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**INTERNATIONAL CONFERENCE ON  
REGIONAL DEVELOPMENT**

**SUSTAINABLE DEVELOPMENT:  
CONCEPTUAL PROGRESS AND PRACTICAL CHALLENGES**

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**INTERNATIONAL CONFERENCE ON REGIONAL DEVELOPMENT  
SUSTAINABLE DEVELOPMENT:  
CONCEPTUAL PROGRESS AND PRACTICAL CHALLENGES**

**PROCEEDINGS OF  
THE SECOND INTERNATIONAL CONFERENCE  
ON REGIONAL DEVELOPMENT**

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# Community Involvement in the Program in Urban Poverty Alleviation

## (Analysis of Communication Network Model in Management of *PNPM Perkotaan* Program in DKI Jakarta)

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### Abstract

This study aimed to describe the involvement of the community in the management of *PNPM Perkotaan* program through analysis of communication networks that are formed. Expected, the identification of patterns of communication networks that are formed will be an understanding of how information about the spread of poverty reduction programs in the community that can be understood through patterns of involvement. The methods used in this study were survey and literature. Furthermore, the data were analyzed by using the sociometry techniques. Quantitative findings are equipped with in-depth interviews and observations in the field. The result showed that the information is generally concentrated in certain individuals who later became manager of the aid. Those individual were active as community leader in *Kelurahan* (village) activities. Furthermore, poverty reduction programs, particularly in urban areas, are constrained by various factors, such as there were no longer traditional values such *gotong royong* applied and they tend to make the most practical way in ruining the program.

### 1. Introduction

Poverty is the main problem experienced by many developing countries such as Indonesia. Based on BPS data in March 2010, the number of poor people in Indonesia is as many as 31.02 million people, or 13.33% of the total population of Indonesia. Above these, urban poverty is a crucial part of the subject and had a lot of factors that had been caused, including the increasing number of immigrants who have no occupation and livelihood.

To address these problems, the government implemented the Urban Poverty Program (*PNPM Perkotaan*). This program is the government's efforts to reduce poverty through the concept of empowering local communities and other development actors, including local governments and local care group, so it can raise "independence movements poverty reduction and sustainable development", which is based on noble values and universal principles (*Buku Pedoman Umum PNPM Perkotaan*, Edisi Oktober 2005).

*PNPM Perkotaan* aims to tackle poverty towards strengthening community institutions and it has been considered that the empowerment of civil society organizations is needed in order to build community organizations that really struggle for the poor, as well as a forum to voice their needs and aspirations as well as able to influence the decision-making process related with public policy. It is hoped that no group of people are

trapped in the cycle of poverty and it will facilitate the creation of a more feasible city residential.

*PNPM Perkotaan* funds provided by the government through community institutions built and established by and for the community. The funds are used as a finance tool for poverty reduction activities, which is decided by the people themselves through deliberation. Thus, management of these funds can be done in a participatory, transparent and accountable. Based on data from the Ministry of Public Works, the total funds provided by the government *PNPM Perkotaan* is Rp 1. 271,533,343.00, funds already disbursed Rp 1,250,765,000, while the use of new funds amounting to Rp 379,555,150.2344. This suggests that the optimal utilization of funds *PNPM Perkotaan* yet. Community involvement in the utilization of funds *PNPM Perkotaan* greatly affects the success or failure of the program.

To see how the community involvement in the management of funds *PNPM Perkotaan* could be analyzed by looking at the communication network formed between them. In this network, individuals who are on it to exchange information, especially information related to *PNPM Perkotaan*. Existing communication networks as well as useful to identify opinion leaders, liaison, and isolated, and identify cliques within the community group that formed during *PNPM Perkotaan* management. This identification in turn can be used for decision making and policy-makers with regard to the management of *PNPM Perkotaan*.



Later, in the field, *PNPM Perkotaan* is also known by *PNPM Mandiri Perkotaan* is the institution under *Departemen Pekerjaan Umum* (p2kp.or), launched *Program Nasional Pemberdayaan Masyarakat Mandiri Perkotaan* (National Program for Community Empowerment Urban) to empower people in urban area in term of poverty alleviation.

## 2. Communication Network

Communication network is a network formed by the flow of interpersonal communication in a community. In a communication network of interconnected people, interact, share information to achieve a common goal (Schramm, 1973: 105). So the communication network composed of individuals who are related through patterns of information flow

Group communication as face to face interactions of three or more individuals in order to obtain the desired goals and objectives such as information sharing, care for himself or solving problems so that all members can foster personal characteristics with other members accurate (Burgoon and Ruffner in Sendjaja, 2002: 3.3).

If the purpose of the group is to share information, then communications made for the purpose of imparting knowledge (to impart knowledge), while the group that has the goal of self-preservation (self-maintenance) usually focuses on the structure of the group members or the group itself. However if the goal is the group problem-solving efforts, then the group usually involves some type of decision-making to reduce the difficulties encountered.

Reslawati (2004) describes how the characteristics of the group and communication networks formed on self-reliance groups in the city of Bogor, particularly in the implementation of the poverty reduction program. In that study, it is known that in the communication network to determine KSM cohesiveness and in turn will affect the efficiency and effectiveness of the implementation of the poverty reduction program so that the program may be right on target.

## 3. PNPM Mandiri Program in Jakarta: a Case in Kelurahan Kenari, Kecamatan Senen, Jakarta Pusat

We decided to choose the Kelurahan Kenari by several reasons, but the main argument is that, as an Indonesian higher education institution, we have obligation to practising *Tri Dharma Perguruan Tinggi*. Our university located in Kelurahan Kenari, and we should be actively involved in social dynamic of them and be their blessing. Moreover, Kelurahan Kenari had implemented PNPM Mandiri program for several years.

Kelurahan Kenari located an area of 91.54 Ha, consists of 8 RW and 55 RT. Kelurahan Kenari located in the center of all economic activity, educational activities and other

activities, and therefore contributes to their development of social economy.

Urban PNPM program in Kelurahan Kenari began to be implemented since 2010. Programs that have been implemented include the construction of drainage improvements and hydrants to prevent fire hazards. The program selected with the consideration that the area is densely populated. Settlement conditions as it has a high risk to flooding and fire, especially with the proximity of this region where the Ciliwung River. Plus, with limited land for public road so that the response in the event of floods and fires hard to do, for example, fire trucks cannot reach into the location.

This study focuses on PNPM Urban which is a refinement of the Urban Poverty Program (P2KP) which is managed by the *Ditjen Cipta Karya Departemen Pekerjaan Umum*. In preliminary studies, it is known that the implementation of PNPM Urban Kelurahan Kenari, in particular, and in some areas of Jakarta, many in sub-contracted to third parties. Road construction or arrangement of a garden environment is performed by the contractor. Thus, the purpose of the programs mentioned in the Guidelines, the provision and improvement facilities neighborhoods, social and labor-intensive economic activity is not achieved. At the time of Urban PNPM program launched by the Government, Kelurahan Kenari with community elements in determining the program based on community suggestions. Implementing activities for Urban PNPM program set derived from elements of society. In this case, implementing PNPM Urban Kelurahan Kenari, based on our research, derived from the elements of youth and religion. Furthermore, the implementation of the program in the field led by two men. In the formal structure, they function as elements of leadership LKM (*Lembaga Keswadayaan Masyarakat*) and KSM (*Kelompok Swadaya Masyarakat*) as the smallest unit of a unit implementing PNPM Urban Program.

As a government program intended as community empowerment, PNPM Urban should involve the participation of the whole society. PNPM Urban supposed to be an activity which is a social glue in society while enhancing the well-being of the environment. To be a joint activity, required flow evenly to all the information lines in society. Communication network analysis is then applied to determine the distribution and flow of information in society

The results showed that the program implementer leader, known as KSM, holds a central role in the flow of information. In terms of communication networks, they are the star, the one at the center of some of the lines of communication. They are also known as opinion. Opinion leader that held in high esteem by those who accept his or her opinions. Opinion leadership comes from the theory of two step flow of communication propounded Lazarsfeld and Katz (1957).

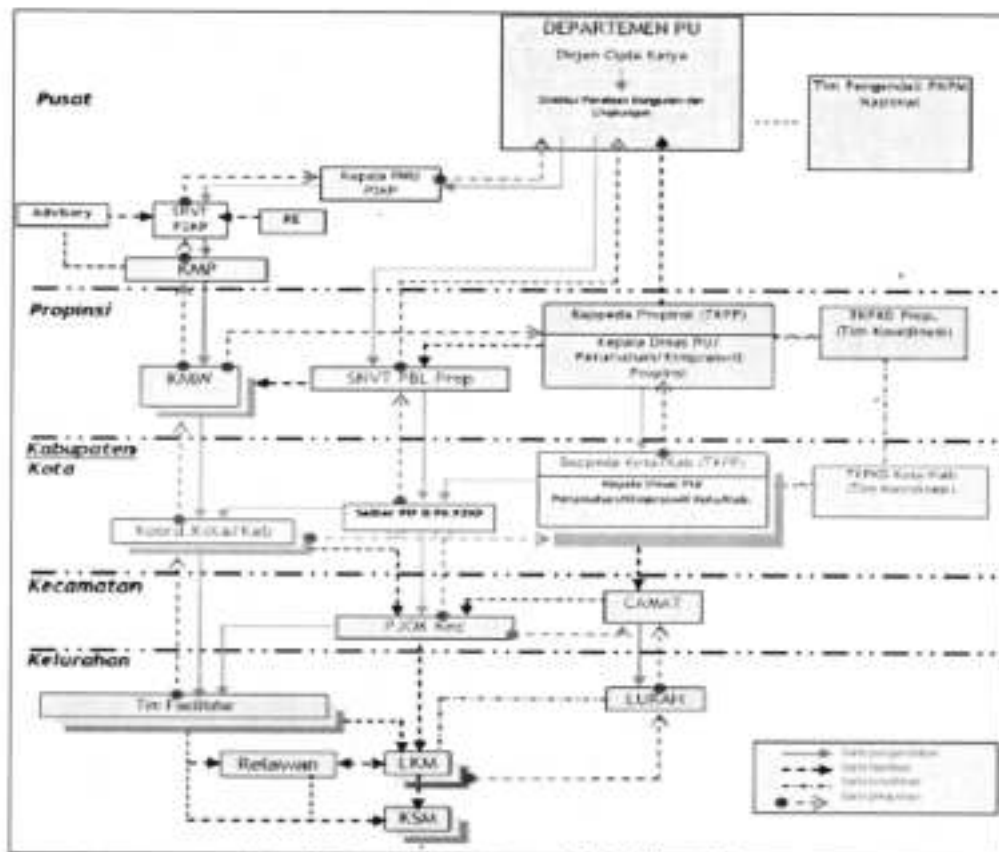


Figure 1. Organization structure of PNPM Mandiri Program

Significant developers of the theory have been Robert K. Merton, C. Wright Mills and Berelson. This theory is one of several models that try to explain the diffusion of innovation ideas, or commercial products. Katz (1957) identified factors that make noteworthy opinion leaders are:

1. expression of values
2. professional competence
3. nature of their social network

These findings strengthen Katz's research that the community leaders who guide the PNPM Urban have professional competence (one of the characters is a professional in the field of construction) and have a wide social network.



Figure 2. Communication Network Model in PNPM Perkotaan Program Kelurahan Kenari, 2013

Nevertheless, through the sociometry analysis can also be identified isolates and neglected. Isolates are people who are in the environment of a system but not a member of the network, while neglected are people who vote but he was not elected. An isolate will seek and obtain information from outside the system. So, in fact, the position is as a central opinion leader, but does not include the whole community. In a communication network analysis, these findings indicate the factors that must be considered when building a network system

This study contributes some thoughts on the implementation of poverty alleviation programs. Identification of communication networks that are formed in the community will allow the program can be implemented effectively and efficiently. Program information can be passed on to the opinion leaders to save time and effort. The opinion leader who will mobilize the participation and support of the community

At some stage, there are limitations to relying on the opinion leaders spearheading the implementation of the program, because of the characteristics of urban society were more egalitarian and modern. However, the figures opinion leaders and the fact remains there to lead the people, physically and mentally, so it better be optimally utilized for the implementation and supervision of the program. This concept of the role of opinion leaders also contributed to the guidelines *Pengembangan Badan Keswadayaan Masyarakat / Lembaga Keswadayaan Masyarakat (BKM/LKM)*.



The analysis of communication networks is also an alternative method of communication strategies Urban PNPB program. Deputy Coordinating Minister for the Coordination of Poverty Alleviation as Chairman of the Executive Steering Team PNPB Mandiri has published Guidelines for the Implementation of Communication Strategy National Community Empowerment Program (PNPB) Mandiri in 2008, but there has been no discussion on how to identify the distribution and flow of information about the program in the community.

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