategy in next step. Therefore, a tool that will be used is a litmus test, namely providing questions for each issue.

Application Litmus tests for each issue will use ten questions and respective answers to questions will be given a score (value). Litmus Test to determine the category of issues that have been identified. Recapitulation of Litmus test on policy issues is below.

Table 1: Summary of Litmus Test Results on Policy Issues.

No.	Policies Issue	Total Score	Mean	Category	Description
1	Model policies of poverty alleviation programs	34	2,42	Very strategic	
2	Coaching and empowerment of poor	34	2,42	Very strategic	
3	Institutional Capability	34	2,42	Very strategic	
4	Apparatus Resources capability	36	2,57	Very strategic	
5	Information systems and poverty data	35	2,50	Very strategic	

Litmus test to issues of poverty alleviation policies shows that overall policy issues have same category of very strategic to be implemented in Gorontalo. It means that all five issue model policies of poverty alleviation programs, coaching and empowerment of poor, institutional capability, apparatus resources capability, information systems and poor data are very strategic to be implemented in order to alleviate poverty in Gorontalo.

By looking at average scores on issues above, then the issue is sorted in order of highest scores as follows:

a. Apparatus resources capability; personnel resources is an important element in implementing the policy of poverty alleviation programs. Therefore Gorontalo government need to revitalize of apparatus resource potential

b. Information systems and poverty data; management information system to manage poverty data needs to be improved to ensure poverty data uniformity on every LAWU;

c. Model policy model of poverty alleviation program; model reconstruction is needed to achieve output of poverty alleviation program;

d. Development and empowerment of poor society; development and empowerment of poor society is very urgent to do to make poor society have a shared responsibility for program policy success;

e. Institutional capability; A program will not run properly if not supported by a capable institution. Therefore, institutional arrangements are needed for success of poverty alleviation programs.

Model of Poverty Alleviation In Gorontalo:

Based on analysis above, below is proposed a conceptual approach to develop a policy model of poverty alleviation program in Gorontalo.

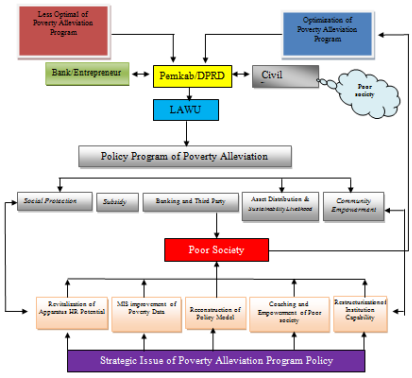

Fig. 3: Model of Poverty Alleviation in Gorontalo.

Design Model by Researcher:

The approach to improve all five policies on poverty alleviation programs is to improve strategic issues. They are revitalization of apparatus resource potential; improvement of information systems and poverty data; reconstruction model of poverty alleviation program policy, coaching and empowerment of poor society and restructuring of institutional capability.

Revitalization of Apparatus Resources Potential. Apparatus who organize the poverty alleviation at LAWU are BPMD office, Local Development and Planning Agency, Social Services and infrastructure is handled by PUI Department as implementer. Most apparatus in department/office has not yet understand its full potential approach that should be done in order to implement the poverty alleviation program. They seemed not qualify to run the program optimally. Therefore, quality of human resources is still questionable. It needs to revitalize the of poverty alleviation.

Information System Improvement of Poverty Data. Poverty data becomes very important. It is related to more assistance provided by government and private institutions. Poverty data is quite varied both at governmental level, BKKBN and BPS of district and city. Official data is applicable to BPS. Poor data differences are caused by indicators differences used in data survey. Therefore, it needs to understand poverty data collection in each LAWU.

Reconstruction of Poverty Model. Many poverty models are implemented by various government and private institutions, both top-down and bottom up. Author proposes a system model (a blend of all systems) in hope that poverty alleviation can be optimized. This model focuses on empowerment of poor. It means that poor society should be given a role in policy making in order they feel involved and responsible to the program.

Coaching and Empowerment of Poor Society. The nature of poverty today basically is not the only economic problem, but rather multi-dimensional with the root problem lies in uncertain economic and political system in Indonesia. It means that people become poor due to government policy for economics and politics are largely not pro-poor. As a result, they become even more helpless to achieve better life and even they did not have access to resources to get the information needed, Poor society seemed powerless in this contest of constitutional

republic. They seemed to just become the object of interest. They become alienated their village. Therefore, it is time to empower the poor society in order they grow and develop as well as other communities in this country.

Reconstruction of institutional Capability. Management institutions of poverty alleviation program are one important tool for success or failure the program. A program will not run properly if not supported by a capable institution. Therefore, institutional arrangements are needed for success of poverty alleviation programs

Furthermore, based on a theoretical policy model, it can be concluded that approach used in various policies of poverty alleviation programs in Gorontalo as described above is Institution Model (Policy as a result of institution). Thoha (2010) explains that Public policy is defined, implemented, and authoritatively imposed by government agencies. Policy of poverty alleviation programs are still based State (top down) that must be obeyed by all citizens of country through various programs and projects and ad-hoc activities (supply-driven approach). Therefore, policy formulation principles of poverty alleviation program are still often overlooked. The question is how the policy of poverty alleviation programs can touch the poor needs. In addition, various activities of poverty alleviation programs implementation still not integrated and synergistic. It creates overlap between programs at by each LAWU as a policy implementer of poverty alleviation programs.

Realizing the importance of above problems, system model (Policy as a result of a system) (Thoha, 2010: 148) is one alternative option. Researcher offers a system model as a combination of system components exist internally and externally. The model should be applied as in figure above.

Conclusion:

- Poverty alleviation model in Gorontalo, still based on state policy (top down) that must be obeyed by all citizens namely through various programs and projects and ad-hoc activities (supply-driven approach). Therefore, in perspective of poverty alleviation program formulation, participation principles are often overlooked.
- In addition, various activities of poverty alleviation programs implementation still not integrated and synergistic. It creates overlap between programs at by each LAWU as a policy implementer of poverty alleviation programs.

Suggestion:

- System model as a combination of system components exist internally and externally should be applied as in figure above.
- It needs a consensus to follow up this model by strengthening the system by focusing on revitalization of administrative resource, information system improvement of poverty data, development and empowerment of poor society and reconstruction of institutional capability.

REFERENCES

Anderson, A., James, 1997. *Public Policy Making*, Third Edition, USA, Houghton Miffin Company

Bapppeda Kabupaten Gorontalo, 2012. Laporan Keterangan Pertanggung Jawaban (LKPJ) Bupati Kabupaten Gorontalo,

Chambers, R., 1983. *Rural Development* : Putting the last first. London, Logman

Cheema and Rodinelli, 1983. *Decentralization and Development* (Policy Implementation In Develiping Countries). Sage Publication.

Dye, R., Thomas, 2008. *Understanding Public Policy*, Pearson Education, Upper Saddle River, New Jersey

Yang Gao, Wei Duan, Zheng Zhao and Ya-li Wen, 2014. *A SWOT analysis of poverty alleviation and mountain development in China: A case study of Xiangxi prefecture*, Journal of Chemical and Pharmaceutical Research, 2014, 6(5):750-755

Jazairy, Idris, dkk, 1992. *The State Of World Rural Poverty An Inquiry Into Its Causes And Consequences*, New York University Press, NY.

Kuncoro, 1997. *Ekonomi Pembangunan, Teori Masalah dan Kebijakan*, Akademi Manajemen Perusahan, YKN, Yokyakarta.

Nugroho, D.R., 2003. *Reinventing Pembangunan*, Elex Media Computindo, Jakarta.

Syafie, Inul, Kencana, 2006. Ilmu Administrasi Publik, Jakarta, PT Rineka Cipta

Tahir, Arifin, 2010. Kebijakan Publik dan Transparansi Penyelenggaraan Pemerintahan Daerah, Penerbit Pustaka Press Jakarta Indonesia

Thoha, Miftah, 2010. Ilmu Adinistrasi Publik Kontemporer, Permada Media Group, Jakarta

Utomo, Warsito, 2000. *Otonomi dan Pengembangan Kelembagaan di Daerah,* Makalah Seminar Nasional Profesionalisme Birokrasi dan Peningkatan Kinerja Pelayanan Publik 29 April, Fisipol UGM.