

## **Community Empowerment Through The Program Of The Movement To Develop People Economic In Lamongan Regency Indonesia**

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**Abstract:** *The objective of research is to describe, to analyze and to interpret the process and output of community empowerment at The Movement to Develop the Economic of Rural Lamongan People (GEMERLAP). Method of research is qualitative method suggested by Strauss & Corbin (1997). [1] Focus of research is given upon the findings of Narayan (2002) [2], Kartasasmita (1996) [3], Suharto (2009) [4], Brinkerhoff and Derick W (2005) [5]. Instrument of research is based on Sugiyono (2007) [6] and Moleong (2006) [7]. Data analysis is in accord with Miles & Huberman (2014) [8]. Result of research indicates that community empowerment at The Movement to Develop the Economic of Rural Lamongan People (GEMERLAP) is realized through internalizing empowerment values such as access to information, inclusion and participation, accountability, and local organizational capacity. Besides internalizing these empowerment values, The Movement to Develop the Economic of Rural Lamongan People (GEMERLAP) also constructs empowerment process by using enabling strategy which is creating a condition or climate that helps the community to develop their potentials. Empowering strategy is also used to strengthen the potentials or powers of community and also to protect the weak member of community. The output of empowerment through The Movement to Develop the Economic of Rural Lamongan People (GEMERLAP) shall then contribute to economic ability and communal capacity to access the welfare and also shall develop the cultural and political competences.*

**Keywords:** *empowerment, community, building, economic and people*

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### **I. Introduction**

In various decades, poverty is the main priority of development programs planned by the government. Major estuary of development planning toward Year 2012 is still focused on the alleviation and mitigation of poverty. The most prominent thing in Indonesia after crisis in 1998 is the emergence of poverty alleviation program in various sectors managed by the government. In forestry sector, there is a Forestry Intensive Work Program. Health sector witnesses a synergy between the Official of Workforce, the Cooperative and the Small-Medium Enterprises to organize Social Security Net Program (JPS). There are several base structure programs such as Urban Poverty Mitigation Program (P2KP), Remote Village Development and Improvement Program (P3DT), Coastal Community Economic Empowerment (PEMP), District Development Program (PPK), Remote Village President Instruction (IDT), and finally, for-poor rice program (Raskin). Other programs are released for the development of productive economic, such as Smallholder Income Improvement Program (P4K), Welfare Family Income Improvement Initiative (UPPKS), Women Empowerment for Local Economic Development (P3EL), Saving-Loan Cooperative (KSP), and Micro Finance Agency (LKM). In education sector, there is School Operational Financing Program (BOS). Water Supply and Sanitation Project for Low Income Communities (WSLIC) and Health Social Security Net Program are important programs in health. Oil Fuel Subsidy, Rural Infrastructure Development and Fishing Subsidy are all initiatives with great impact on fishery and marine sector (Zaini, 2006:11) [9].

Given many programs performed by the government for the alleviation and mitigation of poverty, Indonesia shall stand beyond what so called "absolute poverty". However, it is far from the expectation. Poverty is still becoming a main problem in Indonesia.

East Java Province is the third biggest economic force in Indonesia which enjoys 5.90 % national economic growth but with bigger poverty rate than national poverty percentage (East Java Capital Investment Agency, 2009:4). Although poverty rate starts to decrease, many development programs are still unable to overcome the poverty gap between rural and urban.

After the launching of local autonomy, interregional development gap (rural and urban) is still high, meaning that the goal of local autonomy toward people welfare is not yet achieved. By developing the autonomy, the localities (regency, town/city and province) must struggle to each other to attain real achievement amidst the tight economic competition. Local resource mobilization is practically under the control of local and provincial government. Development programs represent a strategic implementation for every local leader to manifest their vision and mission. Practically, it can be said that local autonomy is providing wide opportunity to the local to implement the development based on local capacity amidst fast and strategic environmental change.

In practice, autonomy is widely accepted by autonomous local that represented by local government (Regency/City) if compared to other component of local community. Consequently, Law No.32/2004 [10] is reflecting more on the arrangement of “local government autonomy” than “local autonomy” itself (Utomo, 2005:3) [11]. It can be understood given the great wave of authority devolution from central to local, which is followed by the arrangement of organization that is usually fat and overloading the budget. Innovations applied into local developments must be taken into account by the implementer of local development, especially through decentralization process which provides a necessary room for maneuver. Decentralization process from the central may give opportunity to local government to produce their *good governance*.

Autonomy policy is not entirely producing positive impact because several fundamental problems are constraining autonomy and these are not yet resolved. The financing needed for the implementation of government and local development is still lacking. This condition is worsened by improper fund allocation that misses the target. Many local projects are missing the target and incompatible to the development of people welfare.

Dealing with the problems of local development, it will need a development strategy that stays on target and aligns with local potential. The limited financial resource is such usual problem experienced by all locals of Indonesia, including Lamongan Regency. Policy makers and local development planners in localities are remaining in dilemmatic position. Fair and just consideration, therefore, is needed in determining the leading sectors that must be developed. This consideration is a reference for policymaking that determines which policy that must be given a priority by local government. Lamongan is selected as research location because the local government has designed a development that prioritizes onto local potential, respectively rural potential, to deal with welfare gap between rural and urban communities. Economic potentials owned by Lamongan Regency, based on location quotient (LQ) analysis, are derived from three leading sectors, respectively agriculture, service and trade, and hotel and restaurant. Agriculture is twice more superior than other sectors (service and trade, and hotel and restaurant). Based on LQ analysis, the leading potential of a local is also associated with the resource. In relative with natural resource, the local leading potential of Lamongan Regency for its agriculture sector is found at crop sub-sector and fishery sub-sector. With the standard total of crop field counted for 83,213 hectares (7.23 % of East Java Total), Lamongan Regency in 2013 can produce rice grain for 967,497 tons GKG (8.03 % of rice grain total in East Java or the second biggest in East Java) ([www.lamongankab.go.id](http://www.lamongankab.go.id)) [12].

For fishery sub-sector, in 2013, Lamongan Regency has contributed to East Java as the biggest production of fishery, by productivity of 112,384.38 tons. Besides fishery sector, animal husbandry sector of Lamongan Regency, mainly broiler husbandry, has been the first rank in East Java with total population of 40,730,335.00 chickens. For the sheep, Lamongan Regency has contributed to East Java as the third biggest producer by population total of 66,009.00 sheeps ([www.lamongankab.go.id](http://www.lamongankab.go.id)) [12].

In processing industry sector, the leading potential of this sector is supported by many home industries (IRT) and micro-small-medium enterprises (UMKM). Based on data of 2013, Lamongan Regency has witnessed the emergence of 252,734 units of UMKM including agriculture and non-agriculture UMKM. All UMKM contribute greatly to local economic and have absorbed workforces in Lamongan Regency ([www.lamongankab.go.id](http://www.lamongankab.go.id)) [12]. To ensure a successful development in Lamongan Regency, paradigms and strategies are selected to be the base of development process. According to Friedman (1992) [13] quoted by Suryono (2010:55) [14], empowerment concept is the alternative to the development, and can be the answer to poverty problem in the developing country. Therefore, the selection of *empowerment paradigm* in developing economic of Lamongan community is supported.

The precision of local development policy is determined by the reliability local potential. This consideration is a structure to generate a competitive environment between regencies/cities in the linkage context of national domain. If local autonomy values are linked with local development strategy in the atmosphere of local autonomy, then the approach to policymaking under realism perspective is absolutely needed. Based on the data of PDRB, the government shall interpret a policy by analyzing many potentialities in Lamongan Regency such that a proper policy may reflect and utilize the leading potentials in Lamongan Regency.

In addition to their great rural product potentials, Lamongan community also has successful businesses throughout Indonesia region. It is believed that more than 90 % small and medium entrepreneurs are coming

from the villages (BAPPEDA, 2010:7) [15]. It represents the richness of Lamongan potentials which if it is empowered, it will be a distinctive *entrepreneurship* base which gives positive contribution to the kindness of Lamongan. The village as the smallest government is spread onto more than 80% governmental regions of Lamongan Regency, where the rural community considers the village as their shelter for making a family and working on subsistence jobs, such as farmer, farming laborer, livestock breeder and fisher, as well as other productive and creative jobs. Rural community in Lamongan is known for their high work ethos, hardworking, and uneasily giving up. They are open themselves to new idea for the improvement and increase of their welfare. If special treatment is given to the empowerment process, hereby greater performance can be achieved which in turn rural community of Lamongan will find their welfare increased which allows them to alleviate poverty.

Recalling this high potential of rural and its importance as the base of fair just development, hereby the government of Lamongan Regency has since 2010 planned a development policy focused on rural economic. The Movement to Develop the Economic of Rural Lamongan People (GEMERLAP) is then launched through the Decree of Lamongan Regent No.12/2011 [16] about The Movement to Develop the Economic of Rural Lamongan People (GEMERLAP). The implementation of GEMERLAP is organized by GEMERLAP Implementer Team through the Decree of Lamongan Regent No.188/76/Kep/413.013/2011 [17] about The Implementer Team for The Movement to Develop the Economic of Rural Lamongan People (GEMERLAP).

GEMERLAP policy is the manifestation of strong interest shown by the government of Lamongan Regency to develop people economic based on rural community empowerment. It does not mean that urban development must be abandoned but only rural community shall also be supported to reduce the gap between urban and rural. The opportunity to produce Lamongan progress is greater at the current context, especially when rural economic empowerment is implemented in proper and precise ways. The development of rural economic centers may create the market which will invite traders and consumers to have transaction such that capital circulation is not smaller at all and therefore, giving great contribution to the increase of Local Genuine Income of Lamongan and also opening jobs for rural community of Lamongan.

Empowerment programs in Lamongan Regency before the launching of GEMERLAP are walking alone in each separated sector. Therefore, sector-based egoism is still high and there is no interaction between stakeholders in favor of empowerment. Many SKPDs are creating separated empowerment policies and programs such that all working units are solitary without good coordination. This condition has caused the sub-optimality of governmental effort for community empowerment. By taking account this condition as important issue, GEMERLAP is then expected to integrate any initiatives of rural community economic empowerment in comprehensive and integrative ways. The concrete manifestations of The Movement to Develop the Economic of Rural Lamongan People (GEMERLAP) include: (1) community development which involves building critical awareness, self-initiative, and autonomy, onto the community to exploit their potentiality and environment through learning process based on standard and necessity, (2) stimulant aid, which takes a form as autonomous stimulant fund given to community groups to finance their preplanned activities to improve their welfare, (3) capacity improvement, which includes set of activities to increase the capacity/capability of officer (local, district and village levels) and interest group in order to create a conducive synergic climate at the target community, and (4) program management and its sustainability, which concerns with the achievement of GEMERLAP better performance as shown by the increasing productivity of rural economic (agriculture, animal husbandry, fishery, community handicraft, and community-household industry) supported by managerial consultant, quality control, evaluation and program development (BAPPEDA, 2010) [15].

Although GEMERLAP has been run since 2011 but some problematic still occur, especially those related with the empowerment initiative by the government and the output from GEMERLAP. Based on field observation, it is shown that community empowerment through GEMERLAP is not yet achieving what is expected by the policy. It is said so because the government faces a limited budget to make empowerment initiative becoming optimal. The participation of stakeholders into empowerment initiative is also limited. All of these are factors that constrain the implementation of GEMERLAP.

By considering this overview as research background, it can be argued that The Movement to Develop the Economic of Rural Lamongan People (GEMERLAP) has been implemented for two years and less surprisingly, does not have a scientific model base. A review is conducted by using a development framework based on community empowerment. Research problem is formulated as follows: How are the process and output of community empowerment at The Movement to Develop the Economic of Rural Lamongan People (GEMERLAP)?

Consistent with this formulation, the objective of research is to describe, to analyze and to interpret the process and output of community empowerment at The Movement to Develop the Economic of Rural Lamongan People (GEMERLAP).

It is expected that result of research will give benefits as following. Theoretically, result of research will contribute to the insights of public administration science, especially related to a community empowerment

model as the alternative to development model, as shown by The Movement to Develop the Economic of Rural Lamongan People (GEMERLAP). Result of this research may also provide important reference for any other reviews and further researches.

## **II. Methodology Of Research**

Method of research is using Strauss & Corbin's qualitative method (2003)[18]. Focus of research is given upon the findings of Narayan (2002)[2], Kartasasmita (1996)[19], Suharto (2009)[4], Brinkerhoff and Derick W (2005)[5]. Instrument of research is in accord with Sugiyono (2007)[6] and Moleong (2006)[7]. Data analysis is employing the method of Miles & Huberman & Saldana (2014)[8].

## **III. Result And Discussion**

### **Process And Output Of Community Empowerment At The Movement To Develop The Economic Of Rural Lamongan People (Gemerlap)**

The Movement to Develop the Economic of Rural Lamongan People (GEMERLAP) is a policy made by the government of Lamongan Regency by considering as background the urbanization phenomenon that occurs in many cities including Lamongan. This condition may impact on the increasing urban capacities in various dimensions. It is consistent to the general manual of The Movement to Develop the Economic of Rural Lamongan People (GEMERLAP) such as:

“The gap between rural and urban at development priority scale is still far from the expectation and therefore, urbanization is inevitable which in turn, the urban is overloaded in many dimensions such as social, economic and politic. More than 70 % peoples/communities of Indonesia are living in rural and their role attribute is as the main supplier to food necessity of all Indonesian. (The General Manual of GEMERLAP, 2011:02)

The number of village in Lamongan Regency is quite huge and ranked as the second biggest number of village after Central Java. People of Lamongan mostly inhabit the rural, and they are identified by high work ethos, resiliency, hard working and uneasily given up. Lamongan people who work out of town can be seen as those selling soto or tahu campur. The potential of rural community in Lamongan, if exploited specifically focused on empowerment, may increase the welfare of rural community and also reduce the poverty in Lamongan. Such condition is already explained in general manual of GEMERLAP such as following:

“Lamongan, one of regencies in East Java, with the village as the smallest level of government, has the greatest number of village (as second throughout Indonesia after Central Java) counted for 474 villages/sub-districts. People of Lamongan is religious and identified by high work ethos, resiliency, hard working and uneasily given up. They are open to new ideas that improve and increase their welfare. Specific treatment focused upon the learning process is driven to achieve the expected performance. Rural community of Lamongan may improve their welfare to reduce the poverty in community. (The General Manual of GEMERLAP, 2011:04)

Seeing that the presence of rural human resource indeed is a potential that can be further exploited, Lamongan Regent then expects that 474 villages in Lamongan must be developed based on potential characteristic of each village. This condition is a reason why GEMERLAP is reflecting the governmental effort to develop the economic of rural Lamongan through empowerment. It is asserted by Mrs. Shofian Nurhayati as the Head of Economic Division in the Local Development Planning Agency (BAPPEDA) of Lamongan Regency who states that:

“Lamongan has 474 villages with different characters and potentials based on the region. Lamongan Regent insists that each village must have a distinctive product or potential that leads the village to increase people welfare, or that helps the village to be empowered to exploit its leading product in Lamongan Regency”. (Interview on 13 September 2013 at 10.00 am at the Office of BAPPEDA Lamongan)

Legally, the existence of GEMERLAP Program has been stated in The Regulation of Lamongan Regent No.12/2011 about The Movement to Develop the Economic of Rural Lamongan People (GEMERLAP). The government of Lamongan Regency has been really committed to undergo GEMERLAP Program in proper way. Lamongan Regent has released the Decree of Lamongan Regent No.188/76/Kep/413.013/2011 about The Implementer Team for The Movement to Develop the Economic of Rural Lamongan People (GEMERLAP). By the existence of two legal bases, it becomes the early step for Lamongan Regency to develop the economic of rural community.

The receiver target of GEMERLAP Program is the rural community with autonomous work which is possible to be developed into the rural community work that manufactures the rural leading product. It has been said in the order of conduct (Juklak) of GEMERLAP:

The receiver target of GEMERLAP Program is the rural community with autonomous work which is possible to be developed into the rural community work that manufactures the rural leading product. It means

that the existing business shall be a motivation or a workshop for rural community itself". (The Order of Conduct of GEMERLAP, 2013:08)

GEMERLAP is defined as the local program of Lamongan Regency to empower the economic of rural community, to increase a sense of autonomy and welfare of rural community, and to be part of effort of poverty alleviation. The General Manual of GEMERLAP has stated that:

GEMERLAP is a local program of Lamongan Regency to empower the economic of rural community, to increase a sense of autonomy and welfare of rural community, and to be part of effort of poverty alleviation. It is manifested through developing economical industrial centers at rural to create sustainable innovation among rural communities". (The General Manual of GEMERLAP, 2011:06)

Being one of empowerment programs, GEMERLAP shall be able to develop community potential at rural without making this community too much depending on the government. The complexity of problem and challenge in the empowerment process shall be scrutinized by the government during the implementation of empowerment. Basically, empowerment theory itself involves many approaches and theories to increase the success of empowerment program. Therefore, some considerations are used as research focus to discern the empowerment process within GEMERLAP Program. First research focus is the application of empowerment values. Second is the implementation of community empowerment through GEMERLAP Program. Third focus is approaches and strategies used to ensure that GEMERLAP Program will be successful.

#### **IV. The Application Of Community Empowerment Values In Gemerlap**

There are many concepts and ideas about empowerment. Various empowerment contexts have produced different models of empowerment. The success of community empowerment still cannot escape from the principles of community empowerment such as access to information, inclusion and participation, accountability, and local organizational capacity. Some of these principles of community empowerment are examined and observed directly by the author in the implementation context of The Movement to Develop the Economic of Rural Lamongan People (GEMERLAP). The presented data are about the application of community empowerment principles in GEMERLAP Program.

##### **a. Access To Information**

GEMERLAP Program (The Movement to Develop the Economic of Rural Lamongan People) is the manifestation of the determination from the government of Lamongan Regency to develop the economic of rural community. This program is chaired by The Head of Local Development Planning Agency (BAPPEDA) of Lamongan Regency. The understanding and knowledge of the community to GEMERLAP Program can be increased with several stages of socialization by BAPPEDA of Lamongan Regency. First stage is that BAPPEDA socializes the program to all SKPD in Lamongan Regency by explaining GEMERLAP Program and ensuring that all SKPD will understand the program and introduce the program to the community. Mrs. Shofian Nurhayati, as the Head of Economic Division in Local Development Planning Agency (BAPPEDA) of Lamongan Regency, has explained that:

"Socializing the implementation of GEMERLAP Program will involve several stages commanded by BAPPEDA. Firstly, BAPPEDA socializes the program by inviting all SKPD of Lamongan Regency to discuss GEMERLAP Program". (Interview on 10 September 2013 at 14.00 pm in the Office of BAPPEDA of Lamongan Regency)

Mrs. Shofian's explanation is supported by Mr. Sony who states that:

"The coordinator of GEMERLAP Program is Bappeda, which then undergoes the assembly with SKPD to explain GEMERLAP Program as a program of the Regent. After that, BAPPEDA will socialize the program to the community". (Interview on 13 September 2013 at 10.00 am in the Office of the Animal Husbandry Official)

First socialization is held on 7 March 2011 in PKPRI Building addressed at Soerwoko Lamongan Road by the heading "The Introduction and Technical Guide of The Implementation of GEMERLAP Program". The materials presented in this socialization are: (1) the General Manual of GEMERLAP Program and the Technical Guide of Fish Cultivation in Canvas Pool, explained by the Assistant Economic and the Caretaker to The Head of The Official of Fishery and Marine of Lamongan Regency; (2) Developing the Agribusiness System, delivered by the representative of the Official of Agriculture and Forestry of Lamongan Regency; (3) The Cultivation of Goat and Sheep, communicated by the representative of the Official of Agriculture and Animal Health of Lamongan Regency; and (4) the Model of Community Empowerment for Local Economic Development, presented by the Official of Cooperative, Industry and Trade of Lamongan Regency. The participants who attend first stage socialization are listed in Enclosure 5.

Bappeda of Lamongan Regency is committed to deliver the information about GEMERLAP Program to the community, and therefore, second socialization is conducted by collecting all district heads and community groups comprising of 198 farmer groups, 20 livestock breeders, and 20 street vendor groups. The

district heads and the representatives of community group are expected to disseminate the information about GEMERLAP Program to community. Mrs. Shofian Nuryahati says that:

“Bappeda also organizes the socialization attended by all district heads in Lamongan Regency, farmer groups and other groups to explain the implementation GEMERLAP Program and the submission of proposal for fund related to the program, through which district heads and group representatives are expected to deliver the information of GEMERLAP Program to the community”. (Interview on 10 September 2013 at 14.00 pm in the Office of BAPPEDA of Lamongan Regency)

Second stage of socialization is held on 17 March 2011 in Korpri Building addressed at Kusuma Bangsa Road by the aim to introduce GEMERLAP Program to the community. The materials presented include: (1) the General Manual of GEMERLAP Program and the Technical Guide of Fish Cultivation in Floated Net Cage (KJA), explained by the Assistant Economic and the Caretaker to The Head of The Official of Fishery and Marine of Lamongan Regency; (2) The Base Concept of Management and Processing of Agricultural Yield, delivered by the representative of the Official of Agriculture and Forestry of Lamongan Regency; (3) The Cultivation of Duck, communicated by the representative of the Official of Agriculture and Animal Health of Lamongan Regency; and (4) the Community Empowerment, presented by the Official of Cooperative, Industry and Trade of Lamongan Regency.

To ensure that the community will get information of GEMERLAP Program clearly, BAPPEDA of Lamongan Regency is not only inviting all district heads to the Office of BAPPEDA, but also acting proactively along with SKPD and the facilitating officers to visit the districts to facilitate the submission of proposal to GEMERLAP Program. This socialization stage is attended by District Heads, Village Heads and the representatives of group. Mrs. Shofian Nuryahati declares that:

“BAPPEDA and the related SKPD are visiting the districts of Lamongan Regency to socialize the concepts and techniques of GEMERLAP Program by the attendance of District Head and staffs, Village Head and staffs, and the representatives of farmer group, breeder group and other group existed in the visited district”. (Interview on 10 September 2013 at 14.00 pm in the Office of BAPPEDA of Lamongan Regency)

Similar statement is also given by Mr. Sony as the Head of Animal Health Division in the Animal Husbandry Official. This Division is one SKPD that participates with BAPPEDA into the socialization of the program to several districts.

“We socialize GEMERLAP Program to the district by the attendance of District Head and staffs, Village Head and staffs, and entrepreneurs in the district. During this socialization, we explain the objective and concept, and also how to submit the proposal and how to implement GEMERLAP Program”. (Interview on 11 September 2013 at 16.00 pm in the Office of the Animal Husbandry Official)

The facilitator coordinator who participates into the socialization to the districts is also espousing the opinion by stating that BAPPEDA and SKPD, and also the facilitator, are undergoing the socialization of GEMERLAP Program to the community. Mr. Sueb, as the facilitator coordinator of GEMERLAP Program, has said that:

“The socialization of SKPD and facilitator in several districts has been mapped based on the target of GEMERLAP Program. During this socialization, we explain the concept and objective of GEMERLAP Program such that the community will understand and can submit the proposal to this program. Embryonic group is also on the priority”. (Interview on 11 September 2013 at 16.00 pm in Mr. Sueb’s House)

As explained by BAPPEDA, the socialization to the districts is attended by SKPD, Village Head and community group representative. Head of Karangrejo Village in Turi District has reported that Village Head is directly invited by BAPPEDA to attend the socialization of GEMERLAP Program in which the scope of program and the submission of proposal will be explained to help the community to have active participation. Mr. Hery as Head of Karangrejo Village of Turi District has supported this fact by saying:

“I meet the invitation for the socialization of GEMERLAP Program which is also attended by Head of related Officials and some SKPD. We have good communication about GEMERLAP Program. To my acknowledgement, GEMERLAP Program is communicated by Mr. Fadeli, which attempts to touch village potential, to develop this potential and to increase the knowledge of the community about GEMERLAP Program”. (Interview on 13 September 2013 at 10.00 am in the House of Village Head)

The explanation of Village Head above is also supported by the community of Lamongan Regency who also attends the event of GEMERLAP Program socialization. The community starts to understand GEMERLAP Program in detail, respectively the objective and scope of the program, and also how to submit the proposal after the socialization of BAPPEDA and SKPD to several districts. Mr. Markat, as a Chair of Association of Canvass-Based Catfish Cultivation at Mantup District, has said that:

“The socialization at the District Office is attended by SKPD, BAPPEDA and Fishery Official, and also some cadres and members of cultivator group. There, we receive the explanation of GEMERLAP Program and the type of grants. I, myself, submit the proposal for catfish cultivation grant, and the facilitator is quite

responsive, and therefore, we have a discussion there”. (Interview on 10 September 2013 at 17.00 pm in the House of Mr. Markat)

Governmental effort to introduce and to internalize the community about GEMERLAP Program has obtained quite good response or feedback from the community. After socialization, many community groups have submitted grant proposal to develop their village potential. The government becomes very busy to select the eligible proposals. Mr. Sueb as the facilitator coordinator for GEMERLAP Program has described:

“The community shows good response and great enthusiasm to the program. Many members of the community are asking a lot about the program and intending to submit the proposal. We and SKPD are quite perplexed in sorting over the eligible proposal due to fund limit.” (Interview on 11 September 2013 at 16.00 pm in Mr. Sueb’s House)

After BAPPEDA, SKPD and the facilitator have socialized GEMERLAP Program to the community in district level, some community groups are submitting the proposal for potential development by considering that their village potential can be developed by the finance of GEMERLAP Program. To show governmental commitment to the introduction of GEMERLAP Program to the community, hereby the Regent is organizing the launching event of GEMERLAP Program and symbolically bestowing the grant to the representative of community group. The launching of GEMERLAP Program is the peak event of the socialization of GEMERLAP Program to the community. The event is held on June 2011. During the launching, Lamongan Regent explains to the community about the objective of GEMERLAP Program. Mrs. Zuli explains that:

“The peak of introduction of GEMERLAP Program to the public is the launching by Regent and all staffs of Muspida”. (Interview on 10 September 2013 at 14.00 pm in the House of Mrs. Zuli)

As the early step of program implementation, Regent hands over directly the grant based on the leading capacity of village to the chair of farmer group or breeder group. The grant can take several forms such as duck grant, catfish juvenile, tools to prepare canvas-based catfish embankment, hand tractor for agriculture, and revitalization of rural market.

The launching as the peak event of the socialization is well responded because the community starts to understand GEMERLAP Program. The community is getting familiar with the objective of GEMERLAP Program and also with the process and stage of submitting the proposal. Mrs. Eni, as one lay people in Turi District, is the acceptor of duct grant, and replies:

“I know GEMERLAP Program after attending the socialization and the opening of this program by the Regent. We are then obtaining the socialization of GEMERLAP Program intensively because I consider this program as important to develop the economic of rural community, especially when the community has good potential. How to submit the proposal and how to accept the grant type, including capital reinforcement, are also highlighted. After the socialization, I disseminate the information to other citizens, friends, and other member of the group”. (Interview on 10 September 2013 at 09.00 am in the House of Mrs. Eni)

What is explained by Mrs. Eni is also consistent to the opinion of Mrs. Sumarsih, as the member of duck breeder group which attends the socialization of GEMERLAP Program.

“I start to understand GEMERLAP Program because I attend the launching event by the Regent who also there explains GEMERLAP Program”. (Interview on 10 September 2013 at 13.00 pm in the House of Mrs. Eni)

Besides undergoing the socialization directly to the community, the government of Lamongan Regency also uses printed and electronic media for the socialization. Several popular media are used by the government to disseminate and to internalize the community to GEMERLAP Program, respectively Citra TV as a local television in Lamongan Regency, Radar Bojonegoro, Radio Gernerlap, and Website. It is clarified by Mrs. Shofian Nuryahati as the Head of Economic Division of BAPPEDA Lamongan.

“In addition to direct socialization, BAPPEDA also introduces GEMERLAP Program through printed and electronic media such as Website, Billboard, Citra TV and newspaper”. (Interview on 11 September 2013 at 08.00 am in the Office of BAPPEDA of Lamongan Regency)

It is also consistent to Mr. Sony as the Head of Animal Health Division in the Animal Husbandry Official who says that:

“To ensure that the community is acquainted with GEMERLAP Program, we cooperate with newspaper and television to help the introduction”. (Interview on 11 September 2013 at 10.00 am in the Office of the Animal Husbandry Official)

The remark from BAPPEDA and the Animal Husbandry Official of Lamongan Regency is also supported by the opinion of the facilitator of community group, respectively Mr. Sueb who says that:

“In addition to direct socialization, the government also introduces GEMERLAP Program through Citra TV and Website. The event of program launching is organized by the Regent. The program is also displayed on billboard, newspaper or magazine published by the government of Lamongan Regency”. (Interview on 10 September 2013 at 09.00 am in the House of Mr. Sueb)

First stage socialization of GEMERLAP Program until the launching by the Regent of Lamongan Regency in 2011 has used the budget for Rp. 234,000,250. The budget is coming from Economic Development Planning Program managed by BAPPEDA. The budget is paid in two financial systems, respectively UP/GU/TU for Rp. 55,248,000 and LS for Rp. 178,752,250. The biggest expense for the socialization of GEMERLAP Program in 2011 is used for publication, documentation and decoration which all amount to Rp. 118,233,000.

The socialization of GEMERLAP Program is not only made in 2011, but in 2012, the government of Lamongan Regency also undergoes the socialization in formal and structured manner to the community in order to increase the understanding about the submission of proposal and the implementation of GEMERLAP Program.

Despite the socialization in 2011 and 2012, the government of Lamongan Regency still socializes GEMERLAP Program to the community in the region of Lamongan Regency or out of Lamongan Regency in order to make GEMERLAP Program as the Icon of Lamongan Regency. To support the running of this socialization, BAPPEDA of Lamongan Regency in 2012 and 2013 has allocated the budget for Rp.271,172,500 for socialization.

Based on the data of BAPPEDA of Lamongan Regency in 2012 and 2013, the expense for GEMERLAP Program socialization in 2012 is Rp.55,248,000 paid by the finance system of UP/GU/TU and Rp.178,752,250 paid by the finance system of LS. The biggest expense in 2012 is used for transportation and accommodation for the socialization which amounts to Rp. 75,000,000. The expense for the socialization in 2013 is Rp. 108,355,000 which is still smaller than that in 2012. It is said so because GEMERLAP Program in 2013 is only following up the existed planning while the socialization in 2011 and 2012 concerns with the locations that never accept the socialization and also involves the effort to extend the scope of implementation of GEMERLAP Program inside and outside Lamongan Regency. Regarding to the socialization budget in 2013, the biggest expense is related to publication, documentation and decoration that amount to Rp. 77,700,000.

Besides the formal and structured socialization, the government of Lamongan Regency also provides the information about GEMERLAP Program through various activities done by Regent and Muspida. As previously stated by Mrs. Shofian Nuryahati that:

“Until now, the introduction of GEMERLAP Program is still using direct communication to the community of Lamongan Regency and of outside Lamongan Regency. The communication is done by Regent and Muspida through brief speech in certain events. At least, the community starts to recognize GEMERLAP Program and shows great enthusiasm”. (Interview on 10 September 2013 at 14.00 pm in the Office of BAPPEDA of Lamongan Regency)

The understanding of the community to GEMERLAP Program is not only coming from the socialization or the early introduction, but also derived from sustainable facilitation by the group facilitator in the village. Every group which accepts the grant from GEMERLAP Program will be escorted by a facilitator who is the arm-length of the government. It is not possible to the government to give direct escort for the program and therefore, a facilitator is needed to keep in touch with the community. Group facilitator will give the needed explanation to the community, especially the work group which accepts the grant from GEMERLAP Program, in order to keep the community empowered, great enthusiastic and hard working to have a successful implementation. The facilitator coordinator, Mr. Sueb, explains that:

“The facilitation for groups which accept the grant from GEMERLAP Program is actually quite limited in nature, and only discussing the submission of proposal, the conferral of funding, the responsibility and implementation of program, and the process of facilitation. However, the facilitator and SKPD also internalize the values of hard work, enthusiasm and other values which may stimulate the entrepreneurs to implement the program based on the predetermined objective”. (Interview on 11 September 2013 at 16.00 pm in the House of Mr. Sueb)

The group chair in each village also helps the facilitator to discuss with group member and the community about GEMERLAP Program. The group chair may gather the community and undergo the assembly to discuss GEMERLAP Program and to decide whether to follow GEMERLAP Program. It is justified by Mrs. Musyarofah as the Chair of Duct Breeder Association in Turi District who says that:

“I give information about GEMERLAP Program to group member in periodic session in day 25. I inform to them about GEMERLAP Program organized by the government, its objective and the grant type. I bring the group to decide whether they apply for the grant. Finally, we decide to apply for the grant, especially for the group which never accepts the grant”. (Interview on 24 July 2013 at 10.00 am in the House of Mrs. Musyarofah)

The explanation of Mrs. Musyarofah is consistent to what expounded by Mrs. Sumarsih as one participant of GEMERLAP Program, who states that:

“The group chair, Mrs. Musyarofah, attempts to ensure that we really understand GEMERLAP Program. She organizes the session once in a month to strengthen our understanding about GEMERLAP Program”. (Interview on 24 July 2013 at 14.00 pm in the House of Mrs. Sumarsih)



Based on the explanation above, it can be said that group and facilitator are playing great role in accessing the information of GEMERLAP Program. Facilitation and discussion within the group are more effective to keep the community more understanding about GEMERLAP Program. Through a discussion, group chair and facilitator can accept information from two directions such that it helps the community to understand all information about GEMERLAP Program. The more information understood by the community is the easier for the community in making the decision.

#### **b. Inclusion And Participation**

Inclusion and participation are two different things. Inclusion is about the actors or communities who involve into something, while participation concerns with how the community can be involved. GEMERLAP Program is an empowerment program to develop village potential. However, not all communities can participate into GEMERLAP Program. Some criteria must be met for the participation into GEMERLAP Program. The community must have work grouping that develops village potential. These groups shall have embryo that has grown for two years minimally. Mrs. Shofian Nuryahati as the Head of Economic Division in the Local Development Planning Agency (BAPPEDA) of Lamongan Regency explains that:

“Not all communities can have direct participation because some criteria must be met, such as the presence of group and the ownership of embryo that grows for two years minimally. The group that can meet these criteria is allowed to participate into GEMERLAP Program”. (Interview on 10 September 2013 at 14.00 pm in the Office of BAPPEDA of Lamongan Regency)

The community that prioritized to accept the grant from GEMERLAP Program and that can participate into the program is the community that have people work, such as goat breeding, have formal grouping, and have the environment that supports the livestock, including water and feed that easily available. It is confirmed by Mr. Sony as the Head of Animal Health Division in the Animal Husbandry Official by stating that:

“The priority is given to the community with the work at animal husbandry, such as goat. They must have goat ranch, formal group, and environment that supports goat, including water and greens for the goat”. (Interview on 13 September 2013 at 10.00 am in the Office of the Animal Husbandry Official)

It is understood that the target of GEMERLAP Program is aimed to the rural community that have formal grouping at agriculture, fishery and productive economic sectors. Technically, there is no intention for discrimination but only certain community that can participate into GEMERLAP Program. Not all communities may have access and participation into GEMERLAP Program. The community with strong commitment and willingness to increase their capacity of autonomy is the important point to distinguish between the community that participates into GEMERLAP Program and the non-participant. Group chair can assemble the community to have a collective discussion to determine the participant group and to settle on the group that will accept the grant from GEMERLAP Program. Main criterion required by the group chair is that the community must have great desire to implement GEMERLAP Program in proper way. It is confirmed by Mr. Markat as the Chair of Canvas-Based Catfish Cultivator Group in Mantup District who states:

“The community who participates into catfish cultivator group is not merely usual community although this group is open to anyone. Some criteria must be met if the community is willing to implement the program such that the grant will benefit for all”. (Interview on 24 July 2013 at 17.00 pm in the House of Mr. Markat)

What is explained by Mr. Markat is corroborated by Mrs. Musyarofah as the Chair of Duck Breeder Group in Turi District who explains that:

“We give the opportunity for the community who want to join with the group. However, recently, we give great priority only to the group member who never gets the grant from GEMERLAP Program such that all group members will experience empowerment. I assemble them in the house and explain about mechanism and accountability after receiving the grant. I expect the target members will understand and any disagreements can be directly expressed and responded”. (Interview on 24 July 2013 at 09.00 pm in the House of Mrs. Musyarofah)

Based on the review with the general manual of GEMERLAP Program, it is shown that the participant community into GEMERLAP Program is all village communities that have autonomous work and this work is possible to be developed into rural community work which then manufactures rural product. In the manual book of GEMERLAP Program, it has been determined that the rural work that receives the grant from GEMERLAP Program is the work that involves as many as possible villagers in revolving pattern. The manual book of GEMERLAP Program has explained that:

“The target of program receiver is the rural community which has autonomous work that is possible to be developed into rural community work which then manufactures rural leading product. It means that the existing business shall be a motivation or a workshop for rural community itself. The activity that can accept the funding from GEMERLAP Program is only that which can afford and involve as many as possible villagers in sustainable pattern”. (The Manual Book of GEMERLAP, 2011:09)

Referring to this overview and pursuant to the general manual of GEMERLAP, the government is then selecting and verifying the community group that can participate into the program and submit the proposal of grant for agriculture sector including cropping, animal husbandry, fishery and productive economic sub-sectors, and also deciding which group that can participate into the program and receive the grant based on the Decree of Regent of Lamongan Regency. Since the implementation of GEMERLAP Program from 2011 to 2013, based on the data of BAPPEDA of Lamongan Regency, there are 189 groups that participate and receive grant from GEMERLAP Program. The name of the grant acceptor group from GEMERLAP Program has been enlisted in detail.

Based on this table, it is understood that the number of groups that participate and receive the grant from GEMERLAP Program is very enormous. For cropping sub-sector, there are 75 farmer groups that participate and receive the grant. In 2012, there are 35 farmer groups that participate and receive the grant. In 2013, there are 33 groups that participate and receive the grant. For animal husbandry and fishery sub-sectors, in 2011, 18 breeder groups, respectively duck and goat, are receiving the grant from GEMERLAP Program. In 2012, only 3 groups are receiving the grant, while in 2013, 9 groups of chicken and goat breeders are participating and receiving the grant from GEMERLAP Program. For rural economic development sub-sector, which is related to the development of rural market as a supporting structure to GEMERLAP Program, in 2011, the government has built 2 rural markets, while in 2012, there are 3 markets to establish. In this 2013, there are 11 rural markets that obtain the grant from GEMERLAP Program. The budget that must be allocated to bestow the grant for each target community in GEMERLAP Program is based on the necessity of each sub-sector.

In pursuance of The Decree of Agriculture Official Head of Lamongan Regency No.521/324/KPTS/413.112/2011, thereby from 2011 to 2013, the government has released the budget in form of funding for Rp.3,575,000,000 for the development of agriculture sub-sector, which is given to 143 farmer groups that participate into GEMERLAP Program.

By taking account of the Decree of Lamongan Regency Regent No. 188/121/Kep/413.013/2011, 188/154/Kep/413.013/2012 and 188/692/Kep/ 413.013/2013, the budget of GEMERLAP Program for the development of animal husbandry sub-sector is reaching the highest in 2011 which amounts to Rp. 4,200,000,000. This budget is made compatible with the number of community groups that receive the grant of duck and goat. In 2012, the budget for animal husbandry is only counted for Rp.745,000,000 because the reducing number of groups that receive the grant is reducing, and also because the government is starting to give more focuses on grant giving and facilitation to the group, especially Sumber Rejeki Group that has been well developed. In 2013, the budget allocated to help the groups of chicken and goat breeders that participate into GEMERLAP Program has amounted to Rp. 2,067,000,000.

The budget allocated through GEMERLAP Program for the development of fishery sub-sector is made pursuant to the RDK Document of BAPPEDA of Lamongan Regency in 2011, 2012 and 2013. In 2011, the number is counted for 741,500, 000, and this is the highest budget of GEMERLAP Program allocated to the cultivator group if compared to 2012 and 2013. The budget allocated in 2012 is for a bequest to Pokdadan which amounts to Rp. 300,000,000. The budget in 2013 is allocated to cropping, animal husbandry and fishery sub-sectors. Moreover, the government of Lamongan Regency also allocates budget for rural market development.

Budget allocation for rural market development through GEMERLAP Program is justified by the Decree of Lamongan Regency Regent No.188/317/Kep/413.013/2011, No.188/260/Kep/413.013/2012, No.188/166/Kep/ 413.013/2012, No.188/846/Kep/413.013/2013, and No.188/990/Kep/413.013/ 2013. Development sub-sector is receiving the highest allocation from GEMERLAP Program. It can be seen from the budget in 2011 which reaches Rp. 700,000,000, whereas in 2012, the number only amounts to Rp. 2,250,000,000. Moreover, in 2013, the government has allocated the grant for market development counted for Rp. 1,405,000,000.

Budget allocation for GEMERLAP Program is bestowed to the target group in forms of physic and cash. The form of cash is a bequest fund given to the participant community of GEMERLAP Program. Although the government does not require all acceptor groups to construct a revolving grant system, during program implementation, the community is autonomously successful in conducting the management of limited fund. The limited budget for GEMERLAP Program can be resolved by applying revolving granting. Every acceptor must return the grant to the group such that the user of the grant will be accountable and working hard to return the grant. The returned grant will be extended to the group member that never receives GEMERLAP Program grant. Therefore, rolled-over management is mandated to the autonomous work group in order to increase the access and participation of the community into GEMERLAP Program. Mrs. Musyarofah as the Chair of Duck Breeder Group in Turi District states that:

“GEMERLAP grant is limited. To ensure that all communities will accept the grant, then all of them must be patient. All acceptors of duck grant must discuss the installment that must be paid to the group. The government indeed does not require the return of grant but it is collectively decided that the grant must be

returned to help the other member who does not yet receive the grant". (Interview on 24 July 2013 at 09.00 am in the House of Mrs. Musyarofah)

The community that receives the grant from GEMERLAP Program can express directly their opinion about GEMERLAP Program. The implementation of program may be constrained by several factors. One of them is that when the community receives fish seed grant, they object to the relatively expensive price of fish feed. The problems related to the program can be directly submitted by the community to the government or the facilitator. Problems may be discussed with group chair and other group members. Such condition is reported by Mr. Markat as the Chair of Canvas-Based Catfish Cultivator Group in Mantup District who states that:

"The community in the group will discuss and share the problems with other members or with facilitator. I, myself, with 10 group members, and also 10 reserves, are glad with the presence of this forum because all decisions are made collectively and not unilaterally such that the member of independent group that finds difficulty and objection due to expensive feed price can together settle on the resolution". (Interview on 24 July 2013 at 17.00 pm in the House of Mr. Markat)

All group members who receive GEMERLAP Program grant must be involved within decision making related to management and development of the grant, escorted by the facilitator as governmental representative. Grant development is autonomous effort by the group to ensure that all communities will experience GEMERLAP Program grant. The community is not only the object or the acceptor of the grant but also the subject that implement grant policy. Therefore, it is not surprising if there is less conflict inside or outside the group. Mr. Sueb as the coordinator of GEMERLAP Program explains that:

"The community or entrepreneurs are involved within the discussion and decision-making since socialization throughout evaluation of the program such that the community will be more the subject not only the object of the program. Therefore, conflict inside or outside the group can be minimized because all are involved in decision making, especially related to the implementation of grant revolving from the government to the group that never receives the grant before". (Interview on 11 September 2013 at 16.00 pm in the House of Mr. Sueb)

Regarding to this overview, it must be noted that there are inclusion and participation in GEMERLAP Program. The existence of GEMERLAP Program does not discriminate the community because all communities have similar chance to participate into GEMERLAP Program. Despite limited budget, the community can autonomously manage the grant in a revolving mechanism. Through this mechanism, more communities can participate into GEMERLAP Program. All work groups that receive GEMERLAP Program grant can participate directly through the discussion with the facilitator or the government. This discussion process is used as the media for ask-reply session about GEMERLAP Program and also reflecting the governmental commitment to community empowerment.

### **c. Accountability**

In community empowerment, accountability is referring to the capacity of the community to be accountable in using the grant given to the government through GEMERLAP Program. The accountability is one important value to community empowerment such that the community can achieve their real autonomy after GEMERLAP Program. During the implementation of GEMERLAP Program, community accountability is seriously attended by the government. Since the validation and verification of proposal through the Decree of Lamongan Regency Regent, fund conferral is directly made into group account number. Mrs. Shofian Nuryahati explains that:

"Fund is conferred after the proposal is verified. Fund is given directly through group account number. Every group must do administrative processing about financial inflow and outflow in the group based on the planning in the proposal". (Interview on 10 September 2013 at 14.00 pm in the Office of BAPPEDA of Lamongan Regency)

An effort by the government to minimize the deviation by the group that applies for the grant is that the government requires the group to prepare the proposal for the grant. Administratively, the government prepares the table containing the submission and the acceptor of GEMERLAP Program grant.

The government will then verify against the proposal submitted by the group and examine the reliability of the group before the proposal is acknowledged and approved by the government. After the application for the grant is determined as a form of accountability, then the group of grant acceptor must do administrative processing for financial inflow and outflow. What so called bookkeeping for inflow and outflow is only conducted by the community group that receives monetary grant, but if the grant takes in non-monetary forms such as duck, catfish, or goat seedlings, then the group chair only makes the report of who accepts the grant, how many is the grant and how is the development of grant. It is confirmed by Mr. Sueb as the facilitator coordinator who states that:

"The accountability begins when the group has accepted the grant, either in monetary or product forms, such as goat. If the grant is monetary, the facilitator helps the group in making the accountability report about

the use of fund or the condition of inflow and outflow. If the grant is product, the group chair must make a note about the acceptor and the quantity of the grant". (Interview on 11 September 2013 at 16.00 pm in the House of Mr. Sueb)

What has been explained by the facilitator coordinator is also supported by Mrs. Musyarofah as the Chair of Duck Breeder Group in Turi District who states that:

"I have openly explained the grant to the group, distributed the grant to the acceptor, and made a note of the acceptor and the quantity of the grant. I have allocated 2000 ducks for Getung, 1000 ducks for Deo and 1000 ducks for Kauman". (Interview on 24 July 2013 at 08.00 am in the House of Mrs. Musyarofah)

Besides consisting of the use of budget and the distribution of grant to the participant group by the group chair, the accountability report of GEMERLAP Program also comprises of the development of group work, such as number of the growing duck or the death, or also the factors constraining the community to implement the program. In preparing the accountability report, the community is accompanied by the facilitator such that the report can be neatly prepared. The accountability report is submitted every month, and the evaluation is given every six months. Mrs. Shofian Nuryahati as the Head of Economic Division in the Local Development Planning Agency (BAPPEDA) of Lamongan Regency states that:

"All notes about the program must be included within the accountability report. The facilitator is assigned to help the group in preparing the accountability report. Moreover, the accountability report must also explain the development of the work, including the number of dead livestock or other problems. All the accountability reports must be submitted monthly and the evaluation is conducted every six months". (Interview on 10 September 2013 at 14.00 pm in the Office of BAPPEDA of Lamongan Regency)

What has been explained by Mrs. Shofian Nuryahati is also corroborated by Mr. Sony as the Head of Animal Health Division in the Animal Husbandry Official who states that:

"Every group must make notes about the type of grant accepted, the acceptor of the grant, and the development of grant usage, including the dead product and the remaining to develop. It is very transparent". (Interview on 13 September 2013 at 10.00 pm in the Office of the Animal Husbandry Official)

The explanation of BAPPEDA and Animal Husbandry Official is comparable with community opinion about the program. Every month, the group must submit the accountability report which explains about work development. Mrs. Musyarofah as the chair of duck breeder group in Turi District asserts that:

"The managing board and members who accept the grant must make a written report that will be submitted every day-25 along with the installment. At that day, we understand the development of program and also the financial condition" (Interview on 11 September 2013 at 14.00 pm in the House of Mrs. Musyarofah)

The reporting system of the work is stratified and periodic. The report is made by the group member in written form and submitted to the group chair. Then, the group chair makes a written recapitulation and submits it to the SKPD of Program Implementation. The facilitator is also required to prepare the report of community work development. Every report must be submitted monthly. It is consistent to the technical guide of GEMERLAP Program which states that:

"The reporting is stratified and periodic. The report is written by the member and submitted to the chair. The group does the recap and sends the recap data to the SKPD that implements GEMERLAP Program by forwarding to Village Coordinator and District Coordinator. The facilitator helps preparing the report based on the recap data and also on the report of community empowerment, and submits the report to the program leader. The report is made by the member and the group board in monthly basis by pursuant to the existing format in the order of conduct". (The Technical Guide of GEMERLAP Program, 2012:16)

The accountability report of program implementation must be made in greater detail. The report shall explain the organizational conditions of the work group, such as the number of managing board and group member, the asset, the finance, and the activity of the group. The conditions of work development must also be described such as number of group member, work type, work capital, work result and factors constraining group activity. It is already explained in the technical guide of GEMERLAP Program:

"The report of group chair is submitted to the SKPD of Program Implementation, and containing of (1) Organizational Conditions of the Group such as the number of managing board and member, the list of official inventory and asset, the financial condition and the list of activity; and (2) Work Development Conditions of the Member such as number of member, work type, work capital, work result and barriers". (The Technical Guide of GEMERLAP Program, 2012:16).

The accountability report made by the community work group is used to be the reference by BAPPEDA and the related SKPD to evaluate GEMERLAP Program and also to be the base of governmental accountability to all parties concerned with the implementation of GEMERLAP Program. This process is reflecting governmental commitment to the accountability. It is explained by Mrs. Shofian Nuryahati:

"To produce the accountability, we and the related SKPD must evaluate the development and sustainability of the work. The result of evaluation must be made accountable to the government, the community

and also the internal member of the group". (Interview on 10 September 2013 at 14.00 pm in the Office of BAPPEDA of Lamongan Regency)

What has been stated by Mrs. Shofian Nuryahati is reinforced by Mr. Chusnul Aqib as the Vice Head of DPRD of Lamongan Regency who states that:

"The implementation of GEMERLAP Program is financed by APBD of Lamongan Regency such that any forms of the implementation must be accountable to the community. Since the implementation of GEMERLAP Program from 2011 to 2013, we estimate that the implementation of this program has been complied with the objective, and therefore, DPRD members will support the Regent to continue this program. We reason that this support is given because the Regent can be made accountable to the community for the implementation of GEMERLAP Program in every six months through DPRD members". (Interview on 15 September 2013 at 14.00 pm in the Office of DPRD of Lamongan Regency)

Based on the above review, it can be understood that in relative with GEMERLAP Program, one of empowerment values is the accountability that well performed by the community or the government after implementing the program. The accountability of the community is shown by the preparation of the accountability report explaining the grant and the development of work. This report is then submitted to the government for evaluation. The preparation of the accountability report by the community is assisted by the facilitator to ensure that the report is directional and precise. The result of community report will be used as the reference and base for the government in taking the accountability for GEMERLAP Program to all parties including DPRD members of Lamongan Regency.

#### **d. Local Organizational Capacity**

Local organizational capacity refers to the ability of peoples in creating the cooperation, in organizing the performance, and in mobilizing the resource for the resolution of collective interest. Related to the implementation of GEMERLAP Program, the community must have work group in order to be eligible for GEMERLAP Program grant. Therefore, the community without work group may immediately establish work group. The newly established community work group may have different ability in managing the group. Therefore, some groups have lower local organizational capacity. Indeed, local organizational capacity needs to be considered because several problems may not still be resolved by the group through technical or non-technical methods. Therefore, the managerial training is given to the group along with the facilitator and the related SKPD. Mrs. Shofian Nuryahati as the Head of Economic Division in Local Development Planning Agency (BAPPEDA) of Lamongan Regency notes that:

"Group capacity must be given more attentions because there are several problems that may not still be resolved by the group through technical or non-technical methods. Therefore, we need training, facilitation and coordination with the related SKPD to increase group ability". (Interview on 10 September 2013 at 14.00 pm in the Office of BAPPEDA of Lamongan Regency)

As the actual effort to respond the problem, since the implementation of GEMERLAP Program from 2011 to 2013, the government of Lamongan Regency has allocated the budget to provide training and fostering sessions to develop the capacity of group member at cropping sub-sector.

GEMERLAP Program budget allocated to the activity of training and fostering sessions for farmer group is Rp. 260,000,000. In 2011, the government has allocated Rp. 185,000,000 for the implementation of the training on horticulture and the fostering of integrated farming. In 2012, the government is not allocating budget for training. It is because the government is focusing upon the conferral of bequest fund to enlarge and to develop the existence of farmer group in order to achieve the objective of GEMERLAP Program. In 2013, the government reallocates the budget for training and fostering sessions on farmer group management which amounts to Rp. 75,000,000. The activity of training and fostering sessions is followed by farmer group that accepts the grant from GEMERLAP Program. The objective of training and fostering sessions is to improve the quality of human resource of farmers, especially horticulture farmers.

For fishery sub-sector, the government uses several efforts to deal with the problems suffered by the participant group of GEMERLAP Program. One of these efforts is inviting the community group to conduct a comparative study with other community work group in other area but with more experiences. Through a comparative study, community work group not only acquires the knowledge about organizational management, but also obtains new knowledge about the related work, such as catfish cultivation. By this study, it is expected that the capacity of community group will improve and thus, be developing community work. Mrs. Panca Refti as the Head of Cultivation Structure and Infrastructure Division of the Fishery and Marine Official states that:

"To improve the managerial capacity and also the management of cultivation, then in 2012, we organize partnership and comparative study to catfish village in Boyolali. This activity allows the cultivator group to acquire the knowledge about cultivation method and also about how to manage and to develop the work. Nowadays, catfish cultivator group has been developed and been able to manage the work". (Interview on 11 September 2013 at 10.00 am in the Office of the Fishery and Marine Official)

Budget allocation to the activity of capacity building for human resource of fish cultivator group has reached Rp. 692,000,000 which targeted to the participant group of GEMERLAP Program. The budget allocated in 2011 for training and fostering activities is reaching Rp.407,000,000. Budget allocation is the governmental effort to provide training and fostering sessions and also to help the development of local organizational capacity by stimulating community work group to develop their group managerial capacity. Although the group is newly established, the managerial development is quite apparent proved by the presence of a mechanism of recruiting new members, and therefore, all communities participated into the group are actually performing the work. Administratively, bookkeeping is conducted to record group evaluation and to manage the guest book. Mr. Markat as the chair of catfish cultivator group in Mantup District states that:

“The group is not merely established to meet the demand. I must prepare membership system, organize group work and make the administrative book to record the implementation and evaluation of GEMERLAP Program. In addition to the evaluative book, we also have the guest book containing of the name of visitor who comes to the cultivator site along with their impression and suggestion. Not all persons can be community group because the candidates must met the criteria. The criteria are designed to make the members and candidates to understand that GEMERLAP Program is not ordinary but very serious program”. (Interview on 10 September 2013 at 17.00 pm in the House of Mr. Markat)

An important thing in the development of local organizational capacity is the ability of the group to resolve the problems. The existence of community group in GEMERLAP Program may encourage the community to have a discussion between community groups to share about work development. If there is one of group members who suffers from a trouble, the resolution is collectively elaborated. If one of group members is successfully developing the work, other members may use this as the model. Mr. Markat explains that:

“I and my group have a scheduled discussion such that the communication may run well. The problem is solved together. The successful member will be the model for others”. (Interview on 10 September 2013 at 17.00 pm in the House of Mr. Markat)

A form of problem solving by community work group, especially catfish cultivator group, is related to resolve water problem in preparing canvas embankment. Geographic condition of Mantup District is forestland where the community finds difficulty in looking for water during dry season. The effort of catfish cultivator group to resolve the problem is by planning to construct the boring well to be used as the water source during dry season. The initiative to resolve the problem is done by the group in self-reliant and autonomous ways. Mr. Markat declares that:

“We take self-initiative with other group members to construct the boring well used for the watering of catfish cultivation. We attend the training organized by the Official to improve the ability and knowledge related to seedling and management”. (Interview on 10 September 2013 at 17.00 pm in the House of Mr. Markat)

Every community work group that receives GEMERLAP Program grant has different local organizational capacity. While catfish cultivator group is newly established with emergent managerial capacity, duck breeder group in Turi District is contrasting. Duck breeder group in Turi District has been established since long ago, and been legally validated as the cooperative since November 2011. The management of this cooperative is already professional where group member can save and make a loan not only for purchasing and breeding the ducks but also for other interest such as paying school fee. Mrs. Musyarofah as the chair of duck breeder group in Turi District states that:

“Organizationally, duck group in Tawang Rejo has been developed into the cooperative which is officially legalized on 30 November 2011. The management of the cooperative is already professional. The cooperative is not only concerning with duck problem but also daily necessity and child school fee”. (Interview on 24 July 2013 at 08.00 pm in the House of Mrs. Musyarofah)

To produce more professional management of cooperative, several rules are made and agreed by the group such as the prohibition for the family to sit on the managing board of the cooperative, and the prohibition for group chair to hold the money but allowed to control and to evaluate the financial condition. It is explained by Mrs. Musyarofah as following:

“To run the cooperative and to develop the group work, I assign the role and assignment with other managing board. The management cannot be dominated one family. It is forbidden. The chair is not allowed to hold the money because the treasurer is supposed to hold the money. Person who manages the money is treasurer. I am the chair but I do not keep the money and I must consult with the treasurer when I need the money. I am just checking the money. Based on such agreement, my group and cooperative have developed well”. (Interview on 24 July 2013 at 08.00 am in the House of Mrs. Musyarofah)

The success and feasibility of duck group at Turi District cannot escape from the governmental measure to develop the capacity of human resource of duck breeder. To support goat and chicken breeder groups, the government of Lamongan Regency has allocated the budget through GEMERLAP Program in order to increase the quality of human resource of duck, goat and chicken breeder groups. Based on RDK BAPPEDA of Lamongan Regency in 2011, 2012, and 2013, in period from 2011 to 2013, the government has allocated the

budget for the improvement of human resource of duck, goat and chicken breeder groups, and the rate amounts to Rp. 463,000,000. The target of training and fostering activities is the community that participates as the member of duck, goat and chicken breeder groups.

Training and fostering sessions organized by the government of Lamongan Regency to increase the quality of human resource of duck, goat and chicken breeder groups, are seemingly successful in improving the awareness and competing ability of group members, and therefore, also successful in developing the groups in better way as required by the objective of GEMERLAP Program itself. The interest of the groups to be better and to be competitive with other group is proved by strong insistence to develop the work group into the cooperative, as shown by Duck Breeder Group Sumber Rejeki of Turi District. Other group with intention to develop into the cooperative is catfish cultivator group in Mantup District. In the future, canvas-based catfish cultivator group plans to change into the save-loan cooperative to facilitate group members who want to save the money and to take loan during unpredicted necessities, such as the increasing price of catfish and other problem. This group also prepares new membership recruitment system and basic training for catfish cultivation such that new group can develop their catfish cultivation work. It is corroborated by Mr. Markat as the Chair of Catfish Cultivator Work in Mantup District who states that:

“In the future, I plan to establish the save-loan cooperative. But now, I am still preparing to open the saving system such that the group member can warrant group feasibility if any problems occur with catfish price and brokerage. Technical problem can be resolved individually or with facilitator. The member candidate is subjected to the training, and the facilitation is given to help developing catfish work. Indirectly, the group system has been running well”. (Interview on 11 September 2013 at 15.00 pm in the House of Mr. Markat)

Based on the review above, it can be understood that in relative with local organizational capacity to implement GEMERLAP Program, every work group must have different capacity. Some groups may still need managerial training to develop their work group and to resolve problems. The more established groups have changed into the cooperative. The ability of each group depends on the age length of the group. The government of Lamongan Regency attempts to develop local organizational capacity by organizing comparison study and giving training and fostering sessions to increase the quality of human resource of farmer group, fish cultivator group, and duck, goat and chicken breeder group.

## **V. Successful Community Empowerment Through Gemerlap Program**

GEMERLAP Program is one effort taken by the government of Lamongan Regency to empower the community in rural area. Through this governmental measure, the community can be made autonomous and can improve their welfare by exploiting their own potentials. Empowerment is measured by several indicators to determine the success. Some indicators are used by the author to understand empowerment success of the empowerment program, such as the ability in economic, the ability to access welfare benefit, and the ability in cultural politic.

### **a. The Ability In Economic**

Successful empowerment related to the ability in economic is determined by the result of evaluation by the community against their economic contribution to their interest. The community mainly has equal economic opportunity to other. The community itself is considered as empowered if they can have an access to microfinance service and to market, and also if they can reduce the number of dependent, including the child of their own. If the community is empowered, they may able to pay salary for others. Certainly, the government does not yet have a map and a record to increase people economic after GEMERLAP Program. But through GEMERLAP Program, indeed, people economic is increasing. Mrs. Shofian Nuryahati asserts that:

“The improvement of economic of community or group cannot still be mapped. However, the program helps the community to be empowered economically”. (Interview on 10 September 2013 at 14.00 pm in the Office of BAPPEDA of Lamongan Regency)

The fundamental base to the governmental conviction is that GEMERLAP Program can improve people economic if reviewed from capital increase experienced by the community. The grant may give significant contribution to community work capital such that community work can run optimally. Community income can also be increased through the sale of duck or duck egg. Mr. Sony as the Head of Animal Health Division in the Animal Husbandry Official explains that:

“GEMERLAP Program can improve the capitalization of the group such that livestock can be bred optimally, and the income may be increased by selling the duck or the egg. The program is indirectly and positively influencing the economic increase of the community”. (Interview on 13 September 2013 at 10.00 pm in the Office of the Animal Husbandry Official)

What is explained by Mr. Sony is also supported by Mrs. Imah who is the member of duck breeder group in Turi District by stating that:

“Economically, GEMERLAP Program helps the community by providing additional capital. Fifty ducks can be bred to become 100 ducks. It is very helpful to housewives because they can contribute to the kitchen cost and support the income of their husbands. (Interview on 13 September 2013 at 08.00 pm in the House of Mrs. Imah)

The community can explain systematically economic change they have experience after implementing GEMERLAP Program. Every day, the unemployed mothers begin producing the income of Rp. 30,000 per day and they say that it quite helps family subsistence. It is explained by Mrs. Eni who is the member of duck breeder in Turi District through opinion that:

“Economic increase is obtained because one allocation involves 50 ducks. Fifty ducks may give income of Rp. 25,000 to 30,000 per day. Among the rural community, it is good revenue because it can support husband’s income”. (Interview on 13 September 2013 at 13.00 pm in the House of Mrs. Eni)

The existence of GEMERLAP Program is previously designated to provide additional income to the community but it becomes the main source of income now. The community is enabled to develop their work, and they do not consider the work as only producing additional income, but also manage the work as the main source of income. Surprisingly, they begin quite busy to satisfy the demand of customer. Mr. Suan as the member of canvas-based catfish cultivator in Mantup District states that:

“I can get income from catfish cultivation. There are so many customers who demand for catfish seedling, and we begin finding hard moment to satisfy this demand” (Interview on 12 September 2013 at 17.00 pm in the House of Mr. Sunan)

Successful implementation of GEMERLAP Program to improve the economic of rural community is corroborated by Mrs. Musyarofah as the Chair of Duck Breeder Group Sumber Rejeki by stating that:

“When our group (Sumber Rejeki) is entrusted by the government of Lamongan Regency to accept duck grant through GEMERLAP Program, our group becomes progressive and our member begins experiencing income increase. Before the program, we only rely on husband as income source, but since duck breeding begins, family income grows and our group is extended to be more advancing”. (Interview on 30 January 2013 at 13.00 pm in the House of Mrs. Musyarofah)

Referring to the result of evaluation by the government of Lamongan Regency on group success, several groups have the ability to increase their economic income, whereas other are still not successful even to obtain additional income from GEMERLAP Program. Unsuccessful condition is found in goat breeding and canvas-based fish cultivation. It is said so because the livestock grant from GEMERLAP Program is suddenly dead before harvest such that group member fails to obtain the income from the breeding. It is confirmed by Mr. Sony:

“During the facilitation, some groups are not yet successful to obtain economic benefit, especially goat breeder and fish cultivator. The reasons of the unsuccessful condition include the lacking of ability to develop the work, the sudden death among the livestock, the contingent sale, and the difficult access to remote area such as in Sambeng District. It becomes worse because the group chair is rarely attending the facilitation such that if problems occur, the resolution is hardly discussed. Until now, the failed groups are not yet accepting governmental grant”. (Interview on 13 September 2013 at 10.00 pm in the Office of the Animal Husbandry Official)

The confirmation of Mr. Sony is supported by Mr. Sueb as the facilitator coordinator of GEMERLAP Program who states that:

“Not all group members who receive grant from GEMERLAP Program have good economic increase. For instance, goat breeder group still fails and if success, the obtained increase is still less than what is achieved by duck breeder. Two goat breeder groups which receive the grant only find the sudden dead of the goat due to less adaptive to the environment. In fishery sector, only few groups are successful. Many fishes are not surviving in the region with water scarcity, especially during dry season, and less surprisingly, many of them are dead and not yielding at harvest”. (Interview on 11 September 2013 at 16.00 pm in the House of Mr. Sueb)

The names of the grant acceptor groups in GEMERLAP Program have been enlisted especially those less successfully increasing their economic through goat breeding program. These failed groups are: (1) Sumber Mulyo, (2) Mekar Sari, (3) Kitongso, (4) Lembayung Senja, and (5) Sapu Jagad. The failure is also experienced by freshwater fishery cultivator groups such as (1) Pinanjungan, (2) Jadi Makmur, and (3) Panugerah Jaya.

Several groups may be hardly to obtain economic benefit because of less supportive natural condition such that many livestock seedlings and fish juveniles are dead before harvest. Low quality of human resource of group members and the difficulty to obtain facilitation are also the problems. Low participation rate the group chair into facilitation forum is putting the difficulty on the facilitator or the government to deliver the grant to the needed group. Based on the evaluation by the facilitator and the government of related locality, GEMERLAP Program has given positive impact to economic development of target group and also provided positive impact on local economic improvement.



The report that writes about the successful implementation of GEMERLAP Program has explained that GEMERLAP Program has increased the economic of Lamongan Regency. It is proved by Gross Regional Domestic Product (PDRB) Based on Current Price Base (ADHB) in 2012 that reaches Rp. 15,339,105,690,000, the economic growth that attains 7.13 %, and also income per capita of Lamongan Regency community which amounts to Rp. 12,191,873. If reviewed from poverty level, the poverty level in Lamongan Regency decreases, which in 2010 counted for to 220,500 heads (17.16 %), then reducing to 206,675 heads (15.8 %) in 2011 and more declining to 196,000 heads (13.06 %) in 2012.

The improvement of community economic is obviously apparent since the implementation of GEMERLAP Program and greatly appreciated by the government. The bestowal of *Innovative Government Award* (IGA) in 2013 is the recognition by the central government to the performance of the government of Lamongan Regency in community empowerment. GEMERLAP Program has given positive contribution to the development and growth of the economic of Lamongan Regency community. Mr. Fadeli as the Regent of Lamongan Regency declares that:

“GEMERLAP Program is an innovative program that gives positive impact to the development and growth of community economic. Therefore, we deserve to the innovative award for empowerment aspect”. (Interview on 27 January 2014 at 15.00 pm in the Office of the Lamongan Regency Regent)

Besides the award for empowerment innovation, the government of Lamongan Regency is also awarded for improving the economic of duck breeder. Indeed, duck breeder group is fostered and made to develop through GEMERLAP Program, which once again, the program positively contributes to economic increase of the community. It is stressed by Mr. Fadeli as Lamongan Regency Regent:

“The successful implementation of GEMERLAP Program has opened the way for the next awards from central government. One such award is for duck breeding because GEMERLAP Program can give positive contribution to the economic impact of the community in Turi District”. (Interview on 27 January 2014 at 15.00 pm in the Office of the Lamongan Regency Regent)

Regarding to the above data about the success of GEMERLAP Program to improve the ability in economic, it can be understood that GEMERLAP Program can increase the ability of the community in economic although few groups are still failed to improve their economic. For the successful group, economic increase is experienced through capital raising activity from the government to ensure that community work will run optimally. Community income then improves and thereby, the community feels easy to obtain income for Rp. 30,000 per day. Besides, the existence of GEMERLAP Program is not merely seen as the additional income but also considered as the great contributor to community income. The improvement of community welfare through GEMERLAP Program has been nationally recognized with the bestowal of *Innovative Government Award* (IGA) in 2013. Various appreciations are also given to duck breeder groups in Turi District because the groups are perceived as developing under GEMERLAP Program.

#### **b. The Ability To Access Welfare Benefit**

The empowerment success is valued from the ability to access the welfare. The community begins able to have the interest in making the decision about themselves and others. Public service is more available and the community begins to show collective interest to increase public service. Although community welfare is not significantly changing or increasing, GEMERLAP Program can develop the work at long-term at least by improving sense of entrepreneurship among the community in rural area. Mr. Sueb as the facilitator coordinator explains that:

“GEMERLAP Program can increase community welfare. Although the change toward improvement is not significant, at least GEMERLAP Program can develop the existing work and internalize entrepreneurship value to rural community” (Interview on 11 September 2013 at 16.00 pm in the House of Mr. Sueb)

The sense of entrepreneurship in the community is grown through GEMERLAP Program by giving capital grant and facilitation. Slowly but sure, both activities can develop community work and bring positive contribution to community welfare. Mrs. Shofian Nuryahati as the Head of Economic Division in Local Development Planning Agency (BAPPEDA) of Lamongan Regency states that:

“GEMERLAP Program helps the community to access the funding and facilitation from which the work can be developed. Community work in various sectors has indeed developed through the access, and it also gives positive impact on community welfare”. (Interview on 10 September 2013 at 14.00 pm in the Office of BAPPEDA of Lamongan Regency)

The implementation of GEMERLAP Program in the beginning of the year has contributed to the welfare of community or group work by 60 %. Until 2013, the contribution of community welfare increase is reaching 80%. Ever year, the program is attempted to be implemented and developed, and any constrains must be evaluated. The facilitator coordinator, Mr. Sueb, has explained that:

“The implementation of GEMERLAP Program has implied to the improving welfare of community and group. First targeting is already achieved for 60 %. In second year, this number is increasing and still

persistent in third year. For now, GEMERLAP Program has been on target for 80 %". (Interview on 11 September 2013 at 16.00 pm in the House of Mr. Sueb)

Basically, the ultimate goal of GEMERLAP Program is to increase community welfare, mainly for rural community. The presence of GEMERLAP Program can develop rural potentials that previously disregarded and undeveloped. The development of these potentials may help to create employment to rural workforce. Therefore, GEMERLAP Program can provide additional income to community to fill into the subsistence, to pay school fee and to meet other necessity. It is confirmed by Mr. Sony as the Head of Animal Health Division in the Animal Husbandry Official by stating that:

"The ultimate goal of GEMERLAP Program is to empower the economic of rural community. GEMERLAP Program can develop rural potentials that previously disregarded and undeveloped. The program also create new job for the community, including duck breeder, which can provide additional income to community to fill into the subsistence and to pay school fee. Indirectly, the program has positive impact on the improvement of community welfare." (Interview on 13 September 2013 at 10.00 pm in the Office of the Animal Husbandry Official)

GEMERLAP Program is said as successful to improve the ability to access welfare benefit because there is a collective interest to improve public welfare. The real manifestation of collective interest from rural community in Lamongan Regency to improve their public welfare is shown by their attempt to establish the cooperative. The community group fostered under GEMERLAP Program has been oriented toward establishing the cooperative by the aim that the immediate community out of work group membership will also take benefit from this cooperative. The community with the necessity of finance and also work capital may also take loan from the cooperative. Mrs. Musyarofah, as the group chair and also the Chair of Sumber Rejeki Cooperative at Tawang Rejo Village, Turi District, has explained that:

"GEMERLAP Program has provided actual benefits. One of them is the establishment of the cooperative where the community who lacks of money can take loan from the cooperative. Initially, number of group member is still few, but after using the revolving grant system, our group member is enlarging. By the presence of the cooperative, the immediate community must not be confusing again with urgent necessity or not be perplexed with complex banking procedure, because they can take loan from the cooperative with terms and interest rate collectively agreed. Therefore, almost all communities have bred the ducks. Some of them do not breed ducks before because they are school teachers who find difficulty to care the ducks". (Interview on 11 January 2014 at 13.00 pm in the House of Mrs. Musyarofah at Tawang Rejo Village, Turi District)

The greater number of community who breed the ducks may increase economic benefit to other village. Before duck breeding get its popularity, rice field snail is not utilized or even not valuable for sale. Now, all are changing because the snail is useful to become duck feed. The increasing number of duck breeding community has directly increased the demand for rice field snail and it opens the job for the community outside Tawang Rejo Village to satisfy this demand. Everyday, the sale of rice field snail or embankment snail can give income for Rp. 60,000 per day. It is explained Mr. Sony from the Animal Husbandry Official who states that:

"GEMERLAP Program bestows the welfare to the community, especially group member, and creates the network or the source of income for other community. Rice field snail, which is previously difficult to sell, now is becoming the commercial product from the embankment to the house. From this sale, it comes up the income". (Interview on 14 January 2014 at 13.00 pm in the Office of the Animal Husbandry Official)

The existence of GEMERLAP Program is not only enhancing community access to the welfare but also increasing the productivity of agriculture sector because GEMERLAP Program has assisted the farmer group with grants such as hand tractor and water pump. Hand tractor is significantly beneficial because land preparation can be faster than previous manual method involving animal or human forces (person with mattock). The cost for manual method is Rp. 1,120,000 per hectare, and it is still more expensive than the cost of using hand tractor which amounts to Rp. 600,000. Hand tractor granted to farmer group may benefit the group member because previously, farmer must rent hand tractor from the individual with rent charge for Rp. 1,200,000 per hectare but the charge for renting hand tractor from the group is only Rp. 600,000. In such way, the farmer or the group member who receives hand tractor must be sparing their money for Rp. 600,000 or 50 %. There is also a budget efficiency, which may impact positively on the increasing income of farmer group because the group with hand tractor can obtain net income from the rent for Rp. 150,000 per hectare in average. It is assumed that in 5 years (30 hectares x 5 years), the group can acquire one unit of hand tractor. Therefore, farmer group will experience income increase, and this also impacts on the increasing income of the members.

Water pump that is granted may accelerate the irrigation for rice field, support land processing, and facilitate the planting schedule. Water pump grant is benefiting farmer group because, previously, farmers only rent water pump from other group or other village through irrigation dues for Rp. 240,000 / hectare. By using the granted water pump, the irrigation dues may amount only to Rp. 180,000. Therefore, the farmers in the group that receives water pump grant will spare their money to Rp. 60,000 or 30%.

There is a development in the productivity of fishery sub-sector in Lamongan Regency. Fishery cultivation in 2010 before the launching of GEMERLAP Program is only reaching 95,937.90 tons a year, but the grant of GEMERLAP Program in 2011 can increase this number into 107,922.63 tons and increasing again in 2012 to 109,457.97 tons. The presence of GEMERLAP Program grant is not only increasing productivity but also improving group welfare through economic improvement. Successful catfish grant has increased the income among cultivators for Rp. 5,400,000 in every person per year. It increases 45 % than before the launching of GEMERLAP Program. This increase trend is supported by autonomous feed preparation, training session, and tool grant for fish feed production, mainly for catfish. All of these impact on the welfare of the cultivator as the autonomous maker and supplier of the feed either for themselves or for group member, or even for people beyond the group. Two groups have reached such position, respectively Fish Cultivator Group Mulia Sari at Candisari Village of Sambeng District and Fish Cultivator Group Dumbo Tani at Kedung Wangi Village of Sambeng District.

For instance, Vanamei Shrimp Cultivation in Lamongan Regency is usually following seasonal cycle which effective cultivation only lasts less than 6 months. The cultivator of vanamei shrimp pays attention to this cycle. GEMERLAP Program for fishery, especially for vanamei shrimp cultivation, is also successful as shown by the increasing income among cultivators for Rp. 32,875,000 in every person per year. The income level improves for 65 % than the level in 2011.

The success in cropping and fishery sub-sectors is aligned with animal husbandry sub-sector. The number of livestock population in Lamongan Regency has experienced positive development from 2010 to 2012. It brings indirectly positive impact on the increase of livestock population, economic, and welfare to the groups. The grant given through GEMERLAP Program for animal husbandry is the goat. In 2011, the initial number is 3,062 goats comprising of 462 males and 2,580 females. Until now, the early number has developed to 3,117 goats consisting of 548 males and 2,569 females. Recently, some groups have the autonomous capacity such as Radhen and Sekarwangi Breeder Groups. The autonomous group may have multiplier effect to the immediate community. The grant and training session given by the government also help the group to process goat feces into compost fertilizer. The production of organic fertilizer per day is 5 quintals or 15 bags (40kg/bag). Monthly production may reach 450 bags and each bag is sold to group member for Rp. 35,000 per bag. The buyer outside the group is charged with Rp. 40,000 such that monthly group turnover is counted for more or less Rp. 15,000,000.

For duck population, in 2011, the government through GEMERLAP Program has granted 33,538 ducks and in 2012, the number changes into 43,538 ducks. Particularly, duck breeding is improving. The acceptor of GEMERLAP Program receives initially the grant of 30,000 ducks, but in August in 2013, the number increases to 149,787 ducks. In general, the development of duck breeding in Lamongan Regency, especially with duck grant from GEMERLAP Program, is very promising as shown by Sumber Rejeki Breeder Group at Tawang Rejo Village of Turi District. Duck breeding work in this village initially represents the side job to main work of being crop farmer and embankment breeder. Sumber Rejeki Breeder Group only has 18 persons as the core members in the beginning, but now it develops into 95 persons. This group receives several grants such as ducks, 2 units of hatching machine, 1 unit of marketing building, and other supporting devices. Duck breeding work also brings some multiplier effects, such as egg production, "Turi" Duck nursery, consumed egg production (salted egg), duck meat, and duck feed processing which includes besusul (small snail), cepret (small fish), and water plants such as enceng gondok and lepok. Save-loan institution is established to satisfy the need of capital or fertilizer. GEMERLAP Program has developed duck breeding with its multiplier effects, which surely gives the access to the welfare for the group in particular and also for the community in general.

Although GEMERLAP Program can increase the income of group member and rural community by increasing their access to welfare benefit, some groups are still unsuccessful to increase their ability in economic. Such groups are failed to experience the welfare from GEMERLAP Program. The welfare felt by rural community, especially by the successful group, is indeed because GEMERLAP Program can increase sense of entrepreneurship among rural community through giving the grant, the development of capital and the facilitation. Entrepreneurship sense may develop gradually but at least, it ascends the ability of the community to develop their work because they realize that this development will help them to access the welfare.

### **c. The Ability In Cultural Politic**

Successful empowerment may be also seen from the ability of the community in cultural and political aspects. The ability in cultural politic is related with the interest of the community to engage into cultural, legal and political processes. It is about individual engagement and role playing in the cultural, legal and political processes. GEMERLAP Program is actually giving a room for the community to participate into cultural, legal and political processes. The community targeted by GEMERLAP Program has been the community work group with significant role and involvement in policy making. GEMERLAP Program creates cultural change in the community where hereby, individuals, who participate into community work group, can strengthen their

solidarity and resolve the problem together. It is confirmed by Mrs. Musyarofah as the chair of duck breeder group in Turi District who states that:

“GEMERLAP Program changes the community, particularly in social and cultural aspects, because the community attempts to be collective and harmony, and all problems related to duck breeding are solving together”. (Interview on 11 January 2014 at 13.00 pm in the House of Mrs. Musyarofah at Tawang Rejo of Turi District)

Besides increasing the harmony between individuals and communities, the existence of community work group since the launching of GEMERLAP Program can produce political strength to the community. Group aspiration is quite strong and influential to policy making process. In Turi District, infrastructure at Tawang Rejo Village in 2010 is not good, especially related to its road development. Several roads are not covered by asphalt or not be ameliorated. When duck breeder group at Tawang Rejo Village shows good performance and has been awarded for its achievement, the community then proposes for road rehabilitation to support their economic. Community aspiration is then giving a promising result because the following years, the roads in Tawang Rejo Village have been rehabilitated by the government. It is explained by Mrs. Musyarofah by stating that:

“I do not understand whether it is political or not. As long as I know, roads in this village are used to be poor. The group elaborates and submits the proposal to the Regent. We inform that the community wants a fine road to optimize duck breeding. Good road will facilitate egg delivery because it minimizes the risk of smashed eggs. After the Regent takes a review and also after our breeder group is awarded by the Governor, the roads in our village are finally rehabilitated”. (Interview on 11 January 2014 at 13.00 pm in the House of Mrs. Musyarofah at Tawang Rejo Village of Turi District)

Based on the data above, it is understood that GEMERLAP Program gives an access to cultural and political aspects. Culturally, GEMERLAP Program increases the harmony and solidarity of the target community. Some problems are dealt together and resolved collectively. Community solidarity is increased through the meetings organized by community work groups. Politically, community groups start to be influential to policy making, and therefore, the policy maker, including the Regent, begins considering as important of listening community aspiration.

## **VI. Conclusion**

By taking account the result of research, it is concluded that community empowerment through The Movement to Develop the Economic of Rural Lamongan People (GEMERLAP) is manifested through internalizing empowerment values such as access to information, inclusion and participation, accountability and local organizational capacity. Besides teaching these empowerment values, The Movement to Develop the Economic of Rural Lamongan People (GEMERLAP) is using *enabling* strategy to encourage empowerment, and this strategy is executed by creating conditions or climates that develop community potentials. The word *empowering* is to strengthen the potentials or powers owned by the community and to protect the weak community. Empowerment output from The Movement to Develop the Economic of Rural Lamongan People (GEMERLAP) may contribute to the ability in economic, the ability to access welfare, and the ability in cultural politic.

Various methods can be used to achieve development goals, but the development focus will experience what so called paradigm shift. First paradigm, introduced by Rostov, is called as *economic growth paradigm* which focuses on the development to capture merely economic growth. Second paradigm is *economic growth with distribution*. The development focus is given on the maintenance of economic growth and the even distribution. Third paradigm is *sustainable development* which its main focus is to produce the balancing development across sectors including economical, social and environmental sectors such that the recent development will not harm the future generation. Fourth paradigm is *empowerment paradigm* with the focus is given toward the deployment of development alternative that internalizes important values such as democracy, gender equality, and reliable economic growth.

The findings of research in Lamongan Regency have indicated the similarity to *empowerment paradigm* for its development process. It is proved that since 2010, the government of Lamongan Regency has planned the development policy with the concept of GEMERLAP which focuses on rural economic development. GEMERLAP is the acronym of The Movement to Develop the Economic of Rural Lamongan People. The character of community economic development in GEMERLAP Program is reflecting the fact that the program is based on rural community empowerment. It means that community economic development in Lamongan Regency is emphasized upon rural community and local potential strength. Such tendency may reduce urban economic development that already implemented. Therefore, it is expected that through development paradigm that based on rural community empowerment, there is no anymore significant gap between rural and urban.

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