

STUDY OF NATIONAL PROGRAM FOR COMMUNITY EMPOWERMENT IN RURAL AREAS (PNPM-MP) IN MAMUJU

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ABSTRACT: *This study aims to identify and explain the process of implementation of the National Program for Community Empowerment in Rural Areas (PNPM-MP) and analyze the institutional evaluation of PNPM-MP in Mamuju. This type of research is descriptive qualitative with +case study approach, through depth interview, observation and documentation. The results showed that the method of evaluation CIPP (context, input, process and product) with the concept of empowerment Seven-E (envision, educate, Eliminate, express, enthuse, equip, Evaluate) in the process of implementation of PNPM-MP emphasis is still on the technical aspects of economic, empowerment has not been charged. In the context of these types of programs is in conformity with the PTO, but insufficient input program, the emphasis is on the process of empowerment of infrastructure and capital loans SPP group, and program products as a result of self-sustainable community empowerment is not achieved optimally. To achieve maximum results empowerment, institutionally necessary application of the concept Seven-E in the PNPM-MP through education, advocacy and evaluation. Need to adjust the program to the sustainability of program evaluation into four elements CIPP charged empowering participatory government authority itself (bottom up) rather than by the central government (top down).*

Keywords: *Rural Community, Empowerment, Education, Advocacy, Evaluation*

1. INTRODUCTION

Poverty in Indonesia is the central issue in the development agenda. In Act of 1945 mandated that the state make efforts to enable people escaped poverty and unemployment despite the achievement of the Millennium Development Goals (MDGs) by 2015 under the Medium Term Development Plan (RPJMN 2010-2014) aimed at reducing poverty, but the effort to decrease the number of the poor running slow. The government's efforts to accelerate poverty reduction and employment expansion in 2007, has rolled out the National Program for Community Empowerment in Rural Areas, (PNPM-MP), which aims to increase community empowerment and self-reliance. The strategy was developed which makes the poor as a target group, strengthen participatory development systems, and develop institutional cooperation among villages (DG PMD 2008). The PNPM-MP is a continuation of the District Development Program (PPK) which has been judged to have succeeded and were able to reduce poverty. Some of the success of the PPK in the form of employment and income for poor folk groups, efficiency and effectiveness, and successfully fosters and community participation (DG PMD 2008). Increasing the participation of these programs through the stages of activities, namely: 1) Dissemination of information and introduce the program, 2) The participatory planning process at the hamlet, village and sub-district, 3) selection of projects at the district level, 4) Public implement their projects and 5) Accountability and reporting progress [3].

The success of community empowerment programs provide many benefits for the people of Indonesia, especially the development of infrastructure (such as roads, bridges, irrigation systems, schools, etc.), in some cases considered less efficient because there are some weaknesses in its implementation. A study conducted by the research team LP3ES (2007) showed indications of a tendency towards lack of success. Participation related to the policy and rural development in which the ordinary people who are directly involved in decision-making is very limited, elite group

dominates in the setting of a village. Then improving the welfare of poor people is felt only when there is construction activity. The program's objectives to improve the community institutions are not maximized.

Problems PNPM-MP in the research results Gunawan and Widodo et al, both in terms of management of the implementation, the readiness of the community, as well as the socialization process proves that the public does not have sufficient information about the program, because the program is still understood as aid pure, even though the program is a support program are loans that emphasizes empowerment [3]. The main concern at the beginning of the program before the run is in the process of socialization, because of constraints due to the implementation of the program socialization process is often carried out unilaterally. The weakness of the socialization process in the implementation of the program indicates that the evaluation of the program that has been done has not been charged empowerment (social engineering), but rather on the technical approach to the economy (physical infrastructure development). This will have an impact on the community program beneficiaries. Therefore, the evaluation of community empowerment (PNPM-MP) is expected to come to the information.

Opinion Sadish, *et al* [8] says that the program evaluation is needed to assess the extent of social programs to improve the welfare, how the social programs underway and how the program can be more effective. A program alone is not enough just in the process of implementing it, before their final evaluation or process resulting from the program. Evaluation covers the entire process than a program, and in this study focused on the assessment of the process of implementing a particular program evaluation of the PNPM-MP.

Based on economic indicator related with PNPM-MP, poverty overcome lately in Mamuju Regency. Poverty rate is 7.49 percent in 2011 to 5 percent in 2015. there is also distortions in implementation Program PNPM-MP [6].

Annual report program showed that several times misuse of funds revolving Saving and Loans for Women (SPP) and Productive Economic Enterprise (UEP) by the board Activity Management Unit (UPK) for private purpose [7]. This sometimes leads to distrust of the elite areas of direct contact with the program. As the area of the new province, Mamuju part of West Sulawesi province, effective government started functioning in 2006 as the separation of the province of South Sulawesi that are not yet ready to implement development programs normally. People's willingness to accept the program can be said to be less prepared for the decentralization process initiated through empowerment programs being developed at this time. This led to independence community empowerment program has not been reached.

Internally the implementation of PNPM-MP in Mamuju is contradictory to what was developed by the central government. Therefore, this study examines what exactly happened to the PNPM-MP in Mamuju, especially in the aspect of empowerment that are specifically defined in the problem statement, how institutional evaluations PNPM-MP in Mamuju.

2. EXPERIMENTAL DETILES

Poverty in Indonesia is the central issue in the development agenda. In Act of 1945 mandated that the state make efforts to enable people escaped poverty and unemployment despite the achievement of the Millennium Development Goals (MDGs) by 2015 under the Medium Term Development Plan (RPJMN 2010-2014) aimed at reducing poverty, but the effort to decrease the number of the poor running slow. The government's efforts to accelerate poverty reduction and employment expansion in 2007, has rolled out the National Program for Community Empowerment in Rural Areas, (PNPM-MP), which aims to increase community empowerment and self-reliance. The strategy was developed which makes the poor as a target group, strengthen participatory development systems, and develop institutional cooperation among villages [1].

The PNPM-MP is a continuation of the District Development Program (PPK) that has been judged to succeed and was able to reduce poverty. Some of the success of the PPK in the form of employment and income for poor folk groups, efficiency and effectiveness, and successfully fosters and community participation [1]. Increasing the participation of these programs through the stages of activities, namely: 1) Dissemination of information and introduce the program, 2) The participatory planning process at the hamlet, village and sub-district, 3) selection of projects at the district level, 4) Public implement their projects and 5) Accountability and reporting progress [3].

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development in which the ordinary people who are directly involved in decision-making is very limited, elite group dominates in the setting of a village. Then improving the welfare of poor people is felt only when there is construction activity. The program's objectives to improve the community institutions are not maximized.

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aspect of empowerment that are specifically defined in the problem statement, how institutional evaluations PNPM-MP in Mamuju.

3. RESULTS AND DISCUSSION

Policy PNPM-MP is a breakthrough government to reduce poverty through community empowerment. One target is Mamuju district that has a population of very heterogeneous, there are all kinds of tribes in Indonesia. Practical problems of poverty and unemployment are a major concern. Based on the goals, objectives and strategies developed to complete the stages of empowerment, and the achievement of self-reliance that is sustainable, then the focus of the study examined the dimensions of public administration through the evaluation model CIPP (Context, Input, Process, Product) developed by Stufflebeam [11], combined with the concept of empowerment by Stewart [9] where an organization needs to consider the dimensions of Seven-E are elaborated into an independent rural community development programs namely, Envision, Educate, Eliminate, Express, Enthuse, Equip and Evaluate. Then the PNPM-MP assessed the implications of research findings.

1. Context Dimension

Facts on the ground indicate that in formulating the program objectives, the context of community empowerment has been a process of consultation with the program managers. Development activities in the form of physical infrastructure and lending business models for women (SPP) proposed by the community, starting from the village in the Hamlet Consultative Forum (Musdus), Special Meetings of Women (MKP) and Village Deliberation (Musdes). Proposed activities pursued in accordance with the needs of society as part of the program, however, sometimes not all of the proposals can be met by the program.

Context of education and training as community capacity building is given only in building the infrastructure and lending, while the education and training that leads to community empowerment has not been implemented. Indirectly, education and training already benefit the perpetrators of the village following the various meetings at the village and hamlet level, for the wider community education indirectly when following the development of infrastructure in work together, give self-help, building self-management, and accountability meetings, nor about the business development in the capital loans for women.

In the context of the solution to overcome the problem, there is still a bottleneck, especially in terms of venture capital loans are more interested in the business group productive than non-productive or Poor Households (RTM), whereas the main target of the program is RTM. The reason is that the repayment of the loan capital from the productive group has a greater potential than the RTM is non-productive because of doubt about his ability. Another obstacle is the length of the realization of the program started the process of socialization, the loan application and the proposed construction of physical infrastructure with the disbursement of funds for the implementation of infrastructure development and lending capital. Due to delays in the disbursement of funds in October, which is the beginning of the rainy season, will

disrupt the development process and lower the quality. To overcome this, the involved public figures who have influence in the village.

Context socialization program has shown good results, it is seen as the implementation of Inter-Village Meetings (MAD) in which the involvement of the Village Head, Agency Consultative Village (BPD), vice RTM, representatives of women's groups, school committee members, nongovernmental organizations, community organizations, members of other societies is quite intensive. Mentoring or facilitators in the context of the PNPM-MP series of activities are expected to guide the program with proposals, suggestions and concrete advice and realistic, but in reality they rarely do mentoring RTM or SPP. Occur face to face with the companion only at the time of payment, loan installment billing, group formation, and implementation of infrastructure development. Special assistance such as social development (empowerment) and guidance to the group effort is rarely done by the facilitator.

Resources or equipment supporting the program have been provided, but not sufficient. This is evidenced by the existence of inter-village competition forum to get the project. There is competence between the village in an Inter-Village Meetings Forum Second (MAD II) in the District. The village is getting high marks will be awarded the project. Implementation of development programs in the context of the evaluation only at the level of infrastructure development and capital loans. Specific evaluation for empowerment is not done, monitoring and evaluation is more emphasis on infrastructure development activities and working capital loans to groups of women (SPP). Evaluation should be done at all stages of the program, ranging from inter-village meetings First (MAD I), the manufacture of the proposal, implementation, up to the handover of the budget. Public perception that evaluation has not been done optimally.

2. Input Dimension

Activity input in community development programs for the purpose of the program seem more preferably at building the infrastructure and capital development effort, the program objectives in the form of empowerment and self-reliance in trying less reserved. Rural development is carried out largely in the form of the development of road infrastructure to facilitate the production of goods from outside the entrance to the village, instead of developing new economic centers in the country that can create jobs to improve the welfare of the community. Input program resources in the form of sufficient funds existing needs, particularly for infrastructure and venture capital. There are still many untapped RTM program so contradictory with the aim of accelerating the improvement of the welfare program.

Educational inputs to educational materials and training provided to the target group has not been reached, the material provided they give priority to the perpetrators of the village according to the task each with village actors expected to be able to perform the task well, so that the program objectives can be achieved. Input solutions are not completely resolved, because there are many development plans are not funded and there are still many citizens who have not got the main program services RTM. Efforts through

the barriers of limited resources have been made through fund-governmental organizations, the application of the principle of self-management, mobilizing savings in the group of women (SPP), but the proposal of people still fail.

Socialization Input into activities MAD I, Musdes I, and the determination of the proposal in the form of lectures and discussions. The information is conveyed about the PNPM-MP, procedures and program budget ceiling by the District Facilitator (FK) and Activity Management Unit (UPK) at the District Office. Participants attended by actors, village leaders, village heads, village and Generation Community Empowerment (KPMO). As for dissemination to the public is done in Musdes I, after MAD I at the village office and was attended by community leaders, the chairman of the Neighborhood (RT), the chairman of the citizens Association (RW) and the village head. Socialization material delivered from MAD I was about the validity Musdes and formation of village cadres.

Awareness programs because of lack of resources have been carried out but are still limited to a proposal to the district and encourages non-governmental. There are still many proposals made public has not been met by the program. Attempts to provoke governmental organizations in the form of rock material, sand, labor, woodworking equipment, money or land and encourage women's groups to save money in the group's or UPK. To increase the capital stock has been recommended to save money, but in fact less walk. The capital constraints become a bottleneck, because the program expects that the community can develop its business by providing venture capital, but not meeting the demand of society.

Resources needed for the fulfillment of input shortages in the construction of infrastructure comes from pure self communities are still limited in number. As a supporter of the infrastructure from the public is not able to anticipate the needs of the community. The involvement of the private sector to provide assistance programs is also not materialized. Without the main resource of the program, program activities PNPM-MP will not run because of infrastructure development and capital loan is dependent on the program PNPM-MP. The nature of this dependence hampers the achievement of the development of community empowerment.

Input program evaluation for the improvement program corresponding observations in the field have not been up done by UPK and by society, because the ceiling of funds and assistance per sub-district has been set from the center. Evaluation was supposed to be able to make an assessment and improvement for the next year is not considered. Another case evaluation in terms of utilization, indirect supervision of socialization mentioned that when the ceiling and designation.

3. Process Dimension

The process is carried out for the achievement of objectives of the program is still in the order of dialogic. Without realizing all program managers that the process will lead to the achievement of outputs, not the benefits of the program or person. This happens because the program implementers from village to provincial set by the center. Therefore,

implementing the program on the principle that if duties are in accordance with the Technical Instructions Operations (PTO) or not, if it is in conformity with the PTO, the program has been considered successful. They were not aware that PNPM-MP is not a community empowerment program infrastructure development programs.

Educational processes that occur within each program activity PNPM-MP has been done, especially in the context of infrastructure development and not for the coaching community. Training of village cadres (TPK and KPMO) timed by the District UPK after all communities conducted village meetings I. One-day training at the district office with participants each village 2 KPMO. The training materials include the concept of PNPM-MP, roles and tasks KPMO, community meeting facilitation techniques, administration and reporting, preparation of work plans, mapping RTM hamlet basis, the pattern of monitoring and evaluation.

The process of solution of problems in the implementation of the program in principle be resolved. Observations in the field that the process of implementation of control programs to the long wait disbursement of funds and changes in material prices. At the time of the budget already approved the price increase. If reducing the volume of materials, building targets are not achieved. To avoid a reduction in the volume of the building, doing drop in the quality of sand that costs more, so the quality of iron and cement can still be maintained.

The process of socialization, especially to the perpetrators, officials and public figures has been implemented as PTO, but not all of the people attending. Therefore, not all people know the process of PNPM-MP in detail. The principle of self-management and the transparency of development does not hinder the process of spreading out to the community, the more widely known to the public will benefit the program.

Awareness of the importance of the activities already undertaken by program managers, but not optimally. The process of awakening occurs only at the planning stage (MAD I and Musdes I). Supposedly awareness of the importance of the activities carried out in all the activities of the program, starting from the carrying value of non-up to the implementation of transparency and public accountability in the Form of Reports Accountability (LPJ) and Village Meeting for Transition (MDST) by the Project Management Team (TPK).

The process of provisioning of resources with regard to the sustainability of the program that seems to be a constraint on the level of beneficiaries. Participation expected through self controlled by the ability of the local economy, because the formerly isolated areas of South Sulawesi province and transmigration land clearing, where resources are prepared program is not enough to meet the needs of society.

The evaluation process as a program performance assessment on the implementation of the concept level corresponding PTO has been conducted regularly and periodically, both program managers and independent parties such as NGOs, universities, research institutions and so forth. The evaluation is carried out systematically, objectively and transparency based on the reports, monitoring reports and complaints from various parties. Conditions in the field indicate that

evaluation is conducted on the results of the implementation of infrastructure development, rather than on the process. In various evaluation reports there is no record of the fault or shortcoming of the process, only a report on the implementation of the development of the state capital loans management.

3. Product Dimension

Based on the situation on the ground, the product program to achieve the goal of empowering small portion has reached the target despite the resulting product is still a physical building of infrastructure and the improvement of women's business group members. At the time of the implementation of infrastructure development has created new jobs, but has not been sustained, and is still in the short term. Education and training provided by the program on SPP and RTM are generally expressed not enough. Education and training on business development they acquired as the indirect effect of the program, because they have received assistance capital loans are to be returned on time. Therefore, there is no other choice they should be able and skilled in carrying out a business loan installments so smoothly and is not jammed.

The end product program to find solutions to problems in general has not been done well. Because in addition to the product end of the program has not been reached, still found the presence of various obstacles. Sometimes the obstacle course both technical and psychological communities associated with caring for a sense of ownership of the program, the structure of regional capacity is significantly increased and social welfare increased adequately and sustainably, while resources (funds), tutoring, mentoring, consulting and support personnel people still felt limited. Socialization product delivered to the community, especially in the form of building physical infrastructure and venture capital for women (SPP) is still intermediate products (output). Submission of the concept of a program is formally only when MAD I at the district office, as deliberation villages and hamlets. Ordinary people only get information about the Rural Self Empowerment Program (PNPM-MP) is indirect and informal means, such as when you're giving self-help in the construction of infrastructure and when between people are being met in various occasions.

Product awareness program is an important part in the development community that includes a series of activities to raise awareness of the independence of the community such as mapping potential resource utilization, monitoring, and maintenance of the results that have been achieved. In the field observations it appears that awareness for the product is still at the level of intermediate products (physical infrastructure) and not the ultimate goal of the program. Awareness is done only in accordance PTO phase of the program, namely the various meetings in the planning, preparation, implementation, accountability reports, fiber thanks to maintenance. Product program of the availability of resources (funding, facilitators, guidance, etc.) based on field observations indicate that there is still very limited, because the end products or the benefits of the program has not been achieved to the fullest and resources provided insufficient public. The products are expected to be achieved primarily program in the form of physical infrastructure and the rate of

repayment of the Savings and Loans for Women (SPP). The target is already in accordance with the PTO, while the product of the empowerment process less attention because it is not explicitly described in the PTO.

Evaluation program aims to assess implementation performance benefits, the impact on the sustainability of activities undertaken within the framework of PNPM-MP against the goals and objectives that have been set. Program evaluation activities carried out routinely and periodically by the program manager and independent parties such as NGOs, universities and so on. Based on field observations, the evaluation program for the product is not yet up to do, the product evaluation program is project-oriented and sustainable community development program as a whole has not felt the program. Project orientation program indicates that the final product is getting short of expectations.

4. CONCLUSION

PNPM-MP in Mamuju in the dimension of context, input, process and product has not been achieved because of the context of empowerment still put forward the concept of top-down according PTO from the center, while giving people the chance in the implementation of bottom-up have not been accommodated. Input insufficient empowerment of communities such as venture capital, guidance and mentoring personnel. The process of empowerment is still focused on the development of physical infrastructure and the provision of appropriate capital loans PTO, than the process of empowerment to achieve the independence of the community, such as education / training intensively for the community and the program actor.

Achievement of such products output empowerment programs such as physical infrastructure and services for the capital loan relative SPP has been reached, but the program outcomes include increased welfare of the poor in a sustainable, sustainable physical development and employment of RTM for the long term has not been reached.

To achieve the program objectives to the maximum, the development of models through the evaluation of CIPP in dimension Seven-E, in the implementation of the program, conducted with the technical approach economically and technically social (empowerment) in a planned manner agreed upon between the program managers and the public from the beginning (planning, implementation, preservation). The successful implementation of PNPM-MP to pay attention to social situations that are determined by social capital and traditional wisdom society. Besides mentoring as awareness to the main target group of the program needs to be provided, prepared special assistants have adequate capacity for the tasks in the program.

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