Evaluation Of Community Empowerment policy In PNPM Mandiri Kp Programs At Southeast Maluku Regency

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ABSTRACT

The research is motivated by a variety of community development programs that have not been optimized, including PNPM Mandiri KP. Accordingly, this study aims to determine and analysis the meaning of empowerment, participation and responses of empowerment, the impact of empowerment PNPM program and also to evaluate empowerment through PNPM program in Southeast Maluku Regency. This study was conducted in Kei KecilRegency of Southeast Maluku Regency. Data collected through observation, interviews and documentation. The data were analyzed by the technique of triangulation.

The results showed that there is a difference meaning among the empowerment actors based on the evaluation of community empowerment PNPM program. The difference resulted in programs and approaches of each actors empowerment are different. The difference of approach and program causing the level of participation of the target group are also different. The impact of PNPM program on community empowerment is not significant either in increasing productivity, farmers’ income and community economic empowerment. Moreover, the evaluation of empowerment showed average overall criteria is not good. It is recommended to make the role agreement for each actor’s empowerment.

Keywords: Evaluation, Community Empowerment Policy

INTRODUCTION

Poverty is an interest phenomenon and development issues to be studied. It is closely related to the issues of economic development and is a complex issue. Poverty has a variety of dimensions and caused by various reasons. According to Munker (2001:46), the causes of poverty is lack of education, inadequate access to resources, the inability to fulfill the basic needs, feelings of isolation, ignorance, passive suffering means loss in the sense of living in a broken environment. Chambers (in Tjokrowinoto, 2001: 122-123) says that the low survival rate is often used as a gauge of poverty in essence only a chain of a number of factors that embody poverty syndrome.

Some studies say that the less optimal empowerment program, due to the inappropriate approach used by the of actors empowerment (change agent).Ullah and Routray(2007) conducted a study on the situation of poverty and the efforts of poverty reduction undertaken by NGOs in Bangladesh. Ullah and Routray said that poverty was widespread in Bangladesh, although aid has rolled out of the government, NGOs and other donors. Although NGOs have claimed the success of their program in order to the welfare of society economically, but the study results are directly contrary to the claims of NGOs, even NGO interventions have a bad impact for the society in the form of a gap between their goals and achievements. The research results of Janssens (2010) suggests that the empowerment program involving the community has a positive externality to the wider community. May(2008) found that the United Stated government has begun to implement the model of fisheries "co-management" by the involvement of stakeholders for the management of fisheries. The important Stakeholders is the participation of local fishermen and communities fundamental thing in order to achieve the efficiency and effectiveness of national fisheries regulations sustainability. This model is suitable for improving fisheries productivity. Many obstacles faced in the form of inadequate infrastructure, limited venture capital, and marine and coastal condition itself (Irawati, 2005). Another factor is the culture of
Indonesian people are difficult to change namely from the agrarian to the maritime cultures (Ralahalu, 2007).

Based on the data from the Central Statistics Agency (BPS) Southeast Maluku in 2008, there were 56,423 poor households in Southeast Maluku District, which is mostly located in coastal areas. The percentage of poverty rate is the highest where the Southeast Maluku Regency known as the potential regency in fishery in Indonesia, which has the fishery potential of 248,400 tons/year. This indicates that the development program is not implemented well.

Since in 2009, the Ministry of Maritime and Fisheries Affairs formulated the National Program for Community Empowerment (PNPM) of Mandiri Marine and Fisheries (MKP) through Decree of the Minister of Marine and Fisheries Affairs No. Kep.36/MEN/SJ/2009, about the Technical Guidance for National Program for Community Empowerment of Mandiri Marine and Fisheries. The achievement of the goal is still far from the expectation. Fishing communities who should prosper caused by the big natural potential resources, it is still lagging behind compared to other community groups. It shows that the policy has not been implemented well.

This program needs to be evaluated. The urgency of this kind of evaluation is in line with the view of Nugroho (2009:535) says that the basic purpose of the evaluation is to find out how big the gap between achievement and expectations of a public policy, differences interception between the actors and community about the empowerment, and to evaluate the existing range of parameters, there are some parameters can be used such as suggested by Dunn (2000: 610) namely the effectiveness, efficiency, adequacy, alignment, responsiveness and accuracy.

This study has some similarities and differences with previous studies. The similarities can be seen from the research aims which is to find out the whole process of empowerment in various aspect. However, there are some special specifications distinguish in this study. The result of PNPM MKP should be evaluated in the form of community response or goals and impact. Accordingly, the aim of this study was to determine the meaning and purpose of PNPM MKP empowerment, to know the participation and community feedback, to determine the impact of the program and the effectiveness, efficiency, adequacy, alignment, responsiveness and accuracy of the PNPM program in Southeast Maluku regency.

To achieve the objectives of this study, a review of the theory and expert opinion were done. According to Todaro (1997), economic development is an important component in the development. While Hardiman and Midgley (1995) said that the model of social development emphasizes the importance of poverty reduction through empowerment of marginalized groups, namely improving standards of living that are less sustainable economic ability. The purpose is achieved through the development of potential (community productivity) which have low economically as a labor asset and provide social services. On the other aspect, Conyers (1992) said that there are three main characteristics of social development, namely the provision of social services, defense of human values and community empowerment. Nugroho (2009: 2) the valuation of policy is one of the functions in the study of policies that aim to detect the level of success in achieving goals that have been formulated and implemented in the past. And also Dunn (2000: 610) said that proposed six types of criteria that can be used in the evaluation of policy namely effectiveness, efficiency, adequacy, alignment, responsiveness, and accuracy. Parsons (2008: 79-80) formulates stage of policy evaluation in the form of problem, problem definition, identification of response/alternative solutions, evaluate options, selection of policy options, implementation, evaluation and the stage further back to the problems and so on.

According to Mutofin (2010: 70) that the four steps that should be performed in an evaluation is choosing the eligibility criteria, determining the performance standards, collecting all performance and evaluation data basis on criteria related to standard. Since Overwhel (2008) stated that based on theory, target group consists of three segments, namely: a) Target group knows what have to be done in order to improve the situation, b) The target group is the subject of the “culture of poverty”, and c) Target groups are not even aware that they are poor. The opinions of that is relevant with the theory advanced by Kotler stated that “market segment consists of a group of customers who
have the same set of desires” (Kotler, 2005; 134).”. Ife (1995; 102)” argued that "empowerment refers to the word "empowerment," which means giving power, giving "power" to those who are less powerful." Any potential possessed by the less powerful parties were grown, activated, and developed so that they have the power to establish themselves. The work done by people are not perfectly better than the perfect work done by the government” (Baal, 1953, in Poli, 2010, 6).

Based on those concepts, the communities empowerment stated by Kartasasmita (1996) should follow this approach: First, the efforts should be directed (target). Sulistiyanii(2004) explained that the objectives of the communities empowerment are forming independent community and individual. Sumodiningrat (2000; 19) explains that "empowerment is not forever, but just to achieve the target of communities are able to be independent, and then released to be independent, even still monitored so those were not falling again”. Craig and May 1995 (in Hikmat, 2001; 3) states that "the participation is an important component in generating self-reliance and empowerment process.

RESEARCH METHODS

The research was carried out in coastal area of Kei Kecil Subdistrict, Southeast Maluku Regency, Maluku province. The policy of PNPM Mandiri KP resulted the PNPM program. The program has a meaning and purpose. In implementing the program required the participation of the community. The expected results of the program implementation is an impact on community empowerment and self-reliance by target groups. This of course should be evaluated in order to achieve the program goals.

The approach used is qualitative approach. The focus of this study is the evaluation of empowerment policy in the PNPM Mandiri KP program. Meanwhile, data collection techniques used was the observation, interview and documentation. Analysis of the data presented descriptively. The technique used is the input and output performance models. In the first stages is performed data reduction. The similar data are grouped thematically then analyzed the relationships of these data. Furthermore, analysis of the impact, effectiveness, efficiency, adequacy, equity, responsiveness and accuracy of the program were done.

Research Results and Discussions

The program of PNPM Mandiri KP aims to improve the welfare and employment opportunities for the marine and fisheries poor people. Meanwhile, the target of PNPM Mandiri KP program is the marine and fisheries communities, namely all people who live inland outside the coastal areas and have activities in the field of fisheries and marine. Cooperative and NGO programs have higher workers intensity than the PNPM program in solving the problem. PNPM program does not have escort officers if any problems obtained. Meanwhile, the cooperative and NGO programs there are supervisor for the cooperative program and escort officers for NGO program.

For the program of empowerment through the PNPM, most of the respondents give value are not possible or impossible. Meanwhile, for cooperatives and NGO program, most of the respondents answer possible. This is indicating that empowerment programs made by cooperatives and NGOs are better than empowerment programs made by the government through PNPM.

Based on the answers given by the informant’s showed that the response and participation of the target group toward the program and the implementation of empowerment program in each government agent are different. The participation of Community tends to be higher in programs made by cooperatives and NGOs than PNPM program.

The participation of community tends to be higher in the programs made by cooperatives and NGOs. Meanwhile, the participation of community in made by government in the form of PNPM program tend to be lower. The cooperative program use more funds obtained from the community compared with the PNPM and NGOs programs. The economic empowerment for coastal communities’ basis on the people group that will receive funds from Productive Economic Funds (DEP). The group was consisting of communities who have low economies, and will form a self-managed enterprise.

Basically, the essence of empowerment is a process will be increased the welfare in the long time. In a business, welfare is determined by the revenue earned through various activities in the
The statement relevant to the concept of Friedman (2002:70-71) that the greater the revenue means greater spending which also means more variety spending could be done including goods and services. Thus, the greater income founded from a business, ownership of goods and services will be more indicators of prosperity and well-being.

**Impact of PNPM**

The impact of PNPM program for the receiving communities generally have already given a change for the community. Although from the other side that aid has not been inaccordance with regional conditions and community expectations in the outline assistance program. The quantity to communities catching fishing around the coastal area and the communities who revive aid have enjoyed their work and generally are very happy. The impact of PNPM program in the form of increasing productivity of fishing communities, income and economic empowerment were categorized less good. It is based on the achievement of each program on the target based on qualitative data showed unsatisfactory. Meanwhile, in the economic empowerment program of the PNPM program based on qualitative data showed good results, although not separate completely to the all members in the marine community.

The economic empowerment of coastal communities in the Kei Kecil subdistrict is giving impact for the household income. Although the income is not so high but it also has any influence significantly. Therefore, less household assets increased, expenditure on children's education less increase so the children education funding should be sought from another income source. Similarly, household resilience to economic shocks less increased. It is characterized by frequent family beneficiaries owe to others to fulfill their daily needs and to be paid later when the income earned especially at harvest time.

Based on the results of research related to the business user groups in the Kei Kecil regency showed that results of the implementation of the PNPM program less benefit in the business level. The low income is causing for not increase assets in order to expand their business scale as the increase and revenue diversification efforts in business level. Low income resulted in a lack of group ability in dealing with labor continuously toward unsold-catch results at harvest time, which is caused a loss to the business group. Low income is a cause for the lack of ability to open other business in order to increase the income form the business managed. Everything on the last turn have a significant impact for the low welfare to the member of users.

Lengbein (2002:178) says that poverty has many dimensions. One of them is the economic dimension that appears in the form of low income so that it can be fulfill their needs up to the extent feasible. All leads to asset dimension characterized by low ownership as their capital equipment such as labor utilities, capital and so on. All of these will lead to the lower welfare. Furthermore, Lengbein said that the impact of a program at the community level can be measured from: 1) absorption of labor outside of the program participants, 2) the presence of other businesses from the surrounding community.

In this connection many other job occupied by coastal communities in relation to fishing in Kei Kecil Sub district is trading on a small scale fish. They buy fish from the fishermen and then sell them to nearby villages or elsewhere. They are normally women. Thus, a successful business user groups can provide employment opportunities to others. Besides, there are also members of the public who buy certain types of fish from the fishermen to be processed into salted fish. Therefore, the increase fishing effort will trigger another business of the surrounding community. But in reality, the empowerment of KMP in Kei Kecil Subdistrict has not been able to absorb other labor force aside the program participants, besides other business form the surrounding community (non-target). Thus the PNPM program is not fully useful to the local community in order to improve their welfare.

In the context of community empowerment program in Southeast Maluku district, there is a program of empowerment by regional government regency and empowerment program of PNPM Mandiri KP by the Ministry of Maritime and Fisheries Affairs. The empowerment programs by regional government of Southeast Maluku regency consist of three programs, such as: 1) The acceleration of rural development have not managed to fit what they want, it is caused by the
suggestions of communities are often ignored the by the regional government. The change of program implementation in real programs sometimes are used for comparative studies and others, 2) empowerment of small business, indicating that the loan refund only occurs in the community "Land" (fishing, twigs and leaf) not for the people group in "Sea" (Roots and fish), 3) The program of providing education subsidy is also considered unsuccessful because only burdensome school side. This is because education subsidies not reaching the root of the real issues, such as improving the teachers' competence, quality, curriculum and others.

The criteria of effectiveness are one of the six criteria of policy evaluation proposed by Dunn (2000). Criteria of effectiveness is measured by comparing between the target and the realization of each coastal community empowerment program of PNPN (Mandiri KP). In the context of community empowerment program in Southeast Maluku regency as described in the previous chapter that there is a program of empowerment implement theregional government regency and empowerment program of PNPM Mandiri KP done by the Ministry of Maritime and Fisheries Affairs. The empowerment programs done by the regional government of Southeast Nialuku regency consisted of three programs, namely: 1) the acceleration of rural development have not successful yet as wanted, it is because the suggestions from the community are often ignored by the regional government. The implementation of the program concerning the communities programs always be changed by the regional government to the comparative studies and other activities, 2) the empowerment of small business indicating that the refund of find only occurs in the community "Land" (fishing, twigs and leaf) not to the group of people in "Sea" (Roots and fish), 3) the program of providing education subsidy is also considered unsuccessful because it makes difficult for school side. This is caused by education subsidies not reaching the basic real issues, such as improving the competence of teachers, curriculum quality and others.

PNPM program linked from the analysis of the impact of the PNPM program to improve the productivity of fishing communities, program income and economic empowerment programs can be concluded that the programs as a whole are not well classified. Conclusions are based on the achievement of each program on the target based on qualitative data showed unsatisfactory. But in the economic empowerment program of the PNPM program of qualitative data showed good results, but not completely evenly into groups that exist in the marine community.

Criteria efficiency is measured by comparing the budget plan with appropriate budget realization considering qualitative data from informants. In this way, the efficiency of the implementation of the empowerment program PNPM Mandiri-KP in Southeast Maluku regency as a whole is not considered good.

The conclusion is based on the consideration that for each fishing community empowerment programs both local government program and estuary(PNPM) achievement of its target are qualitatively based on data informant did not reach 100%. The evidence suggests that the PNPM program is a waste of government funds program, because the conditions of fishing communities still apprehensive after PNPM program. One example that surfaced in fishing communities are still poor access to credit and savings services so that people have to deal with the owners of capital is relatively high interest rates.

Adequacy criteria emphasize the results or targets are achieved to solve the substance of the empowerment of the poor through PNPM program. These criteria can be measured by the achievement of program objectives related to changes in conditions and their impact on the poor situation of the target program.

Using the above logic, and look at the developments that have lasted 6 (six) program targets the informants of this study, it is the sixth program not classified in terms of adequacy of these criteria. But among targeted development program currently in PNPM assessed adequacy criteria. It is based on the consideration that the program is indeed informant met in terms of achievement of the PNPM program but have not completed of poverty in terms of income.

Criteria alignment was assessed by cutting the distribution of costs and benefits to groups of poor people who should be targeted program. This criterion is measured by comparing the poor people who are touched by the PNPM program with the overall empowerment of poor people convening in
The meaning of empowerment by the government is to make people want to prosper, the absolute and relative size, so there is a mutually beneficial relationship between communities and cooperatives. While the meaning of empowerment by NGOs is to encourage people to live independently, with the aim to improve measures of physical and non-physical in public life. The meaning of empowerment is a cooperative effort by improving the welfare of people who want to prosper, the absolute and relative size, so there is a mutually beneficial relationship between communities and cooperatives. While the meaning of empowerment by NGOs is an attempt to improve the community to know and meet the real needs, and the ability of people with their own businesses, through economic indicators, social and cultural rights.

The difference in point of view of empowerment resulted in the implementation of the PNPM program. Three actors empowerment does not synergize well, due to both the empowerment approach is reflected in the program concentrated on the physical program with the macro approach. Cooperatives must do a combination of physical and non-physical program with the macro and micro approaches. On the other hand NGOs conduct mentoring and counseling (non-physical with micro approach).

The difference in the point of view of empowerment of the people the PNPM program only occur between the three actors empowerment but also between actors empowerment and target group. Even the different points of view about the empowerment of the PNPM occur among the target group. Target group "fishing" mentions the meaning of empowerment. PNPM is fair and equitable relief that may be beneficial and, coupled with the public participation opportunities. The main motivation is to live more comfortably. The meaning of empowerment PNPM according to the target group "fish" is giving the opportunity to live without depending on others.

Different angles between the change agent to the target group resulted in the participation rate target group for community empowerment programs that do change agent is also different. Community participation in the PNPM program that the government is at the level of consultation (consultation). Levels of community participation in the PNPM program conducted cooperative is at the level of collaboration (collaboration). While the level of community participation in the mentoring and counseling programs by NGOs has been in the position of co-learning. This means that NGOs are change agents who obtained the highest participation of the target group. The next sequence was cooperative, and the last is the government. This condition is due to NGOs to establish programs and approaches appropriate for each group of the target group. So it is not strange that in the target group "fish" was, NGOs obtain high participation. Unlike the government is too focused on physical program with the macro approach, so only obtain low participation compared to the other two change agents.

The level of participation of different target groups, reflecting the acceptance of the target group for community empowerment programs conducted by the change agent. The higher participation of the target group, the higher the level of community acceptance of program that do change agent. High acceptance level of the target group that makes the probability of success of
community empowerment programs become larger. Cycle between the meaning of empowerment to the target group, which reflects the cluster community, empowerment, empowerment approach, and the participation of the target group will continue. The goal is to achieve a situation where the level of participation of the target group are at the highest level, that collective action can be executed. That is, the disclosure of the meaning of empowerment (mind mapping) either by change agents and target groups to establish programs and the right approach, should be continued and will never end. The impact of empowerment PNPM program in increasing the productivity of farmers havenot been able to positively impact the community in meeting their basic needs. Similarly, farmers’ incomes have improved, but not evenly distributed through the Southeast Malukuregency.

Based on the above conclusion, the few things that can be suggested in this study are follows:

1. PNPM Mandiri KP empowerment program of the government of Southeast Malukuregency wasthe key figure among the change agents have the opportunity to cooperatives, NGOs and other stakeholders to integrate the PNPM programs. This means that should the deal change the role of each agent so that the empowerment program PNPM can run more organized and integrated.

2. PNPM empowerment programs need to integrate the values prevailing in society by strengthening the economic institutions that had grown in the community.

3. PNPM empowerment programs should be implemented in a more consistent, especially in the determination of the target group. The program should be more evenly distributed in all layers of society in accordance with the classification of society or entity. While the empowerment approach is more geared to microapproach and early stage to consolidate the target of communities.

4. Need for Fisheries and Maritime Affairs or the relevant agency to provide administrative and technical training to the user community fisheries (KMP), and in charge of the operational programs can perform optimally control of all components involved in the implementation of the PNPM program and follow up quickly every reports coming from the development of business activities KMP.

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