

# **Village Economy Development through the National Program for Community Empowerment in Rural Areas (PNPM-MP) in Ngepung Village, Kedamean District, Gresik Regency**

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## **ABSTRACT**

This study aims to find out villagers participation in supporting the success of the implementation of the National Program for Community Empowerment in Rural Areas (PNPM-MP) in the Ngepung Village, Kedamean District of Gresik. The research method used is qualitative research methods. The results show villagers participation in planning, in this case the community has played an active role, but has not been thoroughly to all the community, which in the process of meeting, not all people participate in meetings, in planning meetings represented by the Head of village, Chairman of RT and RW as well as community leaders, active in community planning in the making a decision, the goal of a series of activities, as well as to the determination of the funds that also involve all elements of society, including community leaders. Villagers Participation on Implementation of the Autonomy National People Empowerment Program (PNPM-MP) by the community through self-managed and facilitated by village and assisted by facilitators village that serves as a consultant PNPM. Carried out after the implementation phase of the planning phase is complete and has no funds allocation activities. people participation in the use and maintenance can be seen from the benefits perceived by people in the construction that has been done as well as improve the economy of society in physical form through road paving and toilet and empowerment of the women's credit form (SPP). In terms of physical development, people always have the initiative if there is damage occurred.

**Keywords:** Independent Community, Rural, PNPM-MP

## **INTRODUCTION**

The National Program for Community Empowerment in Rural Areas (PNPM) is one of the programs with the principle of participatory development aimed at alleviating poverty. This is conducted by increasing access of the poor to quality housing and settlements in rural areas, providing a forum for fighting for aspirations and needs, and influencing public policy decisions in infrastructure (Yulianti, 2012). Based on its official website, PNPM-MP is one of the community empowerment programs that supports PNPM whose work area and target are rural communities. In PNPM-MP, all members of the community are encouraged to be involved in every stage of activities in a participatory manner, from the planning process, decision making in the use and management of funds according to the most priority needs in his village, to the implementation of activities and their preservation. (Utomo & Concerned, 2019).

PNPM-MP is part of a pro-community program to improve welfare and accelerate poverty alleviation. This is in accordance with the ideological and constitutional mandate of one of the Pancasila, welfare and social justice for all Indonesian people. Poverty does not only occur in remote areas which have been included in the *Inpres* program for Disadvantaged Villages but also in other less remote and even urban places such as in Gresik Regency, especially in the Ngepung Village area of Kedamean District. The number of poor people in Gresik Regency is quite high. In 2010 to 2015, 42,575 people were classified as poor families in 87 villages (<http://gresikkab.go.id>). Currently there are 400 families in the category of Poor Households (RTM) Ngepung Village, Kedamean District. Therefore, PNPM-MP is intended to reduce poverty through increasing community participation in the development process, increasing the capacity of local governments in the provision of public services, and increasing the capacity of local community-based institutions. Various parties both from the community such as the Community Self-Reliance Agency (BKM) and Non-Governmental Organizations (CBOs) are two parties to help achieve community welfare.

Based on the above background, the researchers are interested in examining more deeply about Community Participation in the implementation of PNPM-MP in Ngepung Village, Kedamean District, Gresik Regency. The title taken by the researcher is Analysis of Community Participation Towards the Implementation of the National Program for Community Empowerment in Rural Areas (PNPM-MP) (Case study in Ngepung Village, Kedamean District, Gresik Regency).

## **RESEARCH METHODS**

A research is a long process. It starts from one's interest in understanding certain phenomena which then develops into ideas, theories, and concepts. To realize research that starts from that interest, a method that matches the purpose of a study is chosen. The research method serves to answer the issues raised in the study. In order to answer and find solutions to problems in this study, researchers used qualitative research methods.

Qualitative method is used due to several considerations. First, problem solving is easier when faced with multiple realities. Second, this method uses directly the nature of the relationship between researchers and respondents. Third, this method is more sensitive and more adaptable to many pre-effects together and to the patterns encountered (Moeleong, 2009: 5). This study uses a qualitative approach to produce descriptive data in the form of written or oral words from people and observed behavior.

## RESULTS AND DISCUSSION

### Description of the National Program for the Empowerment of Independent Rural Communities (PNPM-MP) in Ngepung Village, Kedamean District, Gresik Regency

The National Program for Community Empowerment in Rural Areas (PNPM-MP) is a national program for poverty reduction, especially based on community empowerment. This is one of the poverty alleviation programs launched by the government by empowering the poor to be able to try to empower themselves to meet their daily needs. This places the community's role as a major component of the planning, implementation, and utilization and maintenance processes.

In this section the researcher describes the response of the village community when the program was socialized. The implementation of the National Program for Community Empowerment in Rural Self-Reliance (PNPM-MP) in Ngepung Village, Kedamean District, Gresik Regency began in 2009. This was held because of the relatively complex poverty problem that requires intervention from all parties together and in a coordinated manner (Utomo & Prihatin, 2019).

H. Supranata as the Head of Ngepung Village stated as follows:

"The PNPM program includes physical development such as paving in all hamlets in Ngepung Village, road repairs, and Women's Loans and Savings" (Interview on 26 June 2015).

The above statement is supported by Sriono as Head of Government Affairs (Kaur) as follows:

"As the village head said, I add that in this village, the program was carried out in physical form and empowerment. Paving is physical and SPP is empowerment "(Interview on 26 June 2015).

The two statements above show that the implementation of the National Program for Community Empowerment in Rural Areas (PNPM-MP) in Ngepung Village was carried out in the form of physical development such as roads paving, latrine establishment as well as the Women's Savings and Loans (SPP).

With enthusiasm and hard work and the efforts of various parties involved to develop Ngepung Village, in 2014 Ngepung Village received a National Independent Community Empowerment Program (PNPM-MP) fund in the form of infrastructure development which was allocated for road construction in the form of paving blocks of Rp. 650,000,000 (2014-2019 RPJMDes).

In addition, capital assistance is always sought through the PNPM-MP program in the form of Women's Savings and Loans (SPP). The Women's Savings and Loans Program (SPP) is intended for housewives who have a small business and who fall into the disadvantaged group for the development and creation of a new business. With the Savings and Loans, women with small businesses can be helped from the SPP funds to develop their small business.

The program from PNPM MP makes the community more enthusiastic in improving the standard of living and the condition of the village. This was revealed by one community leader, Sumarmi (38 Years) who is also a member of the Ngepung Village PKK activists as follows:

"Residents responded to the PNPM program very well. Savings and Loans for Women (SPP) helps household owners own small businesses with limited capital and poor women mothers. These funds can create their own jobs such as woven business from banana fronds "(Interview on 27 June 2015).

Sumarmi's statement was clarified by the Village Facilitator (Faskel) whose function was to facilitate and socialize PNPM MP, Rois Hidayat (40 Years) as follows:

"When the program was socialized around 2009, only a few residents responded. However, at the end of 2014, many residents carried out the PNPM MP program with enthusiasm, from paving the whole hamlet in the besieged village to the Women's Savings and Loans "(Interview on 27 June 2015).

The statements of the two informants above shows that the response to the National Community Empowerment Program (PNPM-MP) is very good. The enthusiasm of the community arose in the construction of roads (paving), toilet construction and Women's Savings and Loans (SPP), which greatly empowered the people of Ngepung Village for the welfare of the village and their own economic lives.

### **Community Participation in the Implementation of the National Program for Empowerment of Independent Rural Communities (PNPM-MP) in Ngepung Village, Kedamean District, Gresik Regency**

According to Ericson (in Slamet, 2014) the form of community participation in development is divided into 3 stages of planning, implementation, and utilization.

#### **1. Planning**

Planning has a very important role in the National Community Empowerment Program (PNPM-MP). This can be used to see community participation in PNPM MP planning. Planning activities include Inter-Village Deliberation (MAD), Outreach, Village Deliberation (Musdes), Training of Village Community Empowerment Cadres, Exploration of Ideas, Special Village Deliberation for Women, Planning Musdes, Writing of Proposed Activities, Proposed Verification, Proposed MAD Priority, Inter-Village Deliberation, and Ratification of proposal documents.

PNPM MP planning in Ngepung Village began with the program socialization in each village or hamlet. The socialization was carried out by the Village Head accompanied by the Village Facilitator (Faskel). Deliberation was then carried out and followed by the community represented by the Chairman of RW, Head of RT, and Community Leaders, and the people of Ngepung Village themselves. PNPM MP's activities relate to the community and all its activities are left to the community. H. Suparnata, Head of Ngepung Village stated:

"Our role is only to direct, all activities are handed over to the community, that's why it is called independent sis. The community carries out its own activities, we only direct and guide "(Interview on 26 June 2015).

In planning there is participatory planning in which all elements of the community and village government are involved in making decisions according to their respective functions. In its planning mechanism, PNPM MP in Ngepung Village began by giving a very large space to the community, male or female, preferably for the poor. The quality can be seen from the number of people present, the quality of ideas or ideas, and the proposed planning documents. Indicators that can be used to see community participation in PNPM MP planning are described below:

- a. community participation in carrying out the program. In Ngepung Village, Kedamean Subdistrict, Gresik Regency, PNPM MP actively involved the community by raising community awareness through socialization, community meetings to reflect poverty and self-help mapping to identify problems, potential, and community needs as outlined in the Medium-Term Development Plan and Plans Village Development Work (RPJMDes and RKPDes). Sriono as Head of Government Affairs (Kaur) stated:

"We actively involve the community in this program. The community is very enthusiastic about this program and in the process. We started by raising public awareness about the importance of PNPM MP for the development of the beloved Ngepung village. We held a village meeting that scheduled the mapping of the poor and self-help and identified problems and the potential needs of the Ngepung Village community itself. But not all people participated in the meeting, only a few were present and representatives from RT and RW, hamlet heads and community leaders "(Interview on 26 June 2015).

In addition to the community, community leaders were actively involved in PNPM MP planning in Ngepung Village, Kedamean District, Gresik Regency. This was confirmed by the Community Leader, Mujiadi (50 years) as follows:

"In the planning process, we as community leaders are also involved in program planning. For example, the road paving program in every hamlet in the Ngepung village area "(Interview on 27 June 2015).

The statement of the community leaders above was also reinforced by a statement from the Head of the Balekambang Hamlet, Senadi (42 Years):

"I as the Head of Balekambang Hamlet always attend meetings held by the village related to the implementation of road construction activities in every hamlet in Ngepung Village, especially in the road paving and toilet construction program" (Interview on 28 June 2015).

In its planning, PNPM MP was conducted by the community in each hamlet in Ngepung village area. Therefore, the researchers also conducted research in each of the hamlets including Ngepung,

Balekambang and Doro. In the documentation of paving activities the researchers found a photo of a. coordination meeting between the village government and the community from the three hamlets. However, not all people participated in the meeting due to the limited space of the village hall. Following are some photos of PNPM MP program planning in Ngepung Village, Kedamean District, Gresik Regency.

This shows that the enthusiasm of the residents for the physical development that will be carried out in their village is very good. The village head of Ngepung H. Suparnata gave a statement about community participation as follows:

"Community participation in the planning of PNPM MP in Ngepung Village was very good, many people came when the meeting was held, moreover the program was prioritized on physical development such as the paving road program. During this time the community is very interested in the construction of roads that are severely damaged in the rainy season which is very difficult to pass by vehicles because they are still land roads "(Interview on 26 June 2015).

b. Second, community participation can be seen from the community's need for the program. In deliberations about this development program the community is involved that they know firsthand what is needed in the development . This was expressed by Sriono as Head of Government Affairs (Kaur) as follows:

"The development carried out by the community must be adjusted to the wishes of the community through deliberations at the RT and RW levels, so that the development is useful and well targeted" (Interview on 26 June 2015).

c. Third, community participation is also associated with community involvement in determining the objectives of a series of activities in PNPM MP. In planning in Ngepung Village, the community is always involved in determining the objectives of a series of activities in PNPM MP because they are the most important part of the program to create an independent and empowered community that can solve their problems. This was also reinforced by the statement of Rois Hidayat (40 Years) as a village facilitator:

"Regarding community involvement in determining the objectives of a series of PNPM MP activities, the community was actively involved, so starting from the wishes of the community to the existing problems, all were discussed together at the meeting in the village hall. I also follow the development of existing activity plans "(Interview on 27 June 2015).

d. Fourth, in terms of participation, the community is also given the freedom to carry out its role as a determinant of funds in the PNPM MP in Ngepung Village, Kedamean District, Gresik Regency. The same thing was stated by the Village Head, Mr. H. Suparnata, as follows:

"Indeed, in terms of funding that has the right to determine how much the budget funds given to the village is the right of the Gresik Regency Government, but in the budget plan, the village

government also involves community participation. This relates to the self-help community also whether they want to provide additional funding or not. This is because PNPM funding itself does not only come from the state budget and regional budget but also from non-government organizations. So the determination of the funds that will later be used in PNPM activities also involves the community "(Interview on 26 June 2015).

Based on the results of the interviews, community participation in the planning of PNPM Mandiri in Rural Areas in Ngepung Village was prioritized. The community is always involved in carrying out the program especially in the early stages of planning. The results of this planning became the priority of participatory development planning in the PNPM MP program in Ngepung Village, Kedamean District, Gresik Regency.

## 2. Implementation

To guarantee the quality of the implementation of activities that still refer to the principles and mechanisms of PNPM MP, careful preparation and implementation are planned. Preparation for this implementation is intended to prepare aspects of human resources including the community itself.

Implementation activities include: 1) Preparation for Implementation (Initial Coordination Meeting in District and Preparatory Meeting in the Village), 2) Implementation (Distribution of Funds, Procurement of Labor, Procurement of Materials and Tools, Evaluation Meeting), 3) Musdes of Accountability, 4) Certification, 5) Activity Revision, 6) Activity Documentation, 7) Activity Completion (preparation of activity completion report, realization of activities and costs, Village Deliberation, handover and preparation of minutes).

The implementation of PNPM Mandiri in Rural activities in Ngepung Village is carried out by the community in a self-managed manner and facilitated by village officials who are assisted by village facilitators who function as consultants. The implementation phase is carried out after the planning stage has been completed and there has been an activity allocation fund. Community participation in the implementation of PNPM MP in Ngepung Village can be seen from the PNPM implementation process itself, such as the community's activity to carry out work by contributing (money, energy and thoughts) to support each development program. H. Suparnata, Head of the Ngepung Village stated:

"In the implementation of village road construction activities whether it is paving or roadside plumbing, we do not use experts or contractors from outside. We empower the local community to carry out the construction, because some people in our village understand the installation of paving and the making of roadside plankengan well "(Interview on 26 June 2015).

The community of Ngepung Village, Kedamean Subdistrict, Gresik Regency had been waiting for road repairs, especially access to the three hamlets of Doro, Balekambang and Ngepung Hamlets.

In the past the road was damaged and uncomfortable for vehicles to pass during the rainy season because it was still in form of land road. The construction of paving did not encounter significant obstacle because the community was highly active in it. Marjan, the interim Acting Officer replaced Kasun Ngepung stated:

"In the paving construction, we did not find any significant obstacles in human resources because the community was very enthusiastic in the process. However, its construction was halted for several months due to rain; the delivery of materials such as sand and also paving stones is thought to be hampered by the weather "(Interview on 28 June 2015).

From the results of the explanation above, community participation in the road paving construction is very good. The workforce is the local community, because some people of Ngepung Village understand about construction. This is evidenced by the following photos:

### 3. Utilization

Utilization means the community receives the results of development such as their own, uses or utilizes any development results, makes or runs a business field, maintains the results of development on a regular basis, regulates their use or guides it, tries and uses and secures it and develops it. Participation in utilization means supporting towards development that is compatible with human dignity in social justice and preserving the human environment for the next generations.

a. First, the community receives the results of development as their own, the end result of a development is the acceptance of the community so that in the end they will maintain and preserve and utilize the results of development for the sake of smooth and progress together. Following is the statement of H. Suparnata, Head of Ngepung Village:

"When the construction was finished, the community receives, feels, and treats the results of development as their own. For example, when there are some paving blocks in a village road that were damaged or come out of the mat, they tried to repair it with their own strength "(Interview on 26 June 2015).

b. Second, community participation can be seen from the benefits that can be drawn from development. There are many benefits that can be obtained by the community from the results of road construction. The communities get easy access from roads such as smooth transportation and improving the economy. This was revealed by Sriono as Head of Government Affairs (Kaur):

"The benefits are huge, as a member of the community I also feel that when the harvest season arrives, it is easier for farmers to transport their crops (Ali, 2014). In the past, the carrying capacity using ordinary pancal bikes was only 2-3 sacks of rice, now you can use a pick-up car once transported. With the construction of this road in the form of paving, the community can also easily reach the highway quickly "(Interview on 26 June 2015).

c. Third, community participation in capital assistance is always sought for development. Although development is more focused on physical development, capital assistance is always sought to improve the progress and welfare of the community. The following is the account of Rois Hidayat (40 years) as a village facilitator:

"PNPM MP in savings and loans is sought so that people can develop businesses with capital loans from PNPM and not borrow money from moneylenders or other institutions that lend money at high interest rates. PNPM itself lends money with minimal interest of only 0.8% per year "(Interview on 27 June 2015).

This was confirmed by the statement of Sumarmi (38 years) who was also a member of the Ngepung Village PKK activists as follows:

"For the initial loan for one year at SPP referred to as the first tranche of loans, then the community submits again in the second stage, every one of the next year continues to the next phases. The loan is done in groups, one group consists of 5-10 people. Small interest can help ease the burden on society "(Interview on 27 June 2015).

d. Fourth, community participation in the utilization and maintenance can be seen from the community that regulates the program and secures every program that has been implemented. The community gets the freedom to regulate every program that is carried out, including utilizing the development that has been carried out by making the best use of it. The community is expected to use development so that physical and non-physical development in the form of empowerment can run smoothly. This was revealed by Marjan, the interim official who replaced Ngepung head of hamlet:

"The community regulates itself, the benefits of the physical construction of the road as well as SPP and maintenance are carried out independently. Alhamdulillah, in Ngepung village, especially in the Ngepung hamlet, the community made such arrangements for the smooth development "(Interview 28 June 2015).

Community participation is very important. Because the community is the main goal of every development, they must maintain and make the best use of it.

Based on the statement above, community participation in maintenance and utilization runs in accordance with what is expected. The level of community awareness to safeguard the results of development is evidenced by the emergence of community initiatives to repair damaged roads without direct orders from anyone.

#### 4.4. Data Interpretation

The next step in the data analysis process is to interpret the data. Data interpretation is to see the findings of research results in the field on the basis of operations that have been set since the beginning, in this case the theory of community participation in development, especially in the

field of PNPM MP. Fung (2012) argues that there are 3 important things that become dimensions of community participation, namely who participates, the two participants who make decisions, the third describes the relationship between discussion and community action. The researcher then pursued the concept of community participation as a form of community participation itself, namely socialization, consultation, partnership, delegation, citizen activeness, decision making, at the implementation stage, namely community assistance in the form of money, labor and material.

Furthermore, the stages of participation expressed by Ericson (in Slamet 2014) showed three stages of community participation as planning, implementation, and utilization.

#### 7. Participation in the planning stage (idea planing stage).

Planning is the initial stage in a program, participation in community planning in PNPM MP has been carried out in accordance with community needs. Community involvement arises in determining the objectives of a series of activities that have been carried out. First, community participation in planning, public interest in planning large programs. This is because the PNPM MP program helps the community. Not all of the community participated in the meeting, only a few and there were also representatives from community leaders, RT and RW heads to the hamlet head. Program planning must be adapted to the needs of the community. The community and community leaders are directly involved in decision making through meetings. During the meeting, all decisions made were based on mutual agreement. Armidah (2011) states that the role of mobilization is participation that arises from external forces with the potential mobility of the community, namely participation in decision making, participation in implementation, participation in benefits, and participation in evaluation. The community has the potential to play a role in decision making in planning.

Subsequent community participation in determining the objectives of a series of activities in PNPM MP in Ngepung Village itself. This is done based on the wishes of the community. The determination of activities is always based on the wishes of the community. However, obstacles arise because the people of each village always want their village to be built first.

#### 8. Implementation stage

Participation at this stage is the involvement of someone at the project implementation stage. Community participation in the implementation of the PNPM MP program in Ngepung Village was carried out by the community in a self-managed manner and facilitated by village officials and assisted by village facilitators who functioned as PNPM consultants. The implementation phase is carried out after the planning stage has been completed and there has been an activity allocation fund.

The community contributes energy, money or materials or goods as well as ideas. Ngepung village community is quite active in the implementation. Their participation takes the form of energy, funds, and thoughts or ideas.

#### 9. Utilitazion Stage

Participation at this stage means the involvement of a person at the stage of utilizing a project after the project has been completed. Community participation at this stage in the form of energy and money to operate and maintain the project that has been built. In its participation at this stage, the community is required to carry out the best possible maintenance of the programs that have been carried out. Utilization and maintenance can be seen from the benefits perceived by the community in this program. This is in accordance with the goals of PNPM MP itself, namely the community.

Public acceptance is demonstrated by awareness of the maintenance. The assistance program on Women's Savings and Loans (SPP) is also utilized by housewives in the Ngepung area to develop small businesses in groups. This shows that the PNPM program in Ngepung Village not only touched the physical but also community empowerment in this case were women. It also aims to develop and give awareness to women that they can help improve the economic life of their families. In accordance with what Sutoro Eko (2012) revealed that empowerment is a process of developing, independence, self-empowerment, strengthening the bargaining position of the grassroots of the suppressing forces in all fields and sectors of life.

### CONCLUSIONS AND SUGGESTIONS

In planning, the community has played an active role but has not been comprehensive to all communities. In the deliberation process, not all people took part in the meeting, planning is represented by the Head of the Hamlet, the Chairman of the RT and RW as well as community leaders. In active community planning in determining decisions, the purpose of a series of activities, as well as in determining the funds that also involve all elements of the community including community leaders.

Community participation in the implementation of the PNPM MP program in Ngepung Village was carried out by the community in a self-managed manner and facilitated by village officials and assisted by village facilitators who functioned as PNPM consultants. The implementation phase is carried out after the planning stage has been completed and there has been an activity allocation fund. In its implementation the community provides energy, money or materials or goods as well as ideas as a form of participation in the work. The people in Ngepung village are quite active in the implementation phase. The community contributes in terms of energy, funds, and thoughts or ideas.

Community participation in the utilization and maintenance can be seen from the benefits felt by the community in the development that has been carried out as well as improving the community's economy in physical form through paving and toilet as well as in empowerment in the form of Women's Savings and Loans (SPP). In terms of maintaining physical development, the community always has an initiative for damage.

### SUGGESTION

Ngepung Village community participation in the implementation of PNPM Mandiri in Rural activities is good. However, not all levels of society have participated, such as at the planning stage. Therefore, the village apparatus is expected to be more intensive in carrying out persuasive approaches and outreach to the community related to PNPM MP that will be running or will come.

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