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<https://doi.org/10.55463/hkjss.issn.1021-3619.60.5>

Evaluation on Infrastructure Improvement Program in Manado City

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Received: July 11, 2022 ▪ Reviewed: September 3, 2022

▪ Accepted: September 12, 2022 ▪ Published: January 5, 2023

Abstract:

This research aims to evaluate infrastructure improvement programs, which involve: a) The technical difficulties of implementation include socialization, the competence of field implementers, and percentage of program targets, b) Program characteristics include program clarity and consistency, openness with parties outside the program. Data collection techniques include observation of infrastructure condition, interviewing local community leaders, neighborhood heads, subdistrict facilitators, and technical implementers at the Manado City Urban Village Community Empowerment Agency, and the environmental infrastructure program document stipulated by Mayor Regulation No. 46 of 2011. The results of the study indicate that the evaluation of the infrastructure program in Manado City shows it involves the technical difficulties of implementation include the following consequences. The Environmental infrastructure program has not been effectively socialized to field implementers, in 504 urban village and as a result, communication has not yet been created between technical and field implementers and subdistrict facilitators. The neighborhood heads have not been trained in making proposals and implementing the program. Finally, they are not yet competent as field implementers. The characteristics of the program include: 1) Program clarity and consistency - the program is ideal (utopian) and difficult to measure; 2) Openness with parties outside the program. Technical and field implementers have not opened themselves up to outside parties in both implementation and financial management.

Keywords: infrastructure improvement program, Manado, environmental infrastructure.

美娜多市基础设施改善方案评估

摘要:

本研究旨在评估基础设施改善计划，其中包括：一个) 实施的技术困难包括社会化、现场实施者的能力和计划目标的百分比，b) 计划特征包括计划的清晰性和一致性、开放性与计划外的各方。数据收集技术包括

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观察基础设施状况，采访当地社区领导、街道负责人、街道协调员和美娜多市城中村社区赋权机构的技术实施者，以及 2011 年第 46 号市长条例规定的环境基础设施计划文件。研究表明，对万鸦老市基础设施计划的评估表明它涉及实施的技术困难，包括以下后果。在 504 个城中村，环境基础设施项目尚未有效地向现场实施者社会化，因此，技术和现场实施者与街道促进者之间尚未建立沟通。社区负责人没有接受过提出建议和实施计划的培训。最后，他们还不具备作为现场实施者的能力。程序的特点包括：1) 程序的清晰性和一致性——程序是理想的（乌托邦式的）并且难以衡量；2) 对计划外各方的开放性。技术和现场实施者在实施和财务管理方面都没有对外开放。

关键词：基础设施改善计划，万鸦老，环境基础设施。

1. Introduction

The target of the Manado Mayor's 2011 development program is to establish adequate water channel infrastructure in every neighborhood, where the subdistrict has the lowest government structure in Manado City (Langkai, 2016). The data show that this program was established in 2011 and implemented in 2012. Since 2011, the city of Manado has been drifted by floods and landslides and this condition continues to occur from year to year, and results in damage to infrastructure and incurring material losses and casualties. Some people died because they were drifted away by floods and buried by landslides, (Maturbongs, 2012). From the dimensions of public policy, especially the analysis of the evaluation of environmental infrastructure improvement programs in the city of Manado, which is stipulated through Mayor Regulation No. 46 of 2011, then there are some observed phenomena, where floods and landslides occur from year to year at the beginning of January. This condition is a phenomenon from year to year and the infrastructure built in the subdistrict, is drifted away and badly damaged by floods and landslides. Langkai wrote (2016) that the success of a development program from the dimensions of public policy analysis is determined by several factors, including a) factors outside the policy, such as technical difficulties in implementation, changes in target behavior to be achieved, b) clarity of program goals and objectives, the determination of allocation and availability. sources of funds, disposition and commitment and competence of implementers, the readiness of related outside parties to the structure, and c) understanding of implementers, related parties, and the community about the background, goals, and objectives of the program (Mazmanian and Sabatier, 1981).

During the past 10 years the condition of Manado City, even though improvements to water channel infrastructure have been built in each environment, both the lowlands and highlands, continue to experience floods and landslides, especially in 11 urban villages. The trigger is high rainfall every January. The water discharge overflows, with a flood inundation of approximately 50 to 400 cm, and impact the destruction of houses, buildings, landslides, the death of several residents, damage to road infrastructure facilities (Monintja et al. 2022). Nationally and regionally, disaster management programs have been established,

with the existence of the National and Regional Disaster Management Agency, but based on the observed data, especially in Manado City, the program has not been able to minimize the impact of landslides and floods (Akib, 2010).

This condition occurs repeatedly every year and causes substantial material and immaterial losses, for this reason, program analysis is needed to evaluate the Manado City infrastructure improvement program, which has been established through Mayor's Regulation No. 46 of 2011 and has been implemented since 2012.

2. Research Methods

This study uses a phenomenological qualitative approach by focusing on the analysis of evaluation of infrastructure improvement programs established by the Manado City government through Mayor Regulation No. 46 of 2011. The focus of research on evaluating infrastructure improvement programs concerns a). Factors outside the program such as technical difficulties in implementation, changes in target behavior to be achieved, b) clarity of program goals and objectives, determination of allocation and availability of funding sources, disposition, commitment and competence of implementers, the readiness of related outside parties to the structure; and c) understanding of implementers, related parties, and the community regarding the background, goals, and objectives of the program. Recruitment of field implementers. Data collection techniques (a) observation of the condition of the subdistrict infrastructure, (b) interviews with community leaders in the subdistrict, neighborhood head, environmental facilitators and technical implementers at Manado City Urban Village Community Empowerment Agency, (b) environmental infrastructure program document stipulated by Mayor Regulation No. 46 of 2011.

3. Research Results and Discussion

3.1. Technical

Mazmanian and Sabatier write that the success of program implementation is determined by independent factors concerning whether or not, it is easy to control problems related to technical difficulties in program implementation (Mazmanian and Sabatier, 1981). This means before implementing the program, it is deemed necessary to conduct a study on the possibility of

independent components, such as factors outside the program that affect the smooth implementation. Technical and field implementers must conduct a study on the difficulties of implementing the program.

Manado City consists of 504 urban villages with hilly terrain conditions of 7.20 percent and 0.02 percent in mountainous terrain. Overall, 94.84 percent of the area of Manado City is located at an altitude of 0–240 above sea level, Manado Meteorological Station, released the average rainfall during 2019 ranging from 10 mm in September to 544 mm (Monintja et al. 2022). The city of Manado for the past 10 years has experienced floods and landslides in 11 urban villages, which were triggered by high-intensity rains where the water overflowed, with a flood inundation of about 50 to 400 cm, which resulted in damage to houses, buildings in low-lying areas were affected by floods and landslides, the death of several community members who were drifted away and buried by landslides, damaged road infrastructure facilities and other impacts are harmful to both material and life (Monintja et al., 2022). This repeated condition, if not taken seriously by both the government and community, will result in material losses and loss of human life.

The government has set programs on a macro, meso, and micro-scale. On a micro level, efforts to improve environmental infrastructure are described in the general program guidelines, where infrastructure improvements are carried out in 504 urban villages spread across 87 subdistricts or 11 districts in Manado City as a flagship program, to build adequate infrastructure success increasingly, clean and good environment. The guide is equipped with a program implementation model including the division of roles among actors, calendar of activities, socialization at the City, Village, and Environment levels.

Some factors that hinder the success of program implementation related to the technical difficulties of program implementation are analyzed below.

3.1.1. Communication Socialization

Socialization carried out at the environmental level tends to not engage in the substance of the program, which is exacerbated by the very low level of understanding of the environmental head about the program. Theoretically, Edward III (1980) writes that communication is an issue that must be considered in determining the success of program implementation. This conforms to Akib and Tarigan (2010), who write to facilitate policy implementation, dissemination needs to be conducted to form public respect for government policies where it is necessary to morally comply with the program, awareness to accept the program, belief in the validity of the program. Additionally, Nugroho (2011) wrote that before the program was implemented, socialization was conducted such as press conferences, publications through mass media, public meetings through seminars and making brochures. These three concepts require a program be communicated

efficiently and effectively to field implementers, community leaders who have a positive influence on society in general, to create participation in supporting infrastructure improvement programs in the 504 villages in Manado City.

The results showed that the program had not been socialized effectively in 504 urban village, due to socialization activity was only conducted once in March and was attended by all subdistrict head and 504 urban village leaders and the implementation time was not according to the guidelines. The program guidelines stipulate that socialization is carried out in every neighborhood only one time. If the participants are forced to be followed by 504 neighborhood heads and subdistrict leaders, it ensured that the socialization of such a model is only carried out to fulfill administrative requirements but does not engage substantive matters where the program guidelines require this program be understood comprehensively by 504 urban village heads and subdistrict leaders. With the effective socialization of the program, it is hoped this program will be well understood and implemented and those community leaders and the community can participate according to the program's objectives. The program has not been socialized effectively and as a result, there has been no communication between implementers, neighborhood leaders, and the community.

3.1.2. Field Implementers Competence

The data shows the Head of neighborhood as a field implementer has not been able to make proposals for improving infrastructure programs in his neighborhood. This condition was acknowledged by five neighborhood heads, where they have not been able to make proposals for infrastructure improvement programs. In line with the views of Hogwood and Gunn (2010) who wrote the requirements for program implementation, including the availability of sufficient resources. Discussing the views of Edward III, Langkai (2016) argues, for a program implementation to run effectively, it is better to pay attention to the factor of resource availability, where the availability of competent resources according to program objectives has an impact on program success. The resources in question are 504 urban village leaders as field implementers and community Facilitators, in total 87 people. There are community facilitators with a bachelor's degree in Social Sciences and certainly less competent in helping the Head of the neighborhood to implement infrastructure improvement programs.

3.1.3. Percentage of Program Target

Areas, where infrastructure is repaired, is too large compared to the area of Manado City 157.26 km², city roads length 626,480 km, soil structure roads 25,900 km, lightly damaged roads 81,102 km, and heavily damaged roads 48,662 km or damaged roads and around 24 percent of the 626,480 km were heavily damaged, namely 25,059.20 km and the repaired area was not following the available funding allocation. The

area is too broad and not comparable to the sources of funds available each year. The wide scope of program targets set out in the program, namely infrastructure improvement in 504 urban village, has resulted in the program not having the same impact as the goals and objectives. It is made worse by the existence of a macro program, where in the same infrastructure improvement it is not justified to use different sources of funds. This means that overlapping sources of funds are not allowed.

3.2. Program Characteristics

Each program should be able to structure the implementation process where the program is clear and there is consistency, the allocation of funding sources specified in the program is measurable and clear sources, competent technical and field implementers according to goals and objectives, and openness with the public outside the structure. The program characteristics are found as follows:

3.2.1. Program Clarity and Consistency

Manado Mayor's Program Number 46/2011 is implemented with the basic principles of Mapalus with the spirit of community members joining together to participate in infrastructure improvement, by submitting the selection of improvements to the agreement of community leaders in the fields of religion, education, and the private sector. The results of interviews and juxtaposed with documents as well as observations show since 2012, infrastructure improvements have caused problems because the construction of drainage clogs waterways. After all, it has not adjusted to the slope level and does not involve community participation as the program principle. Arinya has not been consistent between program objectives and implementation. The Manado City Government has erroneously set the source of funds for capital expenditures, while according to the national program, the source of funds is for goods and services expenditures. The implementation in the 2013 fiscal year turned out to be the one with the authority to determine the source of funds but had not made changes to improve infrastructure. Van Meter and Van Horn (1975) in their theoretical study of program success include policy standards and resources. Hogwood and Gun (2010) write that program formulation errors in terms of funding have an impact on program failure. Edwards III (1980) also recognizes resource is an important factor in the success of the program. Langkai wrote the program targets must be formulated in a clear, measurable, and not multi understanding as well as the determination of the source of program funds. Furthermore, Akib (2010) discusses the views of Masmanian and Sabatier related to the program's ability to systematize the program implementation process, including human resource competence in terms of the integration of technical and field implementers including implementer recruitment.

The Grindle program model places great emphasis

on program content as a determining factor for successful program implementation. The contents of the policy include the interests affected by the program, the benefits generated, the desired changes, the position of the program regulator, program implementers, and the resources used (Langkai, 2016). This model emphasizes the success of policy implementation is largely determined by the content of the policy. The contents of the policy must formulate the interests of the groups affected by the policy, the benefits will be generated by the existence of the policy and its implementation, the desired changes in policy, how the policy regulator positions its position, how is the readiness of the policy implementer to implement the policy, what are the target conditions planned by the policy. policies and how the availability of funds to support policy implementation.

3.2.2. Implementer Transparency towards outside Parties of the Program Structure

Infrastructure program document stipulates public participation, government, private sector synergy, associations, universities; non-governmental organizations in the program implementation process will determine success. Today's era of communication technology is very helpful in socializing and communicating the program, but printed materials and online mass media documents show that program information disclosure has not yet been established between implementers and the media. Even the results of interviews with community leaders do not understand the existence of the program.

3.3. Outside Factors the Program Affecting the Implementation Process

3.3.1. Implementer's Understanding

Manado City Government Programs in the infrastructure is the program maker which is at the same time formally binding on both the government and implementers. The Village Community Empowerment Agency is the technical implementer and the head of neighborhood as the field implementer. Concerning the extent to which the implementer understands the program, Van Meter and Van Horn (1975) wrote program implementation runs linearly between the program and the performance of program implementer. Factors affect the success or failure of the program, including implementation activities and communication between implementers and regulators. In line with this view, Hogwood and Gunn wrote the elements, namely: understanding and commitment of the parties through the correct details and sequencing of tasks. Googin, Bowman, and Lester put forward communication as the driving force for implementation and the independent, intervening, and dependent aspects. While Grindle emphasizes program content and implementers. Elmore with the concept that the success of the program begins with the identification of the implementer's understanding of the program. Edward suggests

dispositions or attitudes, and bureaucratic structures.

In line with the program, Manado City Government has prepared program regulations as the basis for implementation. As stated in the research findings, the Manado City Government mistakenly determined the source of program funds for capital expenditures and should instead be on goods and services expenditures. This condition is an indication Manado City government has not been careful and seriously understands the procedures for preparing the Mayor's Regulation. Mistakes are a source of problems in program implementation because they have to wait for changes to the budget in the Revised APBD. The service for verification of 504 neighborhood proposals was slow, and finally, the management was transferred to the sub-district. The Head of neighborhood does not understand the program and let implementing it without any correction, DPRD (legislative) recommends re-hiring the implementer. Meanwhile, community facilitators who are tasked with bridging the interests of various parties do not completely understand the program. If the implementing officials understand the contents of the program, the implementers will be assisted in implementing the program.

3.3.2. Regulatory and Implementer

Disposition is the commitment of regulators, technical implementers, field implementers of environmental improvement infrastructure, to support the success of the program. Disposition and commitment based on moral awareness, law, orderly administration, professional and political theoretically there is a program implementation model which teaches disposition or attitude of the implementer's behavior is a determining factor or hindering the success of the program. Among them are suggested Van Meter and Van Horn who classify disposition as a behavioral tendency of the implementer to be implemented to achieve the target. Sometimes some programs are stipulated in the form of regulations, but do not intend to implement them, just a mere formality.

Mazmanian and Sabatier write the disposition is reflected in concrete actions such as the support and commitment of implementing officials in achieving program goals. Furthermore, Hogwood and Gunn also agree with these experts by allocating disposition as a quality of the commitment of the authorities to achieve program success. Elmore classifies disposition as the responsibility of program implementers in supporting the success of the program. Edward calls a disposition or attitude. Based on this description, it is very clear disposition in the form of a conscious commitment from the implementer is a determining factor for the success of the program. Regulatory support, implementers in the form of seriousness in placing the program as a priority, placing competent implementers, taking into account the availability of funds.

There are several indicators regarding the low disposition of the Manado City Government in implementing the program for the program is successful

in the welfare of the local community, including errors in determining funding sources, weaknesses in recruiting technical implementers, village facilitators, delays in making changes to funding sources in the following year, and imbalance of available funds with the need for environmental infrastructure improvements. , and supervision of the program implementation process which tends to take every environmental report for granted. The infrastructure improvement program that was launched was too grandiose, too ideal (utopian) or unrealistic, and not accompanied by the availability of funds, as a result, the program became redundant recommendations, criticisms, and suggestions from the Regional House of Representatives are motivation, evaluation as well as input for implementers. The results of the study show that disposition is a determining factor that hinders the success of the program.

3.3.3. Creation of Social Conditions That Support Program Implementation

The infrastructure improvement program established by the Manado City government is based on the environment where the environment is the lowest part of the government structure in Manado City. Therefore, efforts to create social conditions for the environmental community support program implementation. The program needs to be taken seriously. Efforts are needed to develop an awareness of the environmental community to participate in realizing the program. The results of the study indicate that community leaders have not been involved in the realization of the program and this is indicated by the ignorance of community and community leaders about this program. Each of the factors discussed above is an interrelated factor influences each other, both the success of the program and the delay of the program. From the several factors described above, to assess the success of the program, Dunn (2013) put forward several criteria including effectiveness, efficiency, adequacy, leveling, responsiveness, preference, and accuracy. These criteria suggest evaluating to find out whether the implementation of the policy has achieved the expected results, what efforts have been made success can be achieved, whether the results obtained can solve the problem, whether the costs and benefits are evenly distributed, whether the policy results meet the needs and are beneficial to the community target.

4. Conclusion

The conclusions of this study are the Environmental infrastructure program has not been effectively socialized to field implementers in 504 urban village. The neighborhood heads have not been trained in making proposals and implementing the program they are not yet competent as field implementers. The program is ideal (utopian) and difficult to measure. Technical implementers and field implementers have not opened themselves up to outside parties both in implementation and in financial management.

As for the limitations of this study, the researchers did not get all the budget realization data for infrastructure activities in the city of Manado, so the researchers could not assess the effectiveness of the budget used.

Acknowledgments

Thanks to Kemenristek Dikti for providing fund of Doctoral Grants for the implementation of this research, Manado City Environmental Community Empowerment Agency, the Head of neighbourhood for providing documents and information about infrastructure programs, subdistrict facilitators, and community leaders.

Authors' Contributions

Jeane Elisabeth Langkai: conceptualization, methodology; Recky H.E. Sendouw: literature review, manuscript writing.

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