Kasetsart Journal of Social Sciences 42 (2021) 732–737

Kasetsart Journal of Social Sciences

journal homepage: http://kjss.kasetsart.org

The impact of local government policies on people's welfare in the regional autonomy era: A case study of Jambi City, Indonesia

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Article Info

Article history:
Received 17 February 2020
Revised 27 November 2020
Accepted 15 December 2020
Available online 3 December 2021

Keywords:
decentralization,
local government,
policy,
welfare

Abstract

This study was conducted to analyze the impact of local government policies on the welfare of the community. This is because after the implementation of decentralization policy in autonomy format, local government became the main locomotive of development in Indonesia. In implementing of regional authonomy, local governments should have a series of innovative policies through development programs, without exception of Jambi City Government, Jambi Province. These development programs are carried out so that the community welfare that has been coveted for a long time can be achieved. The study was a qualitative approach with literature research conducted by reviewing development programs of Jambi City and welfare's data during year 2015 to year 2018. The research's results show that Jambi City Government has several policies in economic, education, health and public service, especially Bantar Program and Bangkit Berdaya Program. These policies have been able to improve people's welfare, which is indicated by a decrease in poverty rates, an increase in the human development index, as well as an increase in school enrollment rates and gross domestic income. Nevertheless, poverty (8.84%) and unemployment (15.754%) are still challenges that must be immediately resolved by Jambi City Government through innovative policies in the future.

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Introduction

Public policy in regional autonomy is a concept that has often been discussed after Indonesia was in the post-reform era. Therefore, research on the political impact of the Jambi City Government policy on people's welfare is very interesting to undertake. This is for several reasons, namely: first, the decentralization policy that forms the basis of post-reform regional management promises economic efficiency, program cost effectiveness, accountability, increased resource mobilization, reduced disparity, increased political participation, and strengthening democracy and stability politics (Bird and Vaillancourt, 1988). Second, through decentralization, local governments are considered to have better knowledge of the needs and preferences of their citizens, so the development process in the decentralization policy model should be more efficient than the centralized

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https://doi.org/10.34044/j.kjss.2021.42.4.04
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policy model in the framework of improving the welfare of local people (Stoker, 1988). This is evidenced by the studies conducted by Nak-ai, Temsirikulchia, Nontapattamadul, and Jia (2018), Sharma (2015), HM (2017) and Brillo (2017), revealing that the policies implemented by regional governments through collaboration with various stakeholders have been proven to be able to improve the lives of the people. Third, several studies show that decentralization in various regions in Indonesia is still unable to achieve community welfare as the main objective of its implementation with a variety of factors that cause it. Fourth, based on BPS (2018) data, Jambi City has the largest population (591,134 people) in Jambi Province, thus requiring a significant role of local government through a series of development policies that benefit the community.

Regional autonomy which framed the decentralization policy was rolled out after the reform movement was marked by the collapse of New Order power in Indonesia. This policy modified Law Number 23 Year 2014 concerning Regional Autonomy in which it is stated that regional governments are Governors, Regents, or Mayors and regional apparatuses as elements of regional government administrators. Local governments in implementing regional autonomy must fulfill their regional needs in accordance with the established budget with the aim of improving the welfare of their people. In carrying out autonomy, the regions have obligations including: improving the quality and life of the people, developing democratic life, realizing justice and equity, improving basic education services, providing health care facilities, and providing decent social facilities and public facilities.

Literature Review

Local Government and Policy

Local governments play a greater role in development because they now have the authority and responsibility to carry out community development in their jurisdiction (Bird & Vaillancourt, 1998). Local governments that already have broad authority in regional management in the regional autonomy system are expected to produce public policies in the form of development programs (Stoker, 1988). Broadly, public policy is often interpreted as 'what is chosen by the government to be done or not done (Bridgman & Davis, 2004, p. 3). Furthermore, it is said that public policy is a decision or determination of the government to carry out an action that is considered to have a good impact on the lives of its citizens. Policies are essentially decisions that directly regulate the management and distribution of natural, financial and human resources for the public interest (HM, 2019).

The Welfare Concept

Welfare is not only limited to the acquisition of community income related to the economy but is also related to other fields. Social welfare refers to good living conditions, fulfillment of material needs for life, spiritual needs (not enough to confess religion but a tangible manifestation of religion such as respecting others), social needs such as order, conflict in life can be managed, security can be guaranteed, justice can be enforced where everyone has the same position before the law, reduced socio-economic disparities.

Midgley (2005) states that there are three categories of achievement regarding welfare, namely first, the extent to which social problems can be regulated, second, the extent to which needs can be met and third, the extent to which opportunities to improve living standards can be obtained. All of this can be created in shared life at the family, community and society level. On the other hand, these indicators cannot be generalized because in everyday reality, the word social welfare has shifted its meaning, namely, as philantrophy (charity) activities, social service programs, public assistance carried out by the government for poor and neglected people and social service programs from organizations which have formal legal status. When social welfare shifts its meaning from the condition of well being to a social welfare service program, public institutions are busy dealing with service programs. When the program is completed and implemented, finance can be accounted for, then the work done is related to social welfare. As expressed by Sen (2002), welfare economics is a rational process towards releasing people from obstacles to make progress. Social welfare can be measured by measures such as levels of living, fulfillment of basic needs (basic needs fulfillment), quality of life and human development.

Methodology

This study used a qualitative research approach, namely an approach that gives an opportunity for researchers to be able to carry out detailed descriptions and interpretations in order to gain a holistic understanding (Denzin & Lincoln, 2000). The type of research was library research, which is understood as a data collection technique by conducting a review of books, literature, notes, and various reports relating to the problem to be solved (Marvasti, 2004).

Data Collecting

Data collection was done by reviewing data related to development programs in Jambi City and people welfare in the last 4 years (2015–2018).

Data Analysis

As an effort to analyze the data that were obtained and collected, qualitative data analysis techniques were used in three ways, namely: data reduction, data presentation (displaying data), and drawing conclusions (Miles & Huberman, 1992, pp. 88–90).

Results and Discussion

The Government of Jambi City's Policies

As mentioned earlier, regional autonomy is an effort to make it easier for local people to obtain welfare in Indonesia. Efforts to achieve prosperity in the era of regional autonomy have been carried out through the birth of regional government policies that lead to improving people's living standards. Related to this, during the past 4 years, Jambi City Government has produced a series of policies in various development program formats. This is certainly related to the efforts of the Jambi City Government to improve the people's welfare, which was difficult to realize in previous times. As a party de facto and de jure mandated by the law to manage this region, Jambi City Government has made every effort to present development programs that are able to overcome various problems experienced by the community.

In this context, there have been development programs carried out by Jambi City Government aimed at improving people welfare. This was in line with efforts to realize Productive and Competitive Human Resources, Smart, and have a strong character in facing the increasingly complex challenges of the future, then, no other effort has been made other than continuing to improve educational resources. Since 2015, there have been various programs and activities to support the implementation of educational affairs, which are mandatory national programs, as well as programs to support regional targets as well as local content (Rahmatulla, Purnomo, & Kasiwi, 2020). Jambi City Government has remained focused on realizing the implementation of quality, feasible and affordable education through a variety of programs that are directed, measurable, targeted and sustainable, for example, by continuing the launch of levies-free private schools, the provision of assistance to ease the burden of students who cannot afford education, increasing the number of events titled increasing academic achievement, cultural arts, faith and piety, and sports.

In the field of health, Jambi City Government continued to strive to facilitate and increase public access to low-cost, quality and human health services which can reach all levels of society without discriminating patients' social status, including continuing to improve, and improve health infrastructure and facilities, including human resources medical and medics (Bappeda, 2013). The Government also presented community health services with regional innovation programs such as One Clinic One Innovation, Mobile Care, Elderly Clinic, Call Center 119 and Certificate of Inability for residents who have not been covered through Government Insurance (BPJS).

At the same time, Jambi City Government also continued to prepare a budget for the payment of premium of almost 25,000 poor people and also the payment of treatment for underprivileged patients who were not covered in the Central Tuition Assistance Program (Bappeda, 2013). In addition, Jambi City Government also continued to improve health service facilities and infrastructure in order to reach all levels of society, in addition to improving the status of the clinic to become a 24-hour Inpatient Health Center. Jambi City Government also established a new hospital in Jambi Seberang City area. The hospital, named H. Abdurrahman Sayuti Hospital, would be able to serve referrals including operations at the end of 2017. Meanwhile, in order to fulfill The Jambi City Program target in the field of health, 7 units of clinics with 24-hour service were realized in 2016 so that there are currently 17 health centers with 24-hour service, including 3 health centers that provide inpatient services for their patients.

In line with this, Haji Abdul Manap General Hospital as an installation of advanced health services has also continued to improve service performance and maintain the quality of Hospital Service Accreditation Standard Certification that it obtained (Bappeda, 2013). In addition, to improve service speed, efficiency and effectiveness of the operation of Haji Abdul Manap General Hospital and health centers spread across Jambi City, the Government prepared an institutional framework for Haji Abdul Manap Hospital and Clinic to become a Regional Public Service Agency.

As an important City of Trade and Services in the Central Sumatra Corridor, Jambi City Government continued to spur economic resources and optimize regional potential in a joint effort to advance the welfare

of the community, by sharpening the objectives and achievements of development programs in the economy directed at increasing investment, development and improvement of trade and service infrastructure, continuing the development and arrangement of street vendors, including empowering small, medium and cooperative business actors (Rahmatullah, Purnomo, & Kasiwi , 2020). To improve comfort and service for market users, Jambi City government carried out rehabilitation and beautified traditional government-owned market units.

While in the industrial sector, Jambi City Government continued to strive for the existence and growth of small industries and home industries in order to be able to compete and make a significant contribution to economic growth and increase public welfare (Bappeda, 2013). To support the policy, for example, 1 Weaving house unit was built in Solok Sipin Village, providing assistance for 100 units of herbal bicycles, 100 street vendors and 50 merchant carts. In line with the mission of building equitable and environmentally sound urban infrastructure, and also strengthening the function and position of the Jambi City, both as the Capital of Jambi Province and its function in the National Spatial Plan, Jambi City Government continued to commit to carrying out development and facilities, infrastructure and good and adequate urban utilities; which is evenly distributed and integrated with urban systems, and supports sustainable environmental conditions.

The commitment of the Jambi City Government in this case can be seen from the increase in Public Works budget allocation from year to year (Rahmatullah et al., 2020). In 2014 Jambi City Government budgeted IDR. 162.32 billion, including Special Allocation Fund of IDR. 9.5 billion. In 2015, the budget that Jambi City Government allocated for infrastructure activities reached IDR. 265.21 billion, including the Public Works allocation, which increased significantly, to IDR. 105.7 billion. In 2016, the budget allocated for infrastructure activities reached IDR. 350.1 billion, including the Public Works allocation of IDR. 211.3 billion.

In the 2017 Pure Regional Budget (PAD), Jambi City Government allocated a budget of IDR. 283.1 billion, with Special Allocation Fund (DAK) of IDR. 30.8 billion (Rahmatullah et al. 2020). Jambi City Government also sought funding sources through The State Budget (APBN) to accelerate infrastructure improvements. Since 2014, Jambi City Government has submitted various program and activity proposals to The Ministry of Public Works, such as Slum Area Management (based on Jambi Mayor Decree No. 700 of 2014 covering an area of 685 hectares of IDR. 191 billion), Improvement of Clean Water Services, Rental Apartment (Rusunawa) Development, Handling Floods and others. And, in 2016 The State Budget realized a number of projects worth IDR. 211 billion for The Jambi Flood Control Program (IDR. 74 billion), Slum Handling (IDR. 24 billion), Improvement of Clean Water Services (IDR. 110 billion) and Self-Help Housing Stimulation Assistance (IDR. 3 billion). In 2017, Jambi City Government received an allocation from the State Budget (APBN) of IDR. 122.6 billion for Jambi Flood Control (IDR. 83 billion), Construction of Flats and Home Surgery (IDR. 24.4 billion) and Improvement of Tanjung Sari Industrial Area (IDR. 15.2 billion). There are data not including funding from Jambi Province Budget (APBD) according to authority which is a concurrent affair.

To support the administration of quality, and quality public services, Jambi City Jambi Government implemented the principles of the New Public Service, namely providing services to the community in a democratic, fair, equitable, non-discriminatory, honest and accountable manner. In the field of Apparatus, Jambi City Government continued to reform governance through increasing the effectiveness of Regional Device Organization (OPD), the placement of employees who are capable and with integrity, who are drug-free, changing the paradigm of the apparatus serving as hard-working apparatus that serves and opens opportunities for employees to be creative and innovate and develop themselves, including implementing reward and punish policies within the government (Bappeda, 2013). The policy adopted was balanced with improving employee welfare, through the provision of Regional Welfare Allowances for all employees, according to their capacity and workload, in accordance with the level of education and expertise possessed.

In addition, Jambi City Government has always strived to improve the quality of Government Apparatus (ASN) human resources (Rahmatullah et al., 2020), including implementing regular education and training as needed, including Character Education (NCB) and Mental Revolution. More than that, through The Indonesian Government, Jambi City also collaborated to increase human resources with the Governments of Singapore, South Korea and China since 2014, sending 14 Government Apparatus (ASN) to the three countries. In 2014, in the Singapore Corporate Program (SCP), which was fully borne by the Singapore Government, Jambi City Government sent 50 more Government Apparatus.

Another Jambi City Government program was "Bantar" (*Clean, Safe and Smart*) Program and "Bangkit Berdaya" (*Awakened Empowerment*) Program (*Intensive and Integrated Village Development*) with the concept of community involvement from the planning, implementation, control and supervision of social, economic, physical and infrastructure programs (Bappeda, 2013). This program was done to accelerate development infrastructure facilities and environmental utilities and urban community sanitation; increasing community participation in environmental development (mutual cooperation), and improving community welfare.

These are policies in the form of development programs that were applied by the Jambi City Government as an effort to realize the expectations of people's welfare in the era of regional autonomy. These development programs were a breakdown of the vision and mission of the elected mayor and deputy mayor of Jambi City in several regional head elections after autonomy era.

People Welfare of Jambi City

As stated earlier, the level of people welfare in a region is closely related to the level of effectiveness of political policies carried out by local governments. While adopting regional autonomy, Jambi City enjoyed the results of the system born from this reform. This was achieved through a development program that had been proclaimed by several mayors who had served in Jambi City (Rahmatullah et al., 2020). In the context of this study, to see the extent to which regional autonomy could improve people's welfare, the focus was only on the last 4 years (2015–2018) or when Jambi City was led by Mayor Syarif Fasha. As the capital of Jambi Province, Jambi City played a strategic role in supporting regional economic mobility, increasing human resources, providing balanced property, and had very conducive social life situations.

Table 1 shows that education aspect in Jambi City is very good. Jambi City Government exceeded the 2013–2018 The Medium Term Development Plan (RPJM) of Jambi City target in the education sector, such as: School Participation Rate (APS) at school age, which was targeted at 82 percent in 2016, could be realized to be 113.46 percent in 2017; Teachers who meet the qualifications were targeted at 91.57 percent in 2016, realized 97.09 percent in 2017; The number of schools according to National Education Standards (SNP) at all levels of education was targeted at 75 percent in 2016, capable of achieving realization of 97.33 percent 2017. Still in the aspect of education, the influence of the Jambi City development program was seen in the large literacy rate in this capital of Jambi Province in the last three years. Based on BPS data (2018), the literacy rate in Jambi City was the highest in Jambi Province, namely 99.38 (2015), 99.63 (2016), and 99.31 (2017).

Table 1 Jambi City Goverment's Policies

No	Objective Programs	Realization
1	Education	Very Good
2	Health	Good
3	Economics	Very Good
4	Human Development	Good
5	Decreasing Poverty	Good
6	Unemployment Reduction	Not Bad

As Table 1 shows, economic sector in Jambi City is very good. The GDP per capita in 2016 for the Current Price of Jambi City was recorded at IDR. 41.9 million per capita per year. This figure increased by 11.67 percent compared to the previous year's per-capita GRDP of IDR. 37.01 million. This indicator shows that, in general, over the past year there was a significant increase in the people welfare of Jambi City. The economic performance of Jambi City also showed a fairly good trend. The rate of Economic Growth (LPE) in Jambi City in 2016 was 6.81 percent, growing 1.23 percent from the previous year, and was 5.83 percent in 2017. This data surpassed the Economic Growth of Jambi Province, which amounted to 4.37 percent, and also National Level at 5.02 percent.

Table 1 also shows that decreasing poverty is good in Jambi City. Development programs launched by Jambi City Government quite targeted the poor. This can be seen from the trend of decreasing poverty in Jambi City over the four years. Based on BPS data (2018), the poverty rate in the capital, Jambi City, in 2017, was 8.84 percent of the total population of Jambi province. This percentage decreased compared to 2015 (9.67%) and 2016 (8.87%). The same thing can be seen in the life expectancy of the people of Jambi City, because based on BPS data (2018), the life expectancy of residents was 72.33 percent. This percentage increased compared to previous years, namely 72.31 (2015) and 72.32 (2016).

As also shown in Table 1, human develoment is good in Jambi City. The human development index number in Jambi City can also be categorized as an impact of the development policies adopted by the city government headed by Syarif Fasha. Based on BPS data (2018), the Human Development Index in Jambi City was the highest in Jambi Province and continued to increase from year to year, namely 75.58 (2015), 76.14 (2016), and 76.74 (2017). This data at the same time further strengthened

that development programs under the leadership of Syarif Fasha indeed had a significant impact on the quality of life of the people of Jambi City.

With the series of positive impacts above, it does not mean that Jambi City Government can be complacent and no longer further improve its performance in presenting innovative development programs for the community. This is because there are several problems that still need to be solved by Jambi City Government, including the problem of unemployment as shown in Table 1. Based on BPS data (2018), the unemployment rate in Jambi City was the highest in Jambi Province and increased from year to year, namely 2.95 percent (2013), 4.54 percent (2014), 6.32 percent (2016), and 15.754 percent (2017).

Another problem that must also be of concern to the Jambi City Government is poverty. Although BPS data (2018) shows that the poverty rate in Jambi City continued to decline in the last three years, the figure of 8.84 percent in 2017 is still a problem and a solution must be immediately sought. As a central region in Jambi Province, the large amount of population poverty certainly shows that development programs must be more oriented to the interests of the community, especially if added with a large unemployment rate (15.754 %). Therefore, the Jambi City Government in the future must further increase the quantity and quality of programs in the fields of economics and education, which are directly correlated with these two problems.

Conclusion and Recommendation

Jambi City Government has several development programs in The Sector of Economic, Education, Health and Public Service and has been able to improve people welfare. It is suggested that Jambi City Government enhances cooperation with buffer districts, especially Muaro Jambi District and Batanghari District, facilitated by Jambi Provincial Government to jointly overcome the social problems faced.

Conflict of Interest

There is no conflict of interest.

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