RESEARCH ARTICLE

THE ROLES, STRATEGIES OF ACTORS AND CAPACITIES OF ACTORS IN THE IMPLEMENTATION OF COMMUNITY EMPOWERMENT POLICIES

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Actors play an important role in policy implementation to achieve policy goals. The involvement of the community and other actors in the empowerment process of village communities is still lacking. Actors do not understand the roles they play so that participation is less than optimal. This article intends to describe and analyze the roles, strategies of actors, and capacities of actors in the implementation of village community empowerment policies in Lamongan. Data analysis was carried out using qualitative data analysis based on triangulation of interviews with informants (actors involved in empowerment), observation, and documentation. The research results provide input in the form of roles, actors' strategies, and actor capacities in empowering village communities in Lamongan.

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Introduction:-
Perfect implementation in policy implementation requires an implementor structure that involves many actors and institutions. These various actors and institutions must carry out interaction, coordination, and good cooperation so that the implementers have the same interpretation regarding the policies to be implemented. Policy implementation can be complex, cross-border, and requires quick response through effective decision making. Actors are individuals but can also be in the form of organizations as the actors involved can also represent certain groups/ parties.

The village community empowerment policy as stipulated in the Lamongan District Regulation Number 3 of 2015 concerning Village Article 181 regulates:

"Community empowerment is as follows:
Empowerment of the Village community aims at enabling the Village to carry out joint action as a unit of Village Government governance, unity of governance of Village community institutions and customary institutions, as well as unity of economic and environmental governance.

The empowerment of the Village community as referred to in paragraph (1) shall be carried out by the Government, Provincial Government, Regional Government, Village Government, and third parties.

The empowerment of the Village community as referred to in paragraph (1) shall be carried out by the Village Government, Village Consultative Body, Village deliberation forums, Village community institutions, Village

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traditional institutions, Village BUM, inter-village cooperation bodies, Village cooperation forums, and other community activity groups formed to support government activities and development in general ".

Furthermore, in article 182, the empowerment of village communities is carried out through the following efforts:

"(1) Encouraging community participation in Village planning and development which is carried out independently by the Village; (2) Developing Village development programs and activities in a sustainable manner by making use of human and natural resources in the Village; (3) Preparing Village development plans in accordance with the priorities, potentials and values of local wisdom; (4) Compiling planning and budgeting siding with the interests of the poor, people with disabilities, women, children, and marginalized groups; (5) Developing a system of transparency and accountability in the administration of Village Government and Village development; (6) Making use of Village community institutions and traditional institutions; (7) Encouraging community participation in the formulation of Village policies carried out through Village deliberations; (8) Carrying out improvement of the quality and capacity of the human resources of the Village community; (9) Conducting sustainable Village community assistance; and (10) To supervise and monitor the implementation of Village Administration and Village development which is carried out in a participatory manner by the Village community.

Empowerment program of rural communities in Lamongan is done through "Program Gerakan Membangun Ekonomi Rakyat Lamongan Berbasis Pedesaan(Gemerlap)" as well as Program Desa Karakter Unggul dan Pintar(DesaKu Pintar). The legal basis for the Smart Village Program is the Lamongan Regent Regulation Number 31 of 2018.

Actors outside the government can also be called informal or informal actors. The implementation of the DesaKu Pintar program policy has not involved actors outside the system. Actors outside the system can potentially support or hinder the successful implementation of policies. Possible actors to be involved in supporting the successful implementation of the DesaKU Pintar program include the private sector, academics, consultants and NGOs, mass media as well as the village community itself. As mentioned in community empowerment, society is not an object but also a subject of empowering the community itself. In village communities there are community groups that allow them to be involved in empowering village communities as stated in Permendagri No. 114 of 2014, among others, are as follows:

a)   productive economic business groups
b)   women's groups,
c)   farmer groups,
d)   poor community groups,
e)   fishermen groups,
f)   craftsmen group,
g)   child protection and observer groups,
h)   youth groups; and
i)   other groups according to village conditions

Ackermann and Eden in their journal, entitled " Strategic management of actors; Theory and Practice (2011)", identifying and managing stakeholder interests strategic for organizations. Management stakeholder interests located, includes identification of who the stakeholders interests are rally being in a situation-specific. Actors involved in policy have heterogeneous characteristics. In the village community empowerment policy, the reality faced is not all actors and target groups have the same understanding regarding the empowerment being carried out. Implementers also have limited capacity and authority. Many empowerment policies still use a top-down approach. This approach resulted in the target group not feeling ownership or interest in some of these empowerment policies. The community is still the object, not the subject of the village community empowerment policy.

Policy implementation will interact with the dynamics of the political, economic, social, and cultural situation and conditions in which the policy is implemented (Nugroho, 2014). Waligo, Clarke, and Hawkins (2013) in the journal-title " The 'Leadership-actor involvement capacity' nexus in actor management". ' Involvement of stakeholder interests ' (how stakeholder interests are active or not active) is a complex process were caused by various factors of personal and external are mutually related. In principle, the process is influenced by the type of leadership (quality of leadership) and the ability of stakeholder interests to be involved (capacity involvement of stakeholder interests). A problem major is the lack of support, or not effective it the participation of stakeholder interest in the

initiatives of development including the relationship stakeholder interests, patterns of thought actors, the quality of information and accessibility, the state of contextual and priority implementation. The success of the strategy is very dependent on the activation of cooperation of the stakeholder's interests.

Meryl Le Feuvre et al (2015) in the title of the article " Understanding actor interactions in urban partnerships". This paper intends to have a deeper understanding of urban partnerships as seen from the nature of the interactions among the stakeholders involved. Urban studies and geography of the Houldsworth Village Partnership (HVP) - in the Greater Manchester region of the UK. The Research contributes a relevant theoretical understanding of the dynamic interactions of the stakeholders involved in urban partnerships.

Frida Franzén et.al (2015) " Institutional development for actor participation in local water management — An analysis of two Swedish catchments". This study aims to identify four important factors in setting up institutions for water boards and how local stakeholders participate in water management. First, the involvement of key stakeholders in an organization that is committed to the scope and objectives of the water council and provides resources for the implementation of planned activities. Second, institutional management includes the flexibility of the willingness of the stakeholders involved and aware the need to engage the most relevant stakeholders. Third, leadership can drive the process in realizing specific goals and assessing the results of the process. Fourth, Farmers who are voluntarily involved in taking action during the process of implementing policies that contribute to knowledge and experience regarding local conditions.

Pedro Longart et al (2017) An actor analysis of a service-learning project for tourism. This study examines stakeholder relationships in a service-learning project in rural Ecuador (Mashpi, Pichincha Province). The research developed a conceptual framework for exploring three areas: stakeholder management, tourism development, and service-learning projects, and knowledge transfer. The conclusion from this question is that there are challenges and several obstacles, namely considering the needs of the community, lack of coordination and communication, lack of strong leadership, unclear understanding of the roles and responsibilities of stakeholders.

Waligo, Clarke, and Hawkins (2013) in the journal-title " The 'Leadership-actor involvement capacity' nexus in actor management". Stakeholders influence in achieving organizational plans and the ineffective involvement of actors in development initiatives can hinder efforts to achieve goals. The importance of leadership quality and capacity for stakeholder engagement, stakeholder relations, the mindset of actors, quality of information and accessibility, contextual circumstances, and priorities for implementation. The success of the strategy depends on activating stakeholder collaboration.

Fischer and McKee (2017) in their journal-title " A question of capacities? Community resilience and empowerment between assets, abilities, and relationships". Community empowerment and resilience in rural contexts are often linked to their abilities, for example, organizational capacity, infrastructure, personal, and types of capital, such as social, physical, human, and financial access to the community.

Ackermann and Eden in their journal entitled " Strategic management of actors; Theory and Practice (2011)". need to pay attention to the strategic management of stakeholders if they want to ensure strategic resilience includes identifying who are the stakeholders who are actually in a particular situation

Pedro de Araujo Lima Constantino et al (2012), " Empowering Local People through Community-based Resource Monitoring: a Comparison of Brazil and Namibia" assesses four dimensions of individual and community empowerment on a psychological, social, economic, and political scale. Conditions that facilitate local empowerment include the value of natural resources, the right to trade and manage resources, community political organization, and collaboration by a wide range of actors.

Methodology and case selection:-
This study used a qualitative research method involving informants from actors who were, directly and indirectly, involved in empowering village communities in Lamongan, observing the extent to which actors were involved and documenting the performance achievements of community empowerment which were then analyzed using qualitative data analysis. The research location is in the working area of the Lamongan district government.

Result and Discussion:-

Policy in the development and empowerment of communities villagers face problems related to network policies among others the number of program development and empowerment of the village were implemented by ministries/agencies and various stakeholder interests related to that have not been integrated and overlapping overlap. Program the numbers are very many and varied, namely from the government center through ministries, government province, the government district as well as the government village itself.

The Regulation of Desa Ku Pintar does not regulate the involvement of other parties, namely from the private sector, society, and the political community. Its implementation only involves government elements with a network interaction pattern that is dominated by the role of the government. This has resulted in several programs that have not been effective in responding to community needs and have not been able to empower village communities in general. The allocation of village funds has not reflected justice and village empowerment, the empowerment program is not integrated and is still sectoral, and seems to be running independently, central and regional and village regulations are not synchronized. Estuary of weak networks into one single cause performance achievements of the empowerment of the people in the district of Lamongan is still not optimal.

Synergy with other parties (private sector, civil society, community politics, academics, mass media, and NGO) has not been done in the optimal result of government village experiencing difficulties designing and implementing the empowerment of community villages, exchange of resources have not run with either because of limited resources; The capacity of government village weak in establishing networks ;

Empowering people interpreted as a process of handover of power from government to the parties who are not powerless namely rural communities, so that may have the power to build, as well as increasing the power of society village that can build. Community Village has a characteristic of powerlessness in the economic, social, and political. In economics clearly community village has a level of income that is lower than the urban community. But more than that villagers are also lacking in conducting socialization, interaction is vertically even to establish a network out of its environment.

Sulistiyani (2017) called The Government should empower that can develop participation of the community. The private sector should be able to contribute to providing energy to carry out empowerment with the government and society. And the community should be able to take advantage of opportunities to provide an active role through participation. The role of government, in general, is in position facilitation of the course of the process of empowerment of people with good. Amenities such may be the policy of political, policy public, policy sectoral or departmental, as well as the limits of normative another. Besides the facilitation can be energy experts, funding, provision of technology and personnel skilled, etc. Apart from the role of the government, the private sector should also be involved in this partnership.

The form of the government's role in Sulistiyani (2017) is in the form of facilitating funding policies. Facilitation of funding usually in the form of public investment (public investment as), the provision of good information systems, and appropriate public education programs. To maintain the quality of results, the government should also establish clear and sustainable monitoring and evaluation pattern. To facilitate the maintenance of development results, maintaining the quality and responsibility of partners, the government should formulate and establish evaluation criteria for each empowerment program.

The role of the private sector in Sulistiyani (2017) is usually in terms of operational or policy implementation, contributions of experts, skilled personnel, or donations of funds, tools, or technology. The private sector takes more roles in implementing the determination of steps or policy action with the community. This role needs to be emphasized so that there is a variety of analyses based on special conditions that are casuistic at the regional level. Thus the empowerment carried out will be closer to local needs. The role of the private sector in policy implementation in implementing empowerment policies also includes the contribution of funds through private investment which is useful to support the community empowerment process. Meanwhile, in monitoring and evaluation, the private sector also contributes to maintaining the results obtained through community empowerment projects form part of the profits from a private investment that has been operating. Thus the form of facilitation will be in the form of deploying experts and highly skilled personnel and adequate technology.

The role of the community in Sulistiyani (2017) is given in the form of participation at the formulation, implementation, monitoring, and evaluation levels. The level of participation given will be based on the level of empowerment possessed by the community and the ability to understand at each level in the public policy process. Not all people are can provide input, suggestions, and criticism at the level of policy formulation. To empower the community, it is necessary to carry out a community education process so that it can provide suggestions, ideas, criticism, and so on. Starting from this condition, then as part of the empowerment process in the field of decision making, the government should facilitate the community education system by:

Provide space that is wide to the public to convey ideas, feedback, criticism, taste objections, requests, etc., without the burden of sanctions and threats.

Provide information is transparent and accessible to the public, which involves various aspects of empowerment.

Community involvement in the formulation, implementation, and evaluation of policies by looking at the professionalism, competence as well as value of the community's interest in empowerment programs.

Another role of society that can be explored and developed is funding. Participation in the funding sector is an internal potential that is owned by the community. In every implementation of development in the context of community empowerment, usually questions about the potential conditions of the community that will be intervened by a policy. Mobilization of community funds often occurs for the development carried out, these funds are more popularly known as non-governmental organizations. Another role of the community which has a very important position is the maintenance of social control in the context of preserving and maintaining the results of development. Among the people themselves, it should grow and develop a healthy control system in society. Everyone will carry out activities that are not detrimental to an empowerment process.

The role of the political community includes political organizations, representatives in political institutions, and others including raising support, lobbying, and advocacy as well as monitoring the implementation of policies on empowering village communities. The policy network in implementing rural community empowerment expects an exchange of resources. Ownership of limited resources in the form of funds, infrastructure, people, information, and so on. Therefore it is necessary to open access to synergies with other parties (synergy of multi actors) who have exchangeable resources.

Several different types of strategies can be distinguished (Forester 1989; Kickert et al. 1997; Allison and Zelikow 1999; Sabatier 2007; Crosby and Bryson 2005):
Go-alone strategy. It is a strategy in which the actors involved have formulated a substantive solution to a problem and an attempt to make something happen regardless of its strategic dependence. However, it is conceivable that this strategy will generate resistance from other parties and will result in blockages. This strategy is not appropriate to choose because the policy network in the implementation of the village community empowerment policy has resource dependence on other actors.

Coalition building strategy. These strategies are aimed at forming winning coalitions, by which a result can be imposed on the group of actors involved. This type of strategy can lead to the formation of one or more counter coalitions. This strategy is not suitable because the policy network in implementing the empowerment policy for rural communities prioritizes diplomacy and mutual trust between actors in the network.

Conflict strategy. It is a strategy aimed at preventing or blocking the solutions or policy measures that some actors desire. This strategy is not suitable because the policy network in implementing the empowerment policy for rural communities prioritizes dependence between actors in the network.

Avoidance strategies. This is a strategy in which parties do not completely reject a particular solution, but adopt a passive or conflict-avoiding attitude - for example, because they are not genuinely interested or because they want to avoid the costs that come with policy or conflict steps. This strategy is not suitable because the policy network in implementing the empowerment policy for rural communities is due to repeated reciprocal relationships between actors.

Cooperative or collaborative strategies. It is a strategy in which principals acknowledge their external dependencies, do everything they can to attract the other party in their plans, and then try to achieve favorable outcomes by collaborating and negotiating with others. This type of strategy should not be seen as lenient, as actors become tough negotiators. This strategy is more suitable to be applied in policy networks in the implementation of village community empowerment policies. Each actor carries out an interaction that includes the exchange of resources through the negotiation process.

Facilitating strategy. It is a strategy inspired by the fact that cooperation is required to reach mutually beneficial solutions. They aim to bring all parties together, mediate conflicts, and so on. This type of strategy may arise from the actor's substantive interest, but may also stem from the actor's desire to limit transaction costs or from a sense of responsibility for actions in a particular area. This strategy can be applied in policy networks in the implementation of village community empowerment policies. Because the results of the negotiations will balance the desires of the actors involved

A policy network includes all actors (Windhoff-Héritier; 1993) involved in the formulation and implementation of a policy in a policy sector. They are characterized by predominantly informal interactions between public and private (Rhodes; 1986) actors with distinctive, but interdependent interests, who strive to solve problems of collective action on a central, non-hierarchical level. Access to a wider network needs to be opened so that it does not rely solely on the government as the sole actor in community empowerment. The government's ability is also limited, so it is necessary to develop networks with other parties, namely the private sector, civil society, mass media, academics, NGO, and the political community. Policy networks need to identify problems that occur in program implementation that involve all implementers as well as the village government and village communities as the subject and object of the policy. So that each of them provides information and input to make better policy revisions that can improve implementation performance

Empowerment society independently needs to meet the capacity of actors that includes things mentioned below (Crosby, 1995):
Ability to bridge various interests. Various interests can influence the decision of the village community empowerment program. These interests vary, some are contra or mutually supportive. The village government must be able to bridge conflicting interests so that it can offer alternative decisions that are acceptable to all parties.

Capacity to mobilize and maintain support. Support is the key to successful policy implementation. Raising support from both internal actors, external actors, and target groups. If you have received support, then this support must be maintained through an ongoing communication process.

The ability to adapt to the tasks is new and has a framework to carry out the process of learning. The development of science and technology has led to changes including changes in methods, methods, and work systems. Therefore, it is necessary to increase adaptation through a continuous learning process.

Ability to recognize environmental changes. The changing environment offers both opportunities and challenges. The ability to identify changes that occur needs to be possessed to anticipate changes, as well as to innovate in empowering rural communities.

Ability to do lobbying and advocacy. The implementation of community empowerment policies will be more effective if the village government can develop networks. To form or develop a network, it is necessary to have the ability to lobby, namely, to lobby actors who have potential or resources who can support the implementation of policies for empowering rural communities. As well as the ability to carry out special advocacy to the village community so that they are willing to participate and be involved in empowering village communities.

Have the ability to monitor and control implementation. During the implementation of the policy, it is necessary to monitor the extent to which the distribution of resources and other implementation activities is carried out. As well as carrying out control activities, namely minimizing implementation errors and encouraging effective efforts to achieve goals.

Have a mechanism of coordination that both. Mechanism of coordination needs to be designed, which includes coordination with the actors as well as target groups in the planning, implementation, and evaluation. In partnership networks, the coordination mechanism that is built is based on equality between actors.

Have a mechanism to monitor the impact of the policy. Policy impacts can be in the form of positive impacts as well as negative impacts. For this reason, it is necessary to have a mechanism to monitor or supervise the impacts that occur after the implementation of the village community empowerment policy is carried out.

De Haan (2017) For a typology of transformative actors that distinguish four different types of actors: frontrunners, connectors, toppers, and supporters. These actors can be linked to emerging systems or incumbent systems, or both types simultaneously. Type Frontrunner or pioneer directed to create solution alternatives and can act based on the values of personal their own, to become part of the alliance may be explicitly connected and align them. The Pioneer Type is expected to provide solutions to the problems of implementing community empowerment policies. Connector type means connecting solutions to the system by embedding or anchoring them in an institutional context. They instituted a solution, make them set choices for the public. and connect actors with actors based on values that they share, align them. the role of the liaison is very important in the formation of the alliance. Type is building a network of actors who are involved in efforts to solving the problem implementation of the policy of empowerment of the community. Connectors provide connectivity between the actors and between solutions and systems. Type Topplers - mobilize and oriented system in action them (as opposed to from the pioneers who are driven by the solution). By externalizing their values they can attract supporters (followers). Type Toppler can garner support within the framework of the implementation of the empowerment of the community. Supporting Roles, namely their adoption and support, provide legitimacy, and express the community's need for new solutions and changing systems. This type of actor provides support in the implementation of community empowerment policies.

In the framework of empowering village communities, it is necessary to design the contributions of each actor, namely the government, private sector and civil society, the political community, academics, and the mass media. The types/roles of actors, the strategies of actors, and the capacities of these actors are shown in the following table;

Type/Role Actor, Capacity and Strategies Actors of the empowerment Society:

Actor	Actor Type	capacity	Actor's Strategy
1	2	3	4
Government	Pioneer, Connector, Toppler, supporters	Bridging various interests, adapting to change, controlling implementation, coordination,	Cooperative, collaborative
Private	Pioneer Supporters , Connectors	Skills, recognizing environmental changes, monitoring impacts	Cooperative, collaborative
Civil Society	Pioneer, supporters, connector	Commitment, ability to participate, recognize environmental changes, monitor impacts , communication	Cooperative, collaborative
Political Community	Supporters, connector, Pioneer	Raising support, Lobby and advocacy, supervision, recognizing environmental changes, monitoring impacts	Cooperative, collaborative
Academics	Supporters, connector, Pioneer	Knowledge and skills, Lobby and advocacy	Cooperative, collaborative
Mass media	Supporters, connector,	Information and communication, skills,	Cooperative, collaborative
NGO	Supporters, connector, Pioneer	Bridging various interests, communication, coordination, supervision, recognizing environmental changes, monitoring impacts	Cooperative, collaborative

Cooperative or collaborative strategy. It is a strategy in which the perpetrators admit the dependence of external them, do all things to attract the other in a plan they, and then try to achieve results that benefit by collaborating and negotiating with others. Type of strategy is not to be seen as something soft, because the actor became a negotiator was tough. This strategy is more suitable to be applied in policy networks in the implementation of village community empowerment policies. Each actor carries out an interaction that includes the exchange of resources through the negotiation process. Another strategy that can be carried out by each actor is to facilitate the strategy. It is a strategy that is inspired by the fact that cooperation is required to achieve a mutually beneficial solution. They aim to bring all parties together, mediate conflicts, and so on. Type of strategy may arise from interest substantive actor, but may also come from the desire of actors to limit the cost of the transaction or f a sense of responsibility for the actions in the area specified. This strategy can be applied in the implementation of village community empowerment policies. Because the results of the negotiations will balance the desires of the actors involved.

Conclusions:-
The successful implementation of village community empowerment policies needs to be supported by the understanding, awareness, and commitment of actors who are directly or indirectly involved in carrying out the roles, capacities, and strategies of actors effectively.

Acknowledgment:-

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