

Community Empowerment Model Through Village Cash For Work Program During The Covid-19 Pandemic

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Abstract

The Village Cash for Work Program meets the criteria for community empowerment. PKTD fulfills all aspects of community empowerment both definitively, principles, steps and goals according to Mardikanto's empowerment theory. The purpose of this study was to develop a model of community empowerment through PKTD during the pandemic in Bangunjiwo Village, Kapanewon Kasihan, Bantul Regency, DIY. This research is a qualitative research with a qualitative descriptive model. The analysis was carried out from the results of observations, interviews, documentation, written notes. In addition, as data triangulation, a Focus Group Discussion (FGD) was conducted which involved PKTD stakeholders. This research is located in Bangunjiwo Village, Kapanewon Kasihan, Bantul Regency, Special Region of Yogyakarta. The results of this study are that there are two models of community empowerment in Bangunjiwo. These two empowerment models are influenced by the geographical location of the program. The closer to the settlements has the higher the participation rate and the higher program outcomes. The changes of village fund priorities in 2020 with an allocation of 30% wages, and 2021 50% wages. Last, road class has an effect on the authority and subsequent compensation. So they need for a correct understanding of local village-scale assets and authorities.

Keywords

cash for work; community; empowerment; model; PKTD

INTRODUCTION

Village development is the development of, for, and by the Village Community together with the Village Government and various parties related to the Village. Law Number 6 of 2014 concerning Villages mandates that Village Development is an effort to overcome poverty, and improve the quality of life and life for the greatest welfare of the village community. In order to carry out the mandate, the Government (Ministries/Institutions), Provincial Governments, Regency/City Governments, and Village Governments must cooperate and support

each other in the implementation of policies, programs, and activities. In addition, it requires the involvement and active participation of the community including the poor and marginalized communities, as well as the Village Consultative Body (BPD) from the village deliberation process to the implementation and monitoring of activity evaluation, by prioritizing togetherness, kinship, cooperation, and social justice.

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Inequality, poverty, and unemployment in the village are still difficult problems to solve. Various government programs have been implemented to overcome this problem, but the poverty rate in the village is still quite high. The enactment of Law Number 6 of 2014 concerning Villages provides a breath of fresh air for villages to continue to strive to reduce the poverty rate by utilizing village funds. **The Village Fund** is a mandate of the law as stipulated in Article 72 Paragraph 2 of Law Number 6 of 2014. As one of the village revenues, the central government is obliged to allocate village funds in the State Budget (APBN).

One of the programs disbursed by the government in order to reduce poverty, increase community income, and use village funds is the Village Cash for work (PKTD). This program is regulated by the Minister of Villages for Development of Disadvantaged Regions and Transmigration (PDTT) regulation number 19 of 2017 concerning the priority of the use of village funds in 2018. The objectives and objectives of this PKTD program are 1) to create job opportunities through self-managed and cash-intensive development activities, 2) to foster a sense of community, mutual aid, and community participation, 3) to improve the quality and quantity of empowerment of rural communities, 4) increase access to the poor, women, children and marginalized groups to basic education and health services, 5) increase the income of the village community and 6) revive the social and economic activities of the village. Some of the targets of this program are unemployment, underemployment, poor people, and people who have nutritionally impaired toddlers (*Stunting*). (Dahliati, Ikono and Nurjihadi, 2020)

The technical guidelines for the implementation of the CCP are structured in such a way as to meet the targets of prosperity and justice. The receipt of village funds is determined based on the needs and work of the village. The amount and priority of using this village fund are always updated and adjusted to current conditions. The 2021 Village Fund of 72 Trillion is focused on four excellent programs, namely Covid-Safe Vil-

lages, Cash Direct Assistance (BLT), Village Cash for work (PKTD), and Village Development Activities outside the PKTD scheme. Of course, the village needs to make adjustments to these policy priorities.

The implementation of the Cash for work (PKT) policy during the Covid-19 pandemic is certainly different from the previous year. According to preliminary information obtained from The Head of Bangunjiwo Village, the implementation of the CCP successfully exceeded the planned target. Participation and self-help of the community are important keys that contribute to this achievement. This information is interesting to study further about the implementation of the CCP's policies in Kalurahan. In addition, there are certainly supporting factors and obstacles that accompany the success of achieving these targets. Next is the form and model of community empowerment in Bangunjiwo so that the development target is exceeded.

The objectives of this study are 1) To determine community empowerment in the implementation of the Village Fund Cash Labor Intensive implementation, and 2) to support and inhibit factors in the implementation of the Village Fund Cash Labor Intensive. 3) Community empowerment model in the implementation of PKTD Kalurahan Bangunjiwo. The benefits of research for scientific development especially studies with the theme of villages, village community development, and policies related to villages, for the development of teaching materials for lecturers to students and as a basis for decision-making for related parties

38 METHODS

The type of research used in this study is qualitative with a qualitative descriptive strategy model. According to Sugiyono (2015), qualitative research is used because the problem is not yet clear, and complex and researchers need complete, in-depth, credible, and meaningful data. Qualitative methods are used to uncover and interpret something behind a phenomenon that is

not yet known. This research reveals social phenomena clearly and carefully, so the method used is descriptive. The object of research in this study (Sugiyono, 2015) implementation of the Village Cash Intensive Program during the Covid-19 pandemic in empowering the community. The location of this study was conducted in Kalurahan Bangunjiwo, Kapanewon Kasihan, Bantul Regency, Daerah Istimewa Yogyakarta.

This approach does not use numbers in analyzing the problems raised, but rather the results of observations, interviews, documentation, and written notes aimed at explaining or describing the reality that occurs in a phenomenon in more depth. (Nursapiah Harahap, 2020) Observation is carried out by directly observing the conditions in the field. The researcher only records what is seen, heard, or felt, and does not include attitudes and opinions in the observation notes he writes. In other words, the observation record contains only a description of the facts without an opinion. The interview technique is one of the ways data collection is carried out through oral communication activities in a structured, semi-structured, and unstructured form. This research uses a semi-structured form of interview guidance so it is still open and develops the questions that have been provided. Informant Selection Technique, the determination of informants using a purposive model is to select informants who understand the policies and implementation of Cash Intensive Labor in the Bangunjiwo Village area. The informants who will be interviewed include Bangunjiwo Village Head, Pamong Kelurahan who handles the Labor Intensive Program, community leaders, and Cash Labor Intensive actors. The technique of gathering data with observation (observation, participant-observer technique). It is carried out to find out more closely about the location of activities, the organization of both the managing institutions, and the way of determining workers in the program. Interviews are also conducted which is one way to get accurate data by conducting in-depth questions and answers to each informant. This is done by visiting the informant at his place of duty or place of work, and even at his respective place of

residence. Interviews are conducted openly, that is, a way of collecting data in which the subject knows his intentions and objectives in the interview, and the interviewer uses a set of questions. The interview is not limited to questions asked by the researcher, but the informant is given the opportunity to recount experiences related to the activities that have been carried out. In addition, the Focus Group Discussion (FGD) technique was also used in this study. Limited discussions will be held with an online model by paying attention to health standards during the Covid-19 pandemic. The FGD is held at the end of the data collection period to obtain completeness of data as well as confirmation of data obtained from observations and interviews. Documentation study is a way of collecting data by studying various reports (documents), or written materials in the form of instructions, and regulations related to this research. Village RKP documents, APBDes, Program Accountability Reports, and other supporting documents were used to enrich the analysis in this study.

Data Analysis Techniques, in this study, used exploratory descriptive techniques. This method only exposes situations or events and does not look for or explain relationships between variables, does not test hypotheses, or makes predictions. After the data series is collected, data analysis is then carried out with the following processing procedures and techniques: (1) Sorting and compiling data classification; (2) Conducting data editing and providing data code to build data analysis performance; (3) Confirming data that require data verification and data deepening; and (4) Conduct data analysis by the construction of the discussion of research results. Miles and Huberman (in Sugiyono, 2015, 183), stated that activities in qualitative data analysis are carried out interactively and take place continuously at each stage of the research so that it is complete and the data is saturated. Activities in data analysis, namely data reduction, data display, and data conclusion drawing/verification. This study lasted for 6 months from February to July 2022.

RESULTS AND DISCUSSION

Geographically, Bangunjiwo Village is located in Kasihan District, Bantul Regency. It is bordered by Tamantirto Village to the north, Guwosari Village to the south, Triwidadi Village to the west, and Tirtonirmolo Village to the east. Bangunjiwo has an area of about 1543.43 ha with a typology of rice fields, plantations, handicrafts, and small industries. Demographically, Bangunjiwo has a population 2020 of around 30,061 people consisting of 52.5% women and 47.5% men with 10,442 households. Of the population, 20.6% are under-five, 67.2% are of productive age and 12.2% are elderly. Bangunjiwo gets a demographic bonus with a large number of people of productive age. In the context of the PKTD, it will be very helpful in terms of labor availability.

In PKTD, it is managed by the Activity Management Team (TPK). TPK is a team that assists Kasi / Kaur in carrying out procurement activities for goods/services which due to their nature and type cannot be done by Kasi / Kaur alone. This team is implementing of article 7 paragraph (1) of *permendagri* Number 20 of 2018 concerning Village Financial Management which states:

"Kaur and kasi in carrying out their duties as referred to in article 6 paragraph (4) can be assisted by the Team that carries out the procurement of goods/services which due to their nature and type cannot be done alone."

18 TPK is also regulated in Bantul Regent Regulation Number 5 of 2020 concerning procedures for procurement of goods/services in Kalurahan in the fourth part concerning the Activity Implementation Team (TPK). Article 11 regulates the establishment of a TPK formed for any activity that requires a committee to carry out procurement and is determined by a Decree of the Lurah. TPK membership is an odd number of at least 3 (three and at most 5 (five)). TPK membership consists of elements of Pamong kalurahan (who do not serve as PPKD or hamlets, Kalurahan Community Institutions (as active members and have competence in their fields), and or community leaders. TPK has

the task of carrying out self-management, compiling existing documents consisting of procurement plans, making Implementation Cost Budget Plans (RABP), establishing technical specifications for goods/services (if needed), and specifically construction work making simple work plan drawings/sketches (if needed). in addition, the task of the TPK is to carry out the procurement process, select and determine providers, and provide accountability for the implementation of activities. Checking and reporting the results of procurement to the kasi /kaur as the Implementer of Budgetary Affairs and announcing the results of activities from procurement. TPK is given an operational expenditure of 3% (three percent) of the procurement value. Article 12 contains a special community to become a TPK, namely having integrity, discipline, and responsibility in carrying out duties, being able to make decisions, never being involved in corruption, collusion and nepotism, signing an integrity pact, not serving in the PKTD, having the ability to work in groups in carrying out each of its duties/jobs, and having expertise in administrative making

Even TPK Kalurahan Bangunjiwo is a team determined through the decree of the Lurah. This TPK was formed to improve good governance of procurement of goods/services and to increase community empowerment in Bangunjiwo Village. TPK is a forum for citizen participation related to governance, especially the procurement of goods/services in urban villages. This membership is certainly volunteering. TPK has the main task and authority in preparing a procurement plan for goods/services; making a Cost Budget Plan (RAB); establishing technical specifications of goods/services; specific construction work, establishing simple work plan drawings/sketches; choosing and appointing Goods/Services Providers; make a plan of the Letter of Agreement; signing a Letter of Agreement; storing and maintaining documents for the procurement of goods/services, reporting the selection process to the Lurah, providing accountability for the implementation of activities, approving proof of purchase (receipts and letters

of agreement), carrying out contracts with providers of goods/services, reporting the implementation of activities to the Lurah every month, proposing the formation of a Technical Team and submitting the results of the Procurement of Goods/Services to the Lurah accompanied by the Minutes of Handover of Work Results. In its duties, the TPK is responsible to the Lurah. In determining the TPK, it pays great attention to the aspect of regional representation. One of the tasks of the TPK is to carry out the PKTD.

Cash for work carried out in Kalurahan Bangunjiwo recognizes several types. its depend on the source of funds that comes from the aspirations of the Regional People's Representative Council (DPRD) which is managed through Special Financial Assistance (BKK) and does not enter RKPDes and come from Village Funds and what is known as Village Cash for work(PKTD). This study, it was only focused on the implementation of PKTD, arguing that researchers wanted to know more about the use of village funds managed for infrastructure development in Kalurahan Bangunjiwo.

PKTD 2020 built infrastructure in the form of a block cast road in Padukuhan Donotirto with a volume of 100 m x 4 m x 0.12 m, with a budget of Rp. 56,180,000.00. This activity employs 25 people, which is divided into 6 people as handymen and 19 people as workers. The workers recruited are community members from Kalurahan Bangunjiwo with the provision that community residents who are over 15 years old are no longer in school, are not students, have the status of being half unemployed or unemployed, and families are vulnerable to disease, including *stunting*, as well as women heads of families. In this PKTD, workers consisting of 17 people are included in the list of pre-prosperous families (Pre-KS) and Prosperous Families 1. Cash intensive in villages is an activity to empower poor families, unemployed, women, and families with productive malnutrition based on natural resources, work, and local technology to reduce poverty, increase income and reduce *stunting* rates.



Figure 1. Construction of Corblok Dusun Donotirto RT 1 (Source: documentation of TPK Bangunjiwo)



Figure 2. The construction process of the corblok road with PKTD Donotirto Hamlet RT 1

Source: documentation of TPK Bangunjiwo



Figure 3. TPK and PKTD workers Bangunjiwo

Source: documentation of TPK Bangunjiwo

How to recruit workers using the following mechanism:

- 1) Before the activity started, there was

prior socialization from the kalurahan government that PKTD would be implemented in the area.

- 2) Prospective workers apply to become workers by attaching a photocopy of their ID card
- 3) Dukuh submitted the prospective worker to the Activity Implementation Team (TPK)
- 4) Then all applicants were selected by the TPK.
- 5) The TPK determines PKTD workers with criteria that have been taken into account, preferably from the residents of Bangunjiwo Kalurahan.

In determining this workforce, of course, the TPK must be selective, not only to include residents with the above categories but also able to work. Because in addition to the completed work, of course, the quality of the work is also a parameter of TPK performance.

From this aspect, there is an element of empowerment but still, pay attention to the ability of the workforce to work according to the needs of the work.

This is according to the circular letter of the Minister of Villages PD TT No. 15 of 2020 challenging PKTD and economic empowerment through BUMDes. The circular states that the village cash for work (PKTD) is implemented under the following principles:

- 1) Prioritizing poor, unemployed, and semi-unemployed family members, as well as other members of marginalized communities;
 - 2) The proportion of wages should be more than 50% of the cost of PKTD activities;
 - 3) Making payment of wages for work activities every day;
 - 4) Considering the situation of the Covid-19 outbreak, the implementation of activities with the PKTD pattern is carried out by implementing adaptation to new habits; and
 - 5) Encouraging the participation of Bumdes in the management of the productive economy through PKTD.
- Article 8 paragraph 3 of permendes

PD TT No. 13 of 2020 concerning the priority of using DD in 2021, states that village cash for work funding as referred to in paragraph (2) is allocated for workers' wages of at least 50% (fifty percent) of the village cash intensive activity fund. 50% of the proportion of wages is prioritized to increase the amount of labor not to increase the wages of labor.

Ways To Determine The Location And Targets Of The Ccpd

Starting from the results of the coordination meeting of the kalurahan apparatus, which stipulated that there will be a CCPD next year, each supporter was requested to submit a proposal for an activity plan for the program. Furthermore, at the padukuhan level, a Padukuhan deliberation was held to discuss the plan of proposed activities that would be submitted to the PKTD. From the results of the deliberations, the support was then stated in the form of a proposal that would be submitted to the kalurahan government. Among the proposals that entered the village, it was then selected and reviewed what programs should be urgent and have great efficacy towards improving the welfare of the community to be prioritized. Of the selected proposals, only one proposal passed to be realized in the upcoming fiscal year.

Working Hours and Wages

The implementation of PKTD activities is carried out every weekday from Monday to Saturday while Sunday is a holiday. The activity starts at 08.00 until 15.00 WIB, with rest for 1 hour at 12.00 - 13.00. Workers get service rewards in the form of wages according to the type of work they do. For workers who have the status of a handyman, they get a wage of Rp. 80,000 / day and workers who get a wage of Rp. 70,000 / day. The amount of PKTD's wages is indeed slightly lower when compared to the daily wages on individual development projects or wages on development projects in general. Wages are received every Saturday whose amount of receipts is adjusted to the number of attendance of the working day. Wages are given weekly because the funds for the PKTD have

been transferred to the kalurahan government account, thus, reducing the busyness of Kasi Danarto so that the disbursement of funds does not have to be done every day, but once a week. This is also adapted to the prevailing tradition in this region that in general the provision of wages of builders or construction workers is given every weekend, which is Saturday. All workers receive wages according to the HOK without the slightest deduction, so that each worker receives a whole by his rights.

Since the beginning of the PKTD program, rolled out of the budget provided, it has been carefully calculated that workers' wages it is 30% of the established budget, while 70% is for purchasing building materials and operational costs and this provision is valid until the 2019/2020 fiscal year. Since the 2020/2021 fiscal year, there has been a change in the budget use scheme, and the amount for wages, which was previously 30%, has increased to 50%.

In 2021, the development target of the Bangunjiwo PKTD is the creation of a Farmer Business Road (JUT) located in Padukuhan Gedongan, which is to make roads to increase farm business activities. PKTD is mostly implemented in JUT or paddy fields, and it also waits after harvest or after planting because the work of farmers has begun to decrease. JUT was built to improve farming to make it easy to pass. PKTD in 2020 with a proportion of 30% of wages and 70% of buildings and operations. In 2021, the proportion of wages has risen to a mandatory 50% HOK. For example, in 2021 the total cost of 81 million was taken 50% more or 42 million for salary. The wages of the handyman are Rp. 80.000,00 and the wages of workers are Rp. 70.000,00. Working hours are from 8 a.m. to three p.m. This wage standard is adjusted to the local SHBJ, by the Regent's Regulation of 2019 Number 131 concerning Price Standards for Goods and Services of the Bantul Regency Government.

In 2021 Kalurahan Bangunjiwo built infrastructure in the form of talud on Jalan Usaha Tani. The location of this project is located at RT 01 Padukuhan Gedongan, pre-

cisely in Bulak Gedongan with a volume of 118 m³, which costs Rp. 73,885,000.00. This activity absorbed a workforce of 16 people with details of 14 men and 2 women who worked as handymen 5 people and 11 others as workers. The talud development program of Jalan Usaha Tani in Gedongan is besides being a priority of padukuhan, but also a priority for the village because this infrastructure is needed for farmers, especially those who have paddy fields in the area.

This talud construction project is to widen the farm business road, thereby facilitating traffic for farmers who have rice fields in the middle of the area. Before this development, some farmers had difficulty getting to their fields, especially when carrying seeds, fertilizers, or other items, so they had to be reported first, from the main road to the rice fields. On the contrary, at the time of harvest, farmers also experience obstacles to bringing home the results of their farming business and have to travel from the rice fields to the main road. Farmers have difficulty with these activities, because the soil there is clay, during the rainy season the soil is muddy so it becomes mud that is difficult to pass through. Similarly, during the dry season the soil is cracked (*nelo*) and difficult to pass. Therefore, to bring goods from the main road to the rice fields or vice versa, farmers must launch. Of course, these contingents increase energy, time, and cost. Based on such considerations, the PKTD project in 2021 is prioritized to build a talud on jalan Usaha Tani. After the construction of the talud the road became wider and now it can be passed using 4-wheeled vehicles.

This project has no obstacles to land acquisition because its origins are already underway. However, due to the condition of the clay road, some have been planted with plants such as bananas and other plants on the shoulder of the road. Farmers carry out plantings due to roads that cannot function properly. It can only be passed on foot because the clay structure with damaged road conditions is quite severe. Here are the road conditions before the talud work.



Figure 4. Road conditions before road talud work

Source: documentation of TPK Bangunjiwo



Figure 5. Development conditions 40% of the construction of talud farm business roads

Source: documentation of TPK Bangunjiwo



Figure 6. Talud construction reaches 80%

Source: documentation of TPK Bangunjiwo



Figure 7. The construction conditions of the talud reach 100%

Source: documentation of TPK Bangunjiwo

Based on the findings of previous studies, it was found that the implementation of the Cash Intensive (CCI) policy in More Village, Gianyar was based on the interests affected by the policy, the type of benefits produced, the degree of change desired, the position of policymakers, who implemented the program, and the resources deployed. In its implementation, it can be carried out properly such as the implementation of activities as indicated in the priority of using village funds; the implementation of CCI activities is carried out independently; payment of wages paid in cash (*cash for work*); and the involvement of local communities as implementers of self-management activities (local labor). Factors supporting PKT's policies implemented in Lebih Village, Gianyar, include Government policies, village institutions, labor willingness, and type of work, as well as factors hindering PKTD policies implemented in More Village, Gianyar, including alignment of village planning and worker *skills/expertise*; and The impact of implementing CCI policies on the poor in Lebih Village, Gianyar, including economic impacts, social impacts, and cultural impact. (Budiasa, Raka and Mardika, 2019)

In another study, the Effect of Cash Labor Intensive on rural poverty levels, the West Java province and Riau made the following conclusions: 1). The PKTD program is not suitable if it is implemented in an independent and developed village because village infrastructure facilities are available and adequate, so it is not effective if the PKTD program is still implemented in the independent and developed village. 2). PKTD Program participants have not been able to fully accommodate poor villagers, including poor people who can no longer work (seniors) / poor people who do not have the ability/expertise to participate in the PKTD program. 3). The central/regional governments have carried out socialization before the implementation of the PKTD program. The socialization has provided sufficient clarity of the program accompanied by complete guidelines. However, in a small number of sample villages, there were complaints of a lack of further technical gui-

delines related to the implementation of the PKTD that was not suitable for the needs. 4). The people involved in this PKTD program are those who fall into the category of poor, unemployed, and locals. However, in some cases, some people are not in the poor category but participate in the PKTD program due to the factor of 'proximity' to the village head/village apparatus. 5). Local Village Assistants (PLD) have played an optimal role in the PKT program, although there are several obstacles including the following: a). PlD's domicile far from the village has resulted in hampered PLD mobility in carrying out assistance to the village, b). PLD's salary/income is relatively small so it is insufficient for transportation/operational costs, c). In some villages, there is a tendency for village officials to still rely on PLD to carry out tasks that should have been done by the village apparatus. 6). Workers beneficiaries of the PKTD program have generally earned wages following the cost standards set by the regions, but in some areas that have a high cost of living these wages are relatively insufficient. 7). The provision of a Working Person's Day (HOK) of 30% is not suitable for some areas, especially for areas that: a). have relatively good infrastructure, b). have aquatic characteristics or c). require facilities/infrastructure whose builders require special skills and/or heavy equipment (eg: construction of embung, hotmix roads). 8). The role of the community and apparatus in supervising the implementation of the CCP program is still reasonable and not excessive. However, in some villages, there have been complaints of rampant unfair interference from non-governmental organizations (NGOs) in the management of this program. 9). This program has not been able to permanently improve the welfare of the community due to the temporary nature of its activities. Once PKTD activities are completed, people who do not have permanent jobs will return to unemployment. 10). The impact of implementing the CCP Program economically has been seen directly in some sample villages, for example when the beneficiary participants of the CCP program receive wages/ payday, they are directly

spent on daily needs. (Herdiyana, 2019)

Kalurahan Bangunjiwo can be said to be sub-urban because it is located on the edge of the ring road which is the main road of Yogyakarta. The CCPD can still be run well in this region. One of the obstacles to the low wages of artisans can be overcome because during the pandemic many handymen are unemployed. So even if the price is below the market price outside the CCPD. For some workers, it is very helpful, including female workers. Although wages are few but the work is sustainable so it can be partially saved. Economically, it is very helpful for them to survive the covid-19 pandemic crisis. Basically, the implementation of PKTD during the pandemic is suitable for PKTD's expectations to support vulnerable groups and provide jobs.

One of the keys to success in PKTD is the selection of artisans and workers who have the ability to become handymen and workers. With several community references and local wisdom, they succeeded in recruiting People With Mental Disorders (ODGJ) who can work and are also involved. Of course, this requires courage in making decisions. Local values, such as *ngewongké*, *tepaslira*, and *mutual aid* are considered in making decisions on land use.(Ahsoul, 2020)

PKTD is the productive empowerment of marginalized/poor communities based on the use of local natural resources, labor, and technology to reduce poverty, increase incomes, and reduce *stunting* rates. PKT intentions are 1) to provide manual work for PKT managers and implementers in villages, to understand and carry out their duties and responsibilities well; 2) to equalize perceptions of the PKT implementation mechanism since planning, implementing, supervising, and monitoring so that the targets of CCP activities can be achieved according to the objectives. The CCP's objectives are 1) job creation through self-managed and CCP development activities; 2) fostering a sense of community, mutual aid, and participation of the village community; 3) improving the quality and quantity of village community empowerment; 4) realizing inc-

reased access of the poor, women, children, and marginalized groups to basic services based on a community empowerment approach; 5) reduce the number of unemployed, half unemployed and poor people; and 6) revive socio-economic activities in the village. PKT in this study is the empowerment of marginalized/poor communities based on the use of natural resources, labor, and local technology to increase income. (Director General of Village Community Development and Empowerment, 2018)

Community Empowerment

Community empowerment includes the notion of *community development* and *community-based development* and *community drive development* which translates as community-directed development or termed community-driven development according to Wrihatnolo and Dwidjowijoto (2007) in (Muhtifah, Zaenuddin and Nurhamzah, 2015). Further to say that empowerment in the context of society is to enable individuals who are in love with the community and build the empowerment of the community concerned. The values of intrinsic in society that are the source of empowerment are the values of kinship, cooperation, honesty, and what is unique to Indonesian society is diversity. Empowering society is an effort to improve the dignity and dignity of human society.

This empowerment approach which is *people-centered development* then underlies the insight of local resource management which is a mechanism and emphasizes social learning technology and program formulation strategies. The goal to be achieved is to improve the ability of the community to actualize themselves (*empowerment*). Empowerment is the implication of a community-based development strategy (*people center development*), always referring to improvement efforts, especially improvements in the quality of human life, both physically, mentally, economically, and socio-culturally. According to Totok Mardikanto (2017, 123-125) there are 7 stages of community empowerment activities, namely: awareness, showing problems, helping to solve problems, sho-

wing the importance of change, conducting tests and demonstrations, producing and publishing information, and implementing empowerment or capacity building. Among the seven stages, the last activity that is most suitable for empowering or strengthening the capacity of the poor group is the provision of quarters to the *grassroots* group to have a voice and determine their own choices (*voice and choice*) related to information accessibility, involvement in meeting needs and participation in the entire development process, being responsible for suing (public accountability) and strengthening local capacity. (Mardikanto and Soebianto, 2017)

To empower the community, it is necessary to implement the right and good strategies, so that what is the main goal of empowering the community can be achieved. The strategy for empowering the community according to Wrihatnolo and Dwidjowijoto (2007: 21) is to encourage the population to be collectively involved in the decision-making process. People are expected not only to be object but also as subject.

According to Soetomo (2011) the main element of the community empowerment process is the granting of authority and community capacity building. The two elements cannot be separated, because if the community has obtained authority but does not or cannot run this authority, then the results are also not optimal. The community is in a marginal position due to the lack of these two elements, authority, and capacity. This condition is often also called a *powerless* society, so it does not have the opportunity to manage its future.

Community empowerment is the basic element that allows a society to survive, and dynamically develop itself to achieve progress. Empowering the community means that efforts to improve the dignity of the community in the council have not been able to escape from the trap of poverty and backwardness. Thus, efforts to empower must begin with creating an atmosphere or climate that allows the potential of the community to develop. Through the empowerment of the community, it is hoped that

it will eventually be able to improve its welfare. The desired condition of well-being is not only a picture of the life that meets physical, material, but also spiritual needs, not only the fulfillment of physical needs but also spiritual. (Soetomo, 2014, 47).

The Covid-19 pandemic, greatly affects all aspects of people's lives, especially in terms of the economy. Many residents of the community have experienced a decrease in income, or some even lost their income because they were victims of layoffs. This situation is very much felt by underprivileged families, so meeting the needs of their families alone is difficult. Therefore, the PKT program is one of the activities that can increase income, especially for poor families.

To empower the community Bangunjiwo fulfilled several expected goals as stated in (Mardikanto and Soebiato, 2019). The process of empowerment, is carried out by improving institutions (*better institutions*). This method is taken by the existence of the TPK which is an element of the community as the implementer of the PKTD program. In an effort to improve the business (*better business*), this program involves building shops in the Bangunjiwo area for the provision of materials. Improved income by involving workers from marginal vulnerable groups can increase *income* during a pandemic. Some female workers were able to save money after participating in the PKTD. Better environment improvement also occurs with an accessible environment that will certainly have an impact on other lives both in residential environments and in agriculture. The improvement of life (*better living*) is certainly strongly supported by the accessibility to various community facilities. In general, the improvement of the community (*better community*) to a better livelihood, which is supported by a better environment (physical and social), is expected to realize a better community life as well.

Four principles are often used for the success of empowerment programs, namely the principles of equality, participation, empowerment or independence, and sustainability This principle is also carried out in the PKTD process in Bangunjiwo. Equa-

lity in making the qualifications of workers that have been established and carried out by providing affirmations for marginal vulnerable groups. The process of planning, implementation, monitoring, and evaluation are carried out in a participatory manner. The principle of empowerment is very thick in Donotirto because of its location in the residential area. Sustainable in this case the existing corblok road is the need of the community. So the sense of belonging and also the spirit to continue the PKTD to complete the road sections that have not been accommodated in the PKTD are continued by the community itself. (Fitriana, 2020).

Village Authority

The village law became a new spirit for the village to build itself with its role and authority. The village has a more sovereign role and position where the village has the authority to build itself. A hybrid government system between *self-governing community* and *local self-government* with authority that is no longer a target but rather a mandate in managing and regulating villages more freely. The two main principles of recognition and subsidiarity give a new meaning and definition to the village. A village is defined as a legal community unit that has territorial boundaries that are authorized to regulate and manage government affairs, the interests of local communities based on community initiatives, rights of origin, and/or traditional rights that are recognized and respected in the Government system of the Republic of Indonesia. (Salahuddin, 2015)

Authority based on the right of origin is the authority of the surviving inheritance and on the initiative of the Village or the initiative of the Village community according to the development of community life. Meanwhile, the village-scale local authority is the authority to regulate and take care of the interests of the village community that has been run by the village or is able and effectively run by the village or that arises due to the development of the village and the village community initiative. The village-scale local authority, as per Article 33 letter [b] of the Village Law, is the authority to regulate

and take care of the interests of the Village community that has been run by the Village or is able and effectively run by the Village or that arises due to the development of the Village and the village community initiatives. This authority is further illustrated in Article 34 paragraph (2) of PP No. 43 of 2014, which includes: village market management, irrigation network management, or community health guidance and integrated service post-management. This means that village-scale local authorities, as explained by Article 5 of the Permendesa PDPTT No. 1 of 2015, have the following criteria: a. Authority that prioritizes service activities and community empowerment. b. The authority that has the scope of regulation and activities is only within the area and the Village community that has an internal impact on the Village. Authority relating to the daily needs and interests of the Village community. d. Activities that have been carried out by the Village based on Village initiatives. e. Programs of activities of the government, provincial governments, district/city governments, and third parties that have been handed over and managed by the Village. f. The village-scale local authority has been regulated in the laws and regulations regarding the division of authority of the government, provincial government, and regency/city governments.

Village-scale local authority includes several fields, namely: the field of Village government, the field of Village development, the field of Village community, and the field of village community empowerment. The village-scale local authority must be the authority that arises from community initiatives according to the abilities, needs, and local conditions of the village. This authority is in line with the interests of the community so that it will be accepted and carried out. It's just that this authority related to the interests of the community directly has a relatively small scope within the scope of the village. Moreover, the authority related to the daily needs of the villagers has a less external impact (externalities) and broad macro policies. This type of village-scale local authority is a derivative of the concept of

subsidiarity so that local-scale problems or affairs that are very close to the community are as well as possible decided and resolved by local organizations (in this case villages), without having to be handled by higher organizations. According to the concept of subsidiarity, affairs related to the interests of the local community on the initiative of the village and the local community, are referred to as village-scale local authorities. The implementation of the local authority has a consequence on the entry of government programs into the village realm. Article 20 of the Village Law confirms that the implementation of authority based on the right of the origin and local authority on a Village scale (as referred to in Article 19 letters [a] and [b] of the Village Law) is regulated and taken care of by the Village. This article is related to Article 81 paragraphs (4 and 5): **"Village-scale local development is carried out by the Village itself"** (Silahuddin, 2015)

In the context of this authority, this study found that the construction of COR Block in Donotirto Padukuhan is a village priority program because this road is the main road that connects the hamlet with other hamlets and access to several public facilities such as roads across sub-districts and to districts as well as access to animal markets. The construction of this road had been proposed several times to the sub-district musrenbang through the District Indicative Ceiling (PIK) but never succeeded. After investigation, he finally got information that the class of the road was a village road, it could not be financed with the APBD. Thus, both the village government and the community do not or do not understand the potential of the area and the authority it has.

However, the construction of *corblock* roads and farm business roads is a community initiative. This initiative arises from the problems and needs of residents for the accessibility of areas that are disturbed by unfavorable road conditions. *Corblock* in Donotirto for accessibility of the community especially in Donotirto and society in general. This road connects sub-districts and districts. Meanwhile, the farm business

road supports the productivity of farmers in increasing their productivity, where accessibility to the rice fields is no longer difficult. Transporting seedlings, fertilizers, agricultural equipment, and agricultural products is no longer an obstacle. What used to be difficult-to-reach vehicles is now accessible by four-wheeled vehicles. These two sections of the road are needed for *the well-being* of the people in Bangunjiwo.

Community Empowerment Model

Empowerment is a process of developing, bathing, empowering, and strengthening the bargaining position of the lower strata of society against pressure forces in all fields and sectors of life. Empowerment is a process that describes how individuals and groups acquire power, access to resources, and the advantages of control over their lives put forward by Robbins, Chatterjee, & Canda (Ramos & Pradeaux, 2014). Community empowerment in the implementation of its activities is to involve the community as the main actor in its activities. So in practice, it is necessary to have active participation of the community itself. Community participation itself is explained, namely the availability and involvement of community members in all aspects of development because the community empowerment program emphasizes community involvement in all aspects of the program proposed by Adisasmita (Wibawa, 2014)(Eko, 2002)

Community independence is a condition experienced by a society that is characterized by the ability to think, decide and do something that is considered appropriate to achieve solving the problems faced by using the capabilities they have. The ability power in question is cognitive, conative, psychomotor, and affective abilities as well as other resources of a physical/material nature. Community independence can be achieved, of course, but it requires a learning process.

People who follow a good learning process will gradually gain useful power, strength, or ability in the decision-making process independently. Community empowerment marked by independence can be achieved through the process of community

empowerment.

Community empowerment can be realized through the active participation of the community facilitated by the existence of empowerment actors. The main targets of community empowerment are those who are weak and do not have the power, strength, or ability to access productive resources or communities that are marginalized in development. The ultimate goal of the community empowerment process is to bathe the community in order to improve the living standards of the family and optimize the resources they have. Socially, the communities around protected forest areas until now have remained identified as marginalized (marginalized) communities and do not have reliable power, strength, and abilities and do not have adequate capital to compete with capitalist societies or businessmen's societies who socially and politically have adequate power, strength, and abilities.

There are six objectives of community empowerment (Totok & Poerwoko Soebiato, 2019) namely: 1) Improvement of "Better Institution": Institutions With the improvement of activities /actions taken, it is expected to improve institutions, including the development of business interest networks. 2). Improvement of Business "Better Business" Improvement of education "spirit of learning", improvement of accessibility, activities, and improvement of institutions, are expected to improve the business carried out. 3). "Better Income" Income Improvement. With the improvement of the business carried out, it is hoped that it will be able to improve the income it earns, including the income of the family and the community. 4). Environmental Improvement "Better Environment" Income improvement is expected to improve the "physical and social" environment because environmental damage is often caused by poverty or limited income. 5) Improvement of "Better Living" Life The level of income and environmental conditions that are improving, are expected to improve the living conditions of every family and community. 6) Improvement of "Better Community" Society A better life supported by a better "physical and social"

environment, is expected to be realized into better community life as well

There are several things that should be underlined, namely: First, village empowerment is a matter of views or paradigms. If it is viewed that knowledge is always outside the village, then there is no development of traditional knowledge that the villagers have had for decades. So the villagers do not believe that science is the main capital for the progress of their village, exceeding their financial and natural capital. As a result, there will be a permanent dependence of villages on forces outside them. Similarly, if it is seen that the youth cannot be trusted then they are reluctant to do much for the betterment of the village. Most of them left because they saw that the future was outside the village. So its must be changes, we believe is what will happen in the village in the future. Believe me, the future has always belonged to the young people of the village. Second, the progress of the village is a matter of being yourself. This relates to the first lesson, where building a village does not mean shaping the village into what they are not. What comes from outside the village should follow what is in the village, not the other way around. So it all starts from the village, be it dreams, ideals, goals, hopes, desires, wills, spirits, and all the other good values that come with it. It all started with what was in the village, not the other way around. As Roosevelt once said, **“years of people going around looking for the key to success, until then he realized that the key was in his pocket”**.

The change in the village is not like a *sprint* run that requires speed, but like a marathon run that needs stamina. Long distances are traveled longer, although we can speed it up. Releasing farmers from middlemen, for example, takes time because it has been happening for decades. We just need to start stepping, with the belief that a thousand big steps always start from one small step only. The Green Schools in all three villages assure us that change requires resilience, patience, and resilience because there is always an interesting tug-of-war bet-

ween the forces that exist in the village. The good thing is not always have that many of his supporters. There are always those who want to survive, and there are always those who want to change it. It's no longer a matter of the young and old. The old man who joins the ranks of change then he is young, while the reluctant young man then in fact ages prematurely. (Hidayat *et al.*, 2017).

In this process, it is according to the stages that must be passed. There is a process where Kalurahan applies for a corblock program in Padukuhan Donotirto which is the main access from Padukuhan out always mentally when applied for through the District Indicators Ceiling (PIK). Despite being a priority program for kalurahan development. After several submissions and never being *approved* then they find out why and why. Here they are in the process of studying because it turns out that the proposed road class is a village road. Thus, it becomes the authority of the village to build and repair and can use village funds. The construction of this road then became a priority and was budgeted by accessing village funds. It is interesting from here that the village or kalurahan does not understand its area and the authority it has, that the road class also determines the authority it has.

However, the construction of *corblock* roads and farm business roads is a community initiative. This initiative arises from the problems and needs of residents for the accessibility of areas that are disturbed by unfavorable road conditions. *Corblock* in Donotirto for accessibility of the community especially in Donotirto and society in general. This road connects sub-districts and districts. Meanwhile, the farm business road supports the productivity of farmers in increasing their productivity, where accessibility to the rice fields is no longer difficult. Transporting seedlings, fertilizers, agricultural equipment, and agricultural products is no longer an obstacle. What used to be difficult-to-reach vehicles is now accessible by four-wheeled vehicles. These two sections of the road are needed for *the well-being* of the people in Bangunjiwo.

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Empowerment is a process that describes how individuals and groups acquire power, access to resources, and the advantages of control over their lives put forward by Robbins, Chatterjee, & Canda (Ramos & Prideaux, 2014). Empowerment is considered a collaborative process in which people who are less empowered by valuable resources are deployed to increase access and control over resources to solve personal and/or community problems. This effort is carried out with various things, one of which is the development of a village into a Tourism Village (Hamill & Stein, 2011). (Fitriana, 2020)

Community empowerment in the implementation of its activities is to involve the community as the main actor in its activities. So in practice it is necessary to have active participation of the community itself. Community participation itself is explained, namely the availability and involvement of community members in all aspects of development because the community empowerment program emphasizes community involvement in all aspects of the program proposed by Adisasmita (Wibawa, 2014)

Definitively, the implementation of PKTD in Bangunjiwo is an empowerment process because it involves the community as the main actor who has initiatives from planning, implementation, monitoring, and evaluation to beneficiaries. People who follow a good learning process will gradually gain useful power, strength, or ability in the decision-making process independently. Community empowerment marked by independence can be achieved through the process of community empowerment. Community empowerment can be realized through the active participation of the community facilitated by the existence of empowerment actors. The main targets of community empowerment are those who are weak and do not have the power, strength, or ability to access productive resources or communities

that are marginalized in development. The ultimate goal of the community empowerment process is to bathe the community to improve the living standards of the family and optimize the resources they have.

In understanding the empowerment in Bangunjiwo, the community can determine development priorities by assessing the impact caused by a development. This can be seen from the process of determining the two roads that are priority development with DD. *The corblock* in Donotirto is the main access road in and out of padukuhan as well as the main road to the Regency. In the process, the level of community participation is very high during implementation. Community participation in the form of consumption support for workers and cooperation work outside the work of PKTD. Residents are also negotiating with nearby housing managers to provide for developments that have not been covered in village fund budgeting such as urug. This shows that the bargaining position of residents towards capital owners is quite calculated with the support of housing residents.

This condition is very different from the construction of a farm business road (JUT) in Gedongan. The geographical aspect determines the level of participation. This JUT although the main road but is located in an agricultural area so participation is small enough that PKTD is very reliable for the construction process. The policy change of increasing the DD allocation for wages by 50% has no implications for an increase in the number of units of wages. Additions are made to supplement the workforce with the required type of work. This is beneficial for the process of implementing the JUT program because it requires more manpower to transport materials from the main road to the location considering that the JUT location is not accessed by vehicles. Here is a diagram of community involvement in the CCPD process.

CONCLUSION

In this study, there are several conclusions obtained that the level of community par-

ticipation is influenced by geographical location concerning far and near residential areas. Community participation is high when the program is held near residential areas, and vice versa the small participation of communities in rice fields. The location of the program determines the level of participation.

The active participation of the community in the initiative must be balanced with an understanding of local conditions and the authority they cause. This can be seen from the experience of the community when submitting priorities for the construction of corblok roads in Donotirto which experienced several rejections when submitted through PIK. After several times, it was only discovered that the cause was because the proposed road class was a village road. This class of roads shows the authority of who is building. In this case, because of the village road, it becomes the authority of the village to build and can be funded with village funds. Only then can the problem be resolved and development priorities can be carried out.

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