

# THE IMPLEMENTATION OF NATIONAL PROGRAM FOR URBAN SELF COMMUNITY EMPOWERMENT IN KENDARI CITY OF SOUTH SULAWESI PROVINCE

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**Abstract :** *The research aims to analyze and describe the (1) the forms of implementation of PNMP-MP in Kendari, (2) the responsiveness of the government toward the implementation of PNMP-MP in Kendari, (3) the level of public acceptability for the Implementation of PNMP-MP in Kendari, and (4) supporting and inhibiting factors in the Implementation of PNMP-MP in Kendari. The method used in this study is a qualitative approach. A procedure that emphasizes research on the characteristics of natural background as a research instrument, the focus of research produces descriptive data in the form of the written and spoken word and analyzed inductively. The research results showed (1) the forms of implementation of PNMP-MP Kendari tridaya is manifested in the form of social, economic activity and environmental activities as well as the techniques of facilitation by facilitators. (2) Responsiveness Kendari city government towards implementation PNMP-MP in Kendari quite well expressed in terms of the attitude of government officials Kendari city, the level of concern and support personnel Kendari city government officials (3) The level of public acceptance of the Implementation PNMP-MP in Kendari enough both are realized in the form of attitudes, knowledge, understanding, participation and support of the community, (4) the factors that support and hinder the implementation PNMP-MP in Kendari is communication, resource factors, attitudes and apparatus implementing bureaucratic structure.*

**Keyword:** Implementation forms, Responsiveness, Acceptance by the community, Supporting factors and the factors inhibiting the implementation.

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## I. INTRODUCTION

The system of participative development is a new direction of development which contains the strategy to combain between growth and equity. The new direction of development embodied in the form of (1) the effort of building siding embodied in the form of an attempt to side with the weak and empowerment,(2) strengthening the autonomy and decentralization, (3) modernization by sharpening towards the socio-economic structure of society.

In relation to the community empowerment, the issues that should be overcome by the government is a public issue namely value, needs or opportunities which is not realized, although the problem can be identified but it is only possible to be achieved through public action

namely through public policy (Dunn in Nugroho, 2003:58). The characteristics of public issues must be overcome whether interdependence (dependence) or dynamic, so that solving the problem requires a holistic approach, namely the approach which sees the problem as a whole activity that cannot be separated or measured separately from other factors.

The community empowerment is closely related to the three fundamental rights, namely local wisdom, institutions and individuals. The three components must be mutually supportive and complementary. If any one of the three is crippled the empowerment will not be realized. The purpose of the community development is building self-reliant community individuals by

approaching and strengthening of the group, and also cannot be separated from the social setting of the community that will be empowered.

In this connection, the result of identification for the implementation of National Program for Urban Self Community Empowerment (PNPM-MP) in Kendari city regarding the social aspects, economic and environmental as well as technical assistance have done by facilitators still faces some problems in its implementation. Those issues include the dynamics of socio-economic and the community environment in various areas in Kendari city which produce variations and characteristics of different societies. On one side produces a fatalistic society (resigned to fate), on the other produces the high fighting spirit. The conditions seem negligible and have not been accommodated in the implementation of PNPM-MP.

The variations and characteristics of the different societies implies to the implementation of PNPM-MP in the field. In contrast to the certain other public character, PNPM-MP is regarded as providing dependency. The budget allocation for development which including infrastructure, economic and social as being the requirements of program between the central and the local governments in the form of Regional Fund for Joint Affairs (DDUB) are not fully allocated by the Government of Kendari city. The amount of public funds allocated to the BLM was different among the villages. This condition is indirectly confirmed the existence of the characteristics which have not run the beneficiaries.

The generalization of this condition become as one cause of the problems in the implementation of PNPM-MP in Kendari city. The other problem found in the field is the intervention of rural government in the establishment of institutional villages Agency Community Self-reliance (BKM/MFI) still high. The village government forced people to be entrusted to the stewardship of BKM. The revolving funds are channeled through Self-Help Groups (SHGs) have failed, because the SHG members are not able to repay the money with a variety of reasons. The realization of the construction of basic infrastructure such as housing is not achieving the target.

There are still many communities more deserving get repair housing, lack of understanding and knowledge about PNPM-MP was low because some people do not understand and know what is meant by PNPM-MP itself. Most people do not know the forms of PNPM-MP. The personnel management of BKM/MFI at the village level are still not optimal yet, meanwhile the implementation of PNPM-MP which is more directed to the poverty alleviation cannot be postponed. Some of the

conditions outlined above will certainly have an impact on the implementation of PNPM-MP in Kendari, so it is necessary to make a research concerning the implementation of the National Program for Urban Community Empowerment (PNPM-MP) in Kendari City, Southeast Sulawesi Province.

Nowadays it is not easy to give a definition "public administration". There are three principal reasons, namely: First, because so many definitions of public administration. Even The Liang Gie (1981), an expert in public administration in Indonesia in the 1970s managed inventory for 45 definition of public administration. The complexity is more inclining because the term is derived from English, namely public administration is no agreement or unity in translation into Indonesian.

Second, although public administration "only" regarded as "public administration", the affairs of "the state" in today's developed than "country in the past". State even formed various organizations that are not taken care of the "countries way".

Nugroho written in his book the Public Policy (108-147), suggests public administration related to things, such as (1) Management of the State, (2) Good governance, and (3) Meaning of the government.

In the policy there is process that can take up these policies can be implemented. In this case, Bullock et al (1989) found that there are six stages in the policy-making process, namely: (1) formulation of the problem, (2) agenda setting, (3) policy making, (4) the adoption of policies (5) policy implementation, and (6) policy evaluation.

### **The concept of Community Empowerment**

The empowerment is an alternative concept of development emphasizing decision-making autonomy of a community that is based on personal resources, participation, democracy and social learning through direct experience. The focus is locality because civil societies are better prepared empowered through local issues. Moreover, it is not very realistic if the economic forces and structures outside the civil society are ignored.

### **The Cycle and Process of Community Empowerment**

The empowerment is a process, so it cannot be understood as a single project with a beginning and end. One way or philosophy where by the implementation and adaptation required coaching and long process (Wilson, 1996).

### **Scope and Level of Empowerment**

A level of empowerment is a kind of limitation in the area extents empowerment process. Alshop and

Heinshon (2005) describe the level of empowerment into the three levels, namely Local Level, Level Intermediary, and Macro Level. Fujikake (2008) suggests that the similar levels of empowerment and Heinshon Alshop are as follows: micro-level, meso-level and macro level.

**Paradigms and Theories Underlying PNPMP2KP**

1) Grand theories, Middle Range, and An Integrated Implementation Theory. 2) The empowerment theory is a theory that includes the notion of Community development, and 3) Community Based Development, and then can be referred to Community-Driven Development. In addition, there is An Integrated Implementation Theory, in which the process of implementation may affect the outcome of a policy.

**II. RESEARCH METHOD**

**Approach and Type of Research**

The research approach used in this study is a qualitative approach with the type of research is explanatory.

**Research Focus**

In order to be focused this research clearly, it must be stressed that this study is within the scope of public policy with a research focus are as follows: (1) forms of implementation;(2)responsiveness;(3)acceptance of the poor community; and (4)factors affecting the implementation such as communications, resources, attitudes of apparatus and bureaucratic structure.

**Research Location**

The research was done in Kendari City of Southeast Sulawesi Province which consisting of 10 sub-districts and 64 villages. Of the 64 villages selected, there are 30 villages.

**Research informant**

The informants of this study are Chief of BAPPEDA of Kendari City, Regional Poverty Reduction Coordination Team (TKPKD), KMW IX of Southeast Sulawesi, Kendari Korkot and devices, Satker of PNPMP, Responsible of Operational Activities (PJOK District), village chief or devices, Coordinator/Member of BKM/MFIs and Self-Help Groups (SHGs).

**Research Data**

The data of this study is in the form of primary and secondary data.

**Techniques of Data Analysis**

In order to explain the implementation of PNPMP-MP, the data analysis techniques used are qualitative analysis using the interactive method (Miles and Huberman, 1994: 429).

**Test of Data Validity**

In order to making research abash, it was done the test of the data validity by using testing techniques of credibility, transferability, dependability and confirmability.

**III. RESULTS AND DISCUSSION**

The results of the research showed that the implementation of social activities during the 2008-2012 in Kendari is presented in Table 1 below:

**Table 1. Realization of Sosial Activities in 2008-2012**

Year	Kind of Work	Volume	Unity	Fund Allocation (Rp)		
				Revenue And Expenditure Budget (APBN)	Budgetary Revenue And Expenditure (APBD)	Self
2008	Improvement Of Human Resources	136	Person	58,800,000	3,500,000	14,315,900
2009	Improvement Of Human Resources	619	Person	257,007,000	148,785,000	71,182,000
	ect	339	Person	163,006,000	178,785,000	110,182,000
2010	Improvement Of Human Resources	471	Person	227,286,000	-	35,230,000
	Health Improvement	33	Person	35,000,000	-	-
	ect	41	Person	78,500,000	-	10,100,000
2011	Improvement Of Human Resources	93	Person	50,915,000	-	7,500,000
2012	Improvement Of Human Resources	17	Person	8,500,000	-	2,015,900
Total				839,002,000	182,285,000	180,392,000

Data Sources : SIM PNPMP-KMW Southeast Sulawesi IX (2012)

**Table 2. Realization Of Economic Activities During In 2008-2012**

Year	Kind of Work	Vol	Unity	Fund Allocation (Rp)		
				Revenue And Expenditure Budget (APBN)	Budgetary Revenue And Expenditure (APBD)	Organization
2008	Trade	322	Person	119,000,000	37,500,000	-
2009	Trade	513	Person	226,750,000	49,000,000	-
2010	Trade	319	Person	192,500,000	-	-
2011	Trade	55	Person	27,500,000	-	-
2012	Trade	107	Person	68,750,000	-	-
Total				634,500,000	86,500,000	-

Data Sources : SIM PNPMP-KMW Southeast Sulawesi IX (2012)

**Environmental Protection**

The result of the study showed that during in 2008-2012 has already formed 1.413 of Self Community Group (KSM), 64 BKM in 64 villages which spread into 10 sub-districts in Kendari Coty. The result of environmental activities during the last 5 years presented in table 3, 4, 5, 6 and 7 as follows:

**Table 3. Environmental Activities During In 2008 Year**

No.	Kind of Work	Vel	Unity	Fund Allocation (Rp)		
				Revenue And Expenditure Budget (APBN)	Budgetary Revenue And Expenditure (APBD)	Self
1	Road	2837.8	Meter	218,648,000	39,523,000	106,091,825
2	Drainage	3025.5	Meter	395,375,000	93,982,000	213,648,000
3	Bridge	42.95	Meter	42,112,000	29,800,000	29,347,000
4	MCK	4	Unit	30,491,000	-	13,738,000
5	Landfills	5	Unit	10,293,000	-	4,444,500
6	Clean Water	2812	Meter	64,020,000	-	26,301,000
7	Clean Water	12	Unit	86,181,000	30,695,000	51,931,000
8	Health Facilities	1	Unit	-	21,500,000	9,250,000
9	Rubbish Chute	300	Meter	30,750,000	4,000,000	15,630,000
Total				877,876,000	219,500,000	470,291,325

Data Source: SIM PNPMP-KMW IX Southeast Sulawesi In 2008 Year

**Table 4. Environmental Activities During In 2009 Year**

No.	Kind of Work	Vol	Unity	Fund Allocation (Rp)		
				Revenue And Expenditure Budget (APBN)	Budgetary Revenue And Expenditure (APBD)	Self
1	Road	11,278	Meter	1,549,339,500	454,118,000	690,167,700
2	Drainage	9,518	Meter	1,354,756,500	447,789,000	647,902,200
3	Bridge	273	Meter	374,089,000	89,319,000	194,119,350
4	Mck	33	Unit	284,995,000	70,456,000	145,283,000
5	Landfills	26	Unit	50,814,000	14,635,000	30,686,800
6	Clean Water	1,650	Meter	19,092,000	-	8,212,000
7	Clean Water	71	Unit	581,988,000	35,476,000	250,212,200
8	Health Facilities	6	Unit	104,600,000	49,811,000	49,811,000
9	Sewer Trash	2740	Meter	350,592,000	24,840,000	173,856,000
10	Housing	121	Unit	-	531,133,000	176,513,500
11	General Lighting	40	Unit	21,527,000	-	7,705,000
<b>Total</b>				<b>4,691,193,000</b>	<b>1,700,715,000</b>	<b>2,374,366,750</b>

Data Sources : SIM PNPM-MP in 2009 Year

**Table 8. Realization of Environmental Activitiis based on Funds of APBN, APBD and Swadaya Masyarakat**

Year	Fund Allocation (Rp)			Beneficial Advantage		
	Revenue And Expenditure Budget (APBN)	Budgetary Revenue And Expenditure (APBD)	Self	Family Card	Family Card-Poor	%
2008	877,870,000	219,593,000	470,291,325	2,375	1,824	75,80
2009	4,691,193,000	1,700,715,000	2,374,368,750	16,919	12,138	71,74
2010	5,994,755,500	-	1,687,794,650	12,874	8,770	68,12
2011	3,481,835,000	-	970,456,400	5312	3574	67,28
2012	6,214,750,000	411,125,000	1,620,962,750	16,031	10,798	67,36
<b>Total</b>	<b>21,160,403,500</b>	<b>2,331,340,000</b>	<b>7,123,783,325</b>	<b>53,511</b>	<b>37,094</b>	<b>70,26</b>

Source: Calculated from survey data

**Table 5. Environmental Activities During In 2010 Year**

No	Kind of Work	Vol	Unity	Fund Allocation (Rp)		
				Revenue And Expenditure Budget (APBN)	Budgetary Revenue And Expenditure (APBD)	Self
1	Road	11,278	Meter	2,244,030,700	-	570,268,900
2	Drainage	9,518	Meter	2,040,153,400	-	605,648,150
3	Bridge	273	Meter	168,312,900	-	41,692,000
4	MCK	33	Unit	295,920,000	-	128,311,000
5	Landfills	26	Unit	75,915,000	-	39,605,000
6	Clean Water	1,650	Meter	51,330,000	-	20,259,000
7	Clean Water	71	Unit	521,080,000	-	120,799,100
8	Health Facilities	6	Unit	111,440,000	-	27,154,000
9	Sewer Trash	2740	Meter	219,770,000	-	56,205,000
10	Housing	121	Unit	54,000,000	-	21,938,000
11	General Lighting	40	Unit	15,500,000	-	2,859,000
12	Boat Moorings	16	Unit	48,040,000	-	15,120,000
13	ect	62.6	Unit/m	154,262,500	-	37,778,500
<b>Total</b>				<b>5,994,755,500</b>	<b>-</b>	<b>1,687,704,650</b>

Data Sources : SIM PNPM-MP in 2010 Year

**Table 6. Environmental Activities During In 2011 Year**

No	Kind of Work	Vol	Unity	Fund Allocation (Rp)		
				Revenue And Expenditure Budget (APBN)	Budgetary Revenue And Expenditure (APBD)	Self
1	Road	6,311	Meter	1,100,208,000	-	363,911,400
2	Drainage	6,374.6	Meter	1,251,665,000	-	290,678,000
3	Bridge	32.5	Meter	109,550,000	-	23,267,000
4	MCK	38.0	Unit	263,457,000	-	88,479,000
5	Landfills	10.0	Unit	33,644,000	-	15,073,000
6	Clean Water	6,450	Meter	105,200,000	-	33,422,000
7	Clean Water	25	Unit	460,911,000	-	195,373,000
8	Sewer Waste	770	Meter	103,500,000	-	59,078,000
9	Boat Moorings	7	Unit	52,900,000	-	19,075,000
<b>Total</b>				<b>3,481,835,000</b>	<b>-</b>	<b>970,456,400</b>

Data Sources : SIM PNPM-MP in 2011 Year

**Table 7. Environmental Activities During In 2012 Year**

No	Kind of Work	Vol	Unity	Fund Allocation (Rp)		
				Revenue And Expenditure Budget (APBN)	Budgetary Revenue And Expenditure (APBD)	Self
1	Road	101,39.2	Meter	2,030,059,700	21,375,000	540,539,600
2	Drainage	7586	Meter	1,837,072,300	7,125,000	430,848,200
3	Bridge	136.1	Meter	266,752,000	7,125,000	61,516,900
4	Housing	118	Unit	108,210,000	354,725,000	204,757,250
5	Mck	142	Unit	363,588,000	6,875,000	99,133,500
6	Trash Cans	11	Unit	18,504,000	7,000,000	8,011,000
7	Clean Water	5000	Meter	38,250,000	-	19,531,000
8	Clean Water	57	Unit	888,119,000	2,149,000	128,566,600
9	General Lighting	4	Unit	4,150,000	-	1,277,000
10	Health Facilities	10	Unit	205,587,000	-	82,278,800
11	Sewage	1865	Meter	326,745,000	-	66,927,700
12	Boat Moorings	4	Unit	56,268,000	-	9,835,500
13	ect	134.8	Unit/m	70,835,000	4,750,000	12,729,000
<b>Total</b>				<b>6,214,750,000</b>	<b>411,125,000</b>	<b>1,620,962,750</b>

Data Sources : SIM PNPM-MP in 2012 Year

**Technical Assistance Activities**

- 1) National Management Consultant (NMC)
- 2) Regional Management Consultant (KMW)
- 3) Facilitator

**1. Responsiveness of Kendari City Government in the Implementation of PNPM-MP in Kendari**

**a. The Implementation of Government Responsiveness of Kendari City**

The responsiveness of the government of Kendari city can be described in the following indicators:

**1) The attitude of Officials of Kendari City Government**

The National Program for Community Empowerment Urban (PNPM-MP) starting in Kendari since 2004 in 11 villages. In 2010, all Villages (64 Villages) available in Kendari city has been reached by the PNPM-MP.

**2) Level of Awareness for Government Apparatus in Kendari City**

In addition to the attitude of the apparatus, awareness level of the Kendari apparatus also contributes to the success of PNPM-MP in Kendari.

**3) Support of Kendari City Apparatus**

The support of the government of Kendari City in the implementation of PNPM-MP proved the available of the Government's commitment to meet the requirement of administration, human resources support and non-human as well as co-funding and operational support activities for the team of PNPM-MP, TPKPD Team, PIU, PJOK District, Village PJOK, Head of Village and also BKM.

**2. Level of People Acceptance toward PNPM-MP in Kendari City**

**a. Public Attitudes**

The attitude of public towards PNPM-MP is very supportive and accepting. The attitude shown in the form of community readiness especially target community of PNPM-MP in the form of deliberation expressed the readiness of citizens throughout the

community readiness to endorse and implement the PNPM- MP.

**b. Knowledge and Understanding of Community**

Knowledge and understanding of community toward PNPM-MP is very well, but there are many things that should be improved, especially the knowledge and understanding of community into the use of a revolving fund.

**c. Participation and Community Support**

The data of community participation in each phase of PNPM-MP activities are presented in Table 9, as follows:

No	Kind of Participation	Percentage (%)
1	Participation of the poor	40
2	participation of Women	40
3	3 Election BKM /LKM (adults)	30
4	BKM formed	90
5	PJM documents completed	90
6	TRIDAYA activities completed	80
7	Women KSM members	30

Data Sources: SIM PNPM-MP KMW IX Southeast Sulawesi (2012)

**3. Supporting and Inhibiting Factors in Implementation of PNPM-MP Policy di Kendari City**

**a. Communication**

The communication factor is a contributing factor in the implementation of PNPM-MP policy. In connection with the dissemination of information, communication and coordination among the implementor able to bridge between the government and the people targeted PNPM-MP, so it requires good communication.

**b. Resource Sactors**

The resources are greatly influence the implementation of PNPM-MP. The types of resources include human resources and non human resources.

**c. The Attitude of Apparatus**

The good attitude of apparatus is very supporting the implementation of PNPM-MP. The implementing the program at city levels in Kendari City started from Coordinator of City (Korkot), Assisstan of City Coordinator and several other Assistant (Assistant Data and Management, Social Assistant, Assistant of Infrastructure and Economic Assistant up to the levels below includes senior facilitator and the fasilitucturator) showed a good attitude in implementing PNPM-IM.

**d. Bureaucratic Structure**

The bureaucratic structure which is uncomplicated is one element support for the successful of implementation of PNPM-MP. The bureaucracy of PNPM-MP in Kendari city is very simple. The

implementator of PNPM-MP at the municipal level is formed Team Executive of PNPM-MP, chaired by the Secretary of BAPPEDA Kendari. Administration is responsible for the implementation of PNPM-MP is Unit (PIU). In furtherance Satker making coordinate with the PIU PJOK PJOK District and Sub-District.

**IV. CONCLUSION**

Based on the analysis of the results it is formulated the conclusion as follows:

The form of implementation of PNPM-MP embodied in the activities TRIDAYA (Social, Economic and Environmental) and mentoring techniques. The government of Kendari city gives a good responsiveness to the implementation of PNPM-MP. PNPM-MP were received by the people of Kendari very well. The factors that support and hinder the implementation of PNPM-MP in Kendari City include as follows a).Communication, b).Resources, c).Attitude of the implementing officials, and d).Bureaucratic structure. The fourth factors more dominant trend as a supporting factor in the implementation of PNPM-MP.

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