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| RESEARCH ARTICLE

Policy Network On Extreme Poverty Alleviation Program: A Study of the Implementation of Extreme Poverty Alleviation Program in Bandung Regency, West Java Province

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| ABSTRACT

The purpose of this study is to analyze the Policy Network on extreme poverty alleviation through a cultural approach, besides that it is hoped that the results of the analysis can also complement Frans Van Waarden's theoretical explanation of the policy network, especially on the actor dimension with an approach that pays attention to aspects of culture (culture) and values (values) that are developed in society, so that it is more effective in alleviating extreme poverty. In this study, researchers used a qualitative approach with the case study method and primary and secondary based data sources. The informant determination technique is purposive sampling and snowball sampling. Data collection techniques in this study required a number of data from the field. The main research instrument is the researcher himself. Data analysis techniques consist of three streams of activities that occur simultaneously, namely: data reduction, data presentation, and conclusion/verification. Data analysis activities are carried out simultaneously with data collection activities, namely through triangulation. Research results show that there are 7 (seven) dimensions that determine the policy network in implementing extreme poverty eradication programs in Bandung Regency, namely: 1) Actors, 2) Function, 3) Structure, 4) Institutionalization, 5) Rules of Conduct, 6) Power Relations, and 7) Actor Strategy.

1. Introduction

A network is a form of proto-organization or loosely coupled organization. The policy network approach examines the relational and informational aspects of policymaking. In principle, network policy is different from partnership and collaboration. Collaborative Governance is basically a concept developed from the type of governance. This concept states the importance of a condition in which public actors and private actors (business) work together in certain ways and processes which will produce laws, rules and policies that are appropriate for the public or society. Public actors, namely the government and the private sector or business organizations and companies, are not separate entities and work independently but work together for the benefit of society. Besides that, Collaborative Governance can be defined as an arrangement whereby one or more public institutions are directly involved with non-public stakeholders in a formal, consensus-oriented, and deliberative collective decision-making process that aims to make or implement public policies or manage programs or public assets. Policy networks are generally characterized by non-hierarchical, horizontal relationships between actors in the network, exchanges and efforts to help each other covertly occur (diffuse reciprocity); a sub system often includes more than one network. Between networks (advocacy coalitions) compete with each other to dominate their respective policy domains.

Poverty is a complex problem related to various dimensions, namely social, economic, cultural, and political, as well as dimensions of space and time, which can not only be resolved with a structural approach but through a cultural approach. The role of actors through strengthening culture and value variables is seen to be more effective and efficient in overcoming extreme poverty because, as we all know, especially in Indonesia, there are various ethnicities, races and religions; of course, a generic approach is seen as weak in driving program success. In this case, the researcher sees that the government needs to formulate policies that take culture and values into account by involving actors who are trusted by the public to have the ability to control society and have a dominant role in solving everyday problems. Various programs and policy commitments in tackling extreme poverty continue to be encouraged, but poverty remains a major problem in many countries, including Indonesia. One of the programs and policies carried out by the Center of Reform on Economics (CORE) noted that the number of vulnerable and near-poor people in the world reached 66.7 million people. This amount is equivalent to 25% of the total population or more than 2.5 times the number of people who are below the poverty line. This vulnerable and near-poor group of people generally work in the informal sector, and many are very dependent on government assistance. Apart from the government, world bodies such as the IMF often intervene in developing countries, including Indonesia.

Povertyextreme is a multidimensional problem that covers all aspects of life, ranging from insufficient food, health, education, capital, and job training to assistance with disabilities and the elderly. Extreme poverty, according to the World Bank, is defined as a condition where people's welfare is below the extreme poverty line or equivalent to US$1.9 Purchasing Power Parity (PPP) per day. This figure is converted to rupiah in 2021 is equivalent to IDR 358,233/capita/month. The extreme poverty line was below the poverty line in March 2021, which was recorded at IDR 472,525/capita/month. The extreme poverty rate in Indonesia in 2021 will reach 4% or around 10.86 million people. This condition has increased compared to 2020, which only reached 3.85%.

Indonesia's general poverty rate is 10.14% or 27.54 million people, while Indonesia's extreme poverty rate is 4% or around 10.86 million people. From these numbers, as much as 3.57% or 460,327 souls of the extremely poor live in West Java. This places West Java as the province with the highest number of extremely poor in Indonesia, with a total number of 107,560 extremely poor households. This number consists of Cianjur Regency, with an extreme poverty rate of 4% and a total population of 90,480 extremely poor people; Bandung Regency, with an extreme poverty rate of 2.46% and a population of 93,480 extreme poor people; Kuningan Regency, with an extreme poverty rate of 6.36% and a population of 69,090 extreme poor people. Then Indramayu Regency with an extreme poverty rate of 6.15% and a population of 106,690 extreme poor people, and Karawang Regency with an extreme poverty rate of 4.51% and a population of 106,780 extreme poor people.

From the beginning, the core causes of poverty in Indonesia, especially in West Java Province, were not only structural issues and unequal distribution of income, but there were other things that had not been touched on from a policy standpoint, namely cultural issues. Indonesia is a multi-culture country which, of course, requires a cultural approach to every problem it faces, especially in poverty alleviation. One of the causes of poverty is the result of culture (Culture), so a culture and value approach is needed that develops in society through the involvement of community actors/traditional leaders in a convergent manner in determining policies and implementing programs. The poverty alleviation program rolled out by the government succeeded in increasing the community's economy and reducing the percentage of the poverty rate, although nominally, the number of poor people is still quite high. Poverty alleviation efforts that have been and are being carried out still face various challenges in the cultural values of the Indonesian people. On the one hand, development so far has not been able to liberate the poor due to the shackles of cultural factors. On the other hand, the culture of poverty is an outlet for the poor, who are powerless to face the clutches of capitalism.

The distinctive character of Indonesian poverty demands a balanced structural and cultural approach. Cultural values in society that encourage changes in the mindset of overcoming poverty need to be raised in poverty alleviation policy programs by first reinterpreting these cultural values. There needs to be the involvement of dominating actors from a cultural standpoint, namely bringing up actors from the population of a society who strongly adhere to or embrace one or more cultural values that are different from the values that exist in the dominant culture where structurally it has been fulfilled, but culturally it is still become an obstacle in reducing poverty in Indonesia in general. This study is to analyze the Policy Network on extreme poverty alleviation through a cultural approach, besides that it is hoped that the results of the analysis can also complement Frans Van Waarden's theoretical explanation of the policy network, especially on the actor dimension with an approach that pays attention to developing aspects of culture and values in society, so that it is more effective in alleviating extreme poverty.

2. Literature Review
The research conducted in this study is different from previous studies. The difference lies in the research focus, study perspective, research methods and research objects used. In this case, the researcher tries to elaborate a policy network on extreme poverty alleviation with a cultural approach, especially in the network dimension related to cultural variables and values that develop in

society as the main focus of research. The purpose of this study is to look at and analyze policy networks on extreme poverty alleviation through strengthening a cultural approach by using the main dimensions of Frans Van Waarden's policy network, which pays attention to aspects of culture and values that develop in society, through empirical capture and theoretical development framework. The theoretical framework explains the path that connects important factors, especially on the actor dimension, through a culture and value approach by involving actors who have quality and are able to control the community to then produce the integration of policy networks in supporting the successful implementation of extreme poverty alleviation programs. It is hoped that this will complement previous research so as to obtain a clear picture of the policy network as well as be able to complement the theoretical explanation of a policy network that is more effective and appropriate for accelerating extreme poverty reduction.

Policies in this context will be viewed from the perspective of the science of new governance (kybernology). Collaborative governance can be said to be the foundation of good governance. Collaborative governance emphasizes consensus to reach agreements that are represented by the community, the private sector, and the government itself. This is, of course, very necessary to reach an agreement in solving common problems that exist in the community itself. Community participation, in this case, is contained in one of the values of good governance itself, where community participation is very high in governance. The values of good governance, such as effectiveness and efficiency, have indirectly been set forth in collaborative governance where in carrying out governance, the government does not work 'alone' but is also complemented by the collaboration of various other private sectors, which of course support and assist the course of governance. Collaborative Governance to improve public services is a long-term policy to realize a bureaucratic concept that is really wanted by the community as the main rights holder for the public service itself. One of the paradigms of public service is the New Public Service which was born because of criticism of the previous public service paradigm, namely New Public Management, where customer-oriented services in an economic framework are not a democratic society.

The definition and substance of public policy are directly or indirectly well known in society, along with various phenomena and activities that occur in government. There are many opinions expressed by experts with various definitions. Public policy is what the government chooses to do or not do. This understanding shows that the government has the authority to make choices about which policies to implement or not, depending on the problems that arise or the achievements to be achieved from the policies made. Public policy analysis is a series of intellectual activities carried out in the process of activities that are political in nature. This political activity is evident in a series of activities that include agenda setting, policy formulation, policy adoption, policy implementation, and policy evaluation. While the activities of problem formulation, forecasting, policy recommendations, monitoring, and evaluation of policies are more intellectual activities.

Theoretically, the existing policy network is not yet sufficiently explained regarding the actor dimension, which in general requires additional explanation regarding culture and values which can be applied in the analysis of the problem; a cultural approach is needed in its implementation; thus the author will elaborate on the policy network for extreme poverty reduction by using dimensions of the policy network through a cultural approach based on the values that develop in society, to then be able to add an explanation of the dimensions of the policy network and can be applied in a cultural approach to a policy in order to build trust through culture and values that are more easily accepted by society, so as to be able to mobilize the community to participate in empowerment together with other networks to solve the problem of poverty down to the roots of poverty.

Poverty is a situation where the population is lacking, manifested in the form of low income and caused by low skills, productivity, income, weak production exchange rates and limited opportunities to participate in development. The low income of the poor causes low productivity and increases the dependency burden on the community. It is not too difficult to determine the factors that cause poverty, but from these factors, it is very difficult to determine which are the actual or main causes or which factors have direct and indirect effects on changes in poverty. If described one by one, the number of factors that can affect the level of poverty is quite a lot. Starting from the rate of the growth rate of output or productivity,

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Various efforts have been and will be made by the government to reduce the level of extreme poverty, as mentioned above. These efforts are expected to provide a more optimal impact. However, this effort is not only the responsibility of the government alone. It also involves elements of society, the private sector, academia and the media. The role of the community groups who receive

program benefits is to use social assistance and subsidies as wisely as possible. Another effort that can be made is to increase productivity through available empowerment programs. So that program beneficiary households can improve their socio-economic conditions from time to time. Meanwhile, contributions from other groups that do not receive the program include participating in overseeing data on beneficiaries of social assistance and subsidies. Monitoring from the community will minimize errors in data on program beneficiaries, both inclusion errors and exclusion errors. Another effort is to become part of the social protection system in their respective neighborhoods. Various programs have been launched by the government, but this needs to be supported by all elements of society through a commitment to a policy network. because support from the community and other elements can have an effective impact on the extreme poor to be more empowered,

3. Methodology
In this study, researchers used a qualitative approach with the case study method. This research applies a single instrumental case study (single instrumental case study). The conceptual scope of this research includes two main levels, namely all the factors that determine the policy network for extreme poverty reduction and primary and secondary based data sources. Primary data was obtained through interviews and observation. The number of informants was determined by looking at their involvement in the management of extreme poverty reduction programs linked to policy networks. Secondary data includes documents and data that describe the socio-cultural community in Bandung Regency, West Java Province, demography and the potential of the area, which is the locus of extreme poverty alleviation programs. The technique for determining informants that the author uses is the technique for determining informants which are often used in qualitative research, namely purposive sampling and snowball sampling consisting of agencies related to extreme poverty reduction programs such as Bappeda, regional heads such as regents and deputy regents to DPRD members in Bandung Regency, West Java Province. . Data collection techniques used in this study consisted of observation, interviews, document studies, focus group discussions. In this study, the most important research instrument is the researcher himself. The analysis consists of three streams of activities that occur simultaneously, namely: data reduction, data presentation, and drawing conclusions/verification. Data analysis activities are carried out simultaneously with data collection activities, namely through triangulation.

4. Results and Discussion
Explanation of the aspects of community welfare includes an overview and analysis of the general welfare conditions of the Bandung Regency community, which are divided specifically into (1) a focus on welfare and economic equity, and (2) a focus on social welfare. The 2021 period for the economic growth of the Bandung and West Java Regencies shows a significant recovery. Economic growth in Bandung Regency returned to a level of 3.56%, while economic growth in West Java Province grew slightly higher to a level of 3.74%. This condition indicates that the economic recovery in Bandung Regency is slower than in West Java Province. One indicator to see the stability of the economy of a region is inflation. The inflation rate in Bandung Regency in the last five years has been low and stable in the range of 1% to 3%. During the last five years, inflation in 2021 is the lowest annual inflation. While 2018 was the highest annual inflation in Bandung Regency. Entering 2021, in general, the annual inflation rate in Bandung Regency is 1.69%. This figure is lower than the previous year, with an inflation rate of 2.18%. During the period from 2017 to 2021, annual inflation shows a downward trend. in general, the annual inflation rate in Bandung Regency is 1.69%. This figure is lower than the previous year, with an inflation rate of 2.18%. During the period from 2017 to 2021, annual inflation shows a downward trend. in general, the annual inflation rate in Bandung Regency is 1.69%. This figure is lower than the previous year, with an inflation rate of 2.18%. During the period from 2017 to 2021, annual inflation shows a downward trend.

The description of the social welfare of Bandung Regency, among others, is explained through several explanations. Life Expectancy (AHH) represents a dimension of longevity and healthy living. The Old School Expectations (HLS) represent a knowledge dimension and a reflection of people's ability to access education. On the economic dimension, spending per capita describes the ability of the community to do consumption. During the period 2017 to 2021, life expectancy in Bandung Regency is always higher than the average life expectancy of districts/cities in West Java Province. During this period, Bandung Regency also succeeded in increasing life expectancy from 73.13 years in 2017 to 73.72 in 2021. This increase in life expectancy indicates an accelerated development in the health sector. In 2021 the Old School Expectancy Rate in Bandung Regency was in the range of 12.7 years. This makes Bandung Regency ranked 12th out of all Regencies/Cities in West Java. Bandung City (14.24), Ciamis Regency (14.20), and Bekasi City (14.10) are the three districts and cities that have the highest Old School Expectancy Rates of all districts/cities in West Java. Cianjur district (12.00) and Garut district (12.03). Meanwhile, expenditure per capita for Bandung Regency in 2021 is 10.31 million rupiahs. If seen by districts/cities, Bandung City, Bekasi City and Depok City are the three Regencies/Cities with the highest level of expenditure per capita in West Java. Bandung City's per capita expenditure in 2021 was recorded at 17.00 Million, much higher than the average per capita expenditure in West Java. Meanwhile, Tasikmalaya Regency, Garut Regency and Cianjur Regency are the three districts/cities with the lowest per capita expenditure levels in West Java.

The general condition of poverty in Bandung Regency can be shown by the percentage of poor people and the number of poor people. The percentage of poor people in Bandung Regency in 2021 will reach 7.15%; this figure has increased by 0.06% from 2020, which was 6.91%. The percentage of poor people in 2021 has not yet reached the poverty reduction indicator target set in the 2019-2024 RPJMD. The percentage of poor people will increase again in 2021 to 7.15%. Even so, the percentage of poor people in 2020 and 2021 is below the national achievement, which is 9.78%. The number of poor people in Bandung Regency, which in the 2015-2019 period showed a declining trend after the outbreak of the COVID-19 pandemic, increased again. In 2019 the number of poor people reached 223 2 thousand people, and from the latest data for 2021, the number of poor people in Bandung Regency has increased to 269.2 thousand people. The outbreak of the COVID-19 pandemic, coupled with global geopolitical turmoil due to Russia's invasion of Ukraine, has made local government efforts to reduce poverty face quite big challenges in the future.

Based on the research results, it can be explained based on 7 (seven) dimensional factors that determine an effective policy network based on Frans van Waarden's theory, namely: 1) Actors, 2) Function, 3) Structure, 4) Institutionalization, 5) Rules of Conduct, 6) Power Relations, and 7) Actor Strategies, it was found that the policy network in implementing the extreme poverty eradication program in Bandung Regency was still not running effectively because not all of these dimensions could be implemented optimally, one of which was the limited role of actors who did not involve many parties like the pentahelix model. The government's role is still quite dominant, as well as the community which is still partial in its implementation and only involves a portion of the community as representatives. Higher education institutions that play a role in increasing the innovation side in program implementation are also not yet visible, as well as the private sector or the business world has not been involved in the role of providing financing and entrepreneurship. The media, as a liaison between the community, the business world and the government are also not sufficiently involved; moreover, the media, which also functions as a controller, has a very important role in this policy network.

The absence of the aforementioned actors also resulted in the institutionalization dimension being incomplete and intact, and the dimensions of power relations and actor strategies not running optimally, which was marked by the still dominant role of the government and the financial side is still focused on the government budget. This is also the case with the dimensions of the rules of conduct related to the construction of regulations that have not been optimal because the implementing regulations in the regions are not complete. Meanwhile, from the function and structure dimensions, it is quite clear and quite well implemented with regulations in the form of implementation guidelines and technical instructions for the implementation of activities set by the central government in stages.

5. Conclusion
The results of the study found the cause of the ineffectiveness of the policy network in the implementation of the extreme poverty elimination program in Bandung Regency, namely the lack of role and involvement of community actors who have strong cultural values and can be a lever and spearhead the success of programs related to the elimination of extreme poverty as well as sustainability aspects related to increasing the social and economic value of recipient communities program benefits.

Based on the results of research and discussion, there are 7 (seven) dimensions that determine the policy network in implementing extreme poverty eradication programs in Bandung Regency, namely: 1) Actors, 2) Function, 3) Structure, 4) Institutionalization, 5) Rules of Conduct, 6) Power Relations, and 7) Actor Strategies. The policy network in implementing the extreme poverty eradication program in Bandung Regency is still not running effectively because theoretically, as stated by Frans Van Waarden that the 7 (seven) dimensions should be present and color and be integrated. However, in this study, it was found that there are still five dimensions of the policy network that are still not optimal; where this is related to the non-involvement of actors who should have participated according to the pentahelix model.

The results of the study also contribute to the concept of policy networks in the implementation of extreme poverty programs, which can be seen in efforts to realize the concept of policy networks as referred to in this study, in addition to the policy network dimension of Frans van Waarden, another dimension is also needed, namely "Framing", in the sense of placing/arranging the framework of both regulations and institutions between stakeholders/actors in the implementation of poverty elimination extremes ranging from planning to implementation to not being partial and sectoral egos by adding explanations of the actor dimension by including elements of local wisdom through the involvement of community actors who have a driving influence with cultural approaches and values that develop in the community itself in the actor dimension on the policy network.

This research has limitations because it considers the resources owned by researchers, so future research related to this topic can use different research methods/designs that it is expected to enrich the concept of policy networks in the implementation of a policy.
In addition, more in-depth follow-up research is also needed related to network policies, especially on network dimensions, by considering issues, dynamic problems and different characteristics so that different approach formulations are needed to consider

aspects of social and economic construction in order to encourage the creation of innovations in the elimination of poverty and improve community welfare.

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