



**UTILIZATION OF CAPITAL LOANS SAVING LOAN
WOMEN'S ACTIVITIES IN "MANDIRI" PAJU EPAT
WRITING MANAGEMENT UNITS (UPDB)**

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Abstract:

The Revolving Fund Management Unit is an institution that manages the Savings and Loans Activities Program, one form of the program is women's savings and loan activities with the aim of improving community welfare. This research was conducted to find out the implementation of the Standard Operating Procedure used by UPDB managers in providing loans to savings and loan groups and knowing the effectiveness of the program managed by the UPDB in order to empower the Paju Epat community. The research design used was case study research with methods of collecting data in the field through observation, interviews and documentation. The results of the study show that in lending the manager of the revolving fund is not guided by the objectives of establishing the KSP. Based on the SOP for review and institutions, the provision of funding from a revolving fund that SPP revolving funds is only used for funding SPP activities, is not permitted to provide loans individually. The funded groups include: savings and loan groups and joint business groups, various business groups with RTM users. While the results of research that can show the use of loans is used by group members to meet consumptive needs such as daily needs such as eating, drinking and medical expenses. In addition, loan funds are also used for other purposes such as buying land, the cost of school children, studying, building houses, rehabilitating homes and buying transportation equipment.

Keywords: revolving funds, loans, utilization, women's groups, community empowerment

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1. Introduction

Paju Epat is one of the sub-districts that accepts the National Program for Community Empowerment in Rural Areas (PNPM - MPd), the goal of PNPM Mandiri in Rural Areas is to accelerate poverty reduction in an integrated and sustainable manner, making it easier for poor households to obtain capital in the form of Women's Savings and Loans activities (SPP), provide funding to increase group business capacity in the form of productive economic business groups. The approach of PNPM Mandiri in Rural Areas is the development of the Sub-District Development Program (PPK) which has been considered successful and the success of the program in the form of providing employment and income for the poor, activities are more efficient and effective, and fostering a sense of community and community participation. One form of its empowerment program is the Women's Savings and Loans Program (SPP), which is an activity to provide business capital loans originating from revolving funds for women's groups that include savings and loans activities that have the name "MANDIRI" UPDB. Revolving funds are funds or goods that can be valued with money lent/rolled out to the community by the local government which aims to improve the people's economy (Permendagri No. 73 of 2015). The implementation of the PNPM Mandiri Rural Program is under the Directorate General of Community and Village Empowerment (PMD) of the Ministry of Home Affairs.

Based on the Operational Technical Guidelines from PNPM Mandiri in Rural Areas, the vision of PNPM Mandiri in Rural Areas is to achieve the welfare and independence of rural poor communities, while the mission of PNPM Mandiri in Rural Areas includes: a) increasing community capacity and institutions; b) institutionalization and integration of participatory development; c) the effectiveness of the functions and roles of the local government; d) improving the quality and quantity of basic social and economic infrastructure and facilities of the community; e) development of partnership networks in development.

Based on PNPM Mandiri Rural's Technical Operational Guidelines (PTO), the general objective of this program is to improve the welfare and employment opportunities of the poor in rural areas by encouraging marriages in decision-making and sustainable development management. Whereas the specific objectives of the activities are a) increase the participation of poor households (RTM) and/or groups of women in efforts to reduce poverty and improve the environment; b) providing basic social and economic infrastructure and facilities prioritized for the community; c) institutionalize revolving fund management and encourage the establishment of inter-village cooperation institutions; d) cooperation between stakeholders in efforts to reduce rural poverty. The general and specific objectives contained in the PNPM Mandiri Rural Area Technical Guidelines become the principle of the SPP Mandiri Paju Epat which is contained in the BKAD AD/ART at the Mandiri UPDB, namely the alignments of the poor; prioritizing the involvement of the poor and women in their

activities and uses, participatory, healthy competition, decentralization, accountability, sustainable and gender equality.

In tackling poverty, especially in the smaller sphere, poverty in the family requires the involvement of women's groups to overcome it through the active role of women in improving the household economy through programs aimed at developing potential and strengthening the capacity of poor groups based on the principles of empowerment society. According to Yunus (2008: 61) that loan funds given to women will be more beneficial than given to men because if the woman who manages the funds can be used to try and be useful for the whole family.

Poverty reduction is in the form of government and regional government policies and programs that are carried out systematically, planned and synergized with the business community and the community to reduce the number of poor people (PP No. 13 of 2009 concerning Poverty Reduction Coordination). Poverty itself is a means of the inability of individuals to fulfill their basic needs for decent living, the inequality of opportunity to accumulate the basis of social power, where the social base includes: a) productive capital or assets (land, housing, means of production, health), b) financial resources (employment, credit), c) social and political organizations that can be used to achieve mutual interests (cooperatives, political parties, social organizations), d) social networks to obtain jobs, goods and services, e) knowledge and skills, and f) information that is useful for the progress of life (Sjafari 2014: 16).

In the language of the word poor means not possessing property. This condition is a reflection of the level of health, morality and low self-esteem and this happens not because it is desired but a lack that cannot be avoided (Safi'i 2011: 24). In the Paju Epat sub-district, data on the poor population is shown in Table 1.1 below.

Tabel 1.1
 Data Penduduk Miskin di Kabupten Barito Timur Tahun 2014

No	Kecamatan	Pra Sejahtera		Keluarga Sejahtera								Jumlah
		I	%	I	%	II	%	III	%	III+	%	
1	2	3	4	5	6	7	8	9	10	11	12	13
1.	Benua Lima	4	0,39	80	2,25	1.101	5,96	519	7,18	5	2,19	1.709
2.	Dusun Timur	85	8,20	430	12,10	3.602	19,48	2.496	34,54	64	28,07	6.677
3.	Paju Epat	-	-	121	3,41	1.153	6,24	18	0,25	-	0,00	1.292
4.	Awang	28	2,70	97	2,73	1.690	9,14	132	1,83	17	7,46	1.964
5.	Petangkep Tutui	37	3,57	48	1,35	1.114	6,03	974	13,48	-	0,00	2.173
6.	Dusun Tengah	410	39,58	1.516	42,67	4.701	25,43	965	13,35	17	7,46	7.609
7.	Raren Batuah	106	10,23	151	4,25	1.300	7,03	132	1,83	17	7,46	1.706
8.	Paku	-	-	131	3,69	1.750	9,47	473	6,54	107	46,93	2.461
9.	Karusen Janang	58	5,60	350	9,85	627	3,39	210	2,91	-	0,00	1.245
10.	Pematang Karau	308	29,73	629	17,70	1.449	7,84	1.308	18,10	1	0,44	3.695
Total		1.036	100	3.553	100	18.487	100	7.227	100	228	100	30.531

Sumber : Kabupaten Barito Timur Dalam Angka 2016

The Women's Savings and Loans Program is a special action taken by the government as an alternative solution by providing easy loan facilities. This is in line

with explanation IV of the Technical Guidelines for the Operational of PNPM Mandiri in Rural Areas that in principle the program is aimed at improving welfare and employment opportunities for the poor (especially the poor, women groups, communities/marginalized groups), increasing institutional capacity, increasing social capital of the community, and the use of appropriate technology. The provision of capital loans aims to support the sustainability of the businesses of poor households that have productive economic businesses in the form of savings and loan groups (KSP).

Referring to Hasibuan (Mulki, 2014: 7) savings and loans is a transaction that collects funds in the form of deposits and redistributes in the form of loans to members in need, this is done in order to anticipate the moneylender movement that harms the community. This savings and loan managed by UPDB is in the form of collecting funds from group members who borrow funds, after the funds are collected from other group members who make installment payments, the UPDB will channel it back to other group members who need it so that the funds will always be rolling.

The Revolving Fund Management Unit, hereinafter referred to as UPDB, is a Technical Implementation Unit formed by BKAD (Inter-Village Cooperation Agency) through MAD (Inter-Village Deliberation) which implements the implementation of revolving funds. The UPDB is responsible for making monthly accountability reports addressed to BKAD and the Community and Village Empowerment Agency. BKAD is a cross-village institution formed voluntarily on the basis of an agreement of two or several villages in one area in one sub-district and/or between sub-districts with a specific purpose and purpose. The specific purpose here is to protect and preserve the results of the program which consists of institutions implementing operational revolving funds, infrastructure, results of activities in the field of education, the results of activities in the field of health, and revolving funds.

The general objective of the establishment of BKAD is to accelerate poverty reduction based on the independence of the community through increasing the capacity of the community, local government, and providing funding for basic social and economic needs. Whereas the specific objective of BKAD is a) to represent the community as the capital owner with a representative system in making decisions relating to capital ownership; b) ensuring the preservation and development of loan activities generated by PNPM to provide funding for business and social basic needs of the community in the Paju Epat sub-district; c) strengthening economic institutions that support the economic activities of the Paju Epat poor communities; d) institutionalize microfinance management in the provision of funding to support businesses of the poor who cannot be served by formal financial institutions.

In managing the operational implementation of the revolving fund UPDB refers to the SOP made by BKAD as the highest institution in the management structure through MAD, so that in carrying out its activities it has clear objectives. Permendagri No. 52 of 2011 concerning Operational Standards Procedures in the Provincial and District/City Governments in Article 1 state that the objectives of the Standard

Operating Procedure which are then briefly SOPs are written standardized instructions on the process of administering local government tasks in the form of systematic steps in carrying out a job to obtain certain work results.

Soemohadiwidjojo (2014: 11) explains that the Standard Operating Procedure (SOP) is a guide used to ensure the organization's operational activities run smoothly. Usually in the SOP, it contains the expected benefits, when the time is made or revised, the method of writing procedures used, and completed by a flowchart chart at the end.

According to Budihardjo (2014: 7), the definition of SOP is a regulatory software, which regulates the stages of a work process or certain work procedures, where work procedures that are permanent, routine, and unchanging are standardized into written documents. So the SOP is used to facilitate the work of employees/employees or teams/work units, as a legal basis if there is a deviation, to know clearly the obstacles and easy to trace them, directing employees/employees to be equally disciplined in carrying out work.

Based on the PNO Mandiri Rural PTO which became the output and criteria for the PNPM-MPd program, it was intended that institutionalized revolving fund management in improving basic social services and the availability of economic access to poor households (poor households). East Barito Regency received PNPM-MPd in the form of SPP activities in 2009; the program aims to accelerate poverty reduction in an integrated and sustainable manner. This SPP program involves 10 sub-districts, more complete information about SPP group members can be seen in Table 1.2.

The formation of SPP groups in Paju Epat District with a membership of 37 groups spread across 8 villages, namely Siong Village as many as 11 groups, Telang Village 2 groups, Telang Baru Village 2 groups, Kalinapu Village 1 group, Maipe 1 group village, Balawa Village 7 groups, Tampu Langit Village 4 groups, and Murutuwu Village 9 groups.

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Table 1.2
 Neraca Dana Perguliran per - UPK s/d Desember 2016
 Kabupaten Barito Timur

No	Lokasi		Total Dana Perguliran (Rp)
	Kecamatan	Jumlah Desa/Kelurahan	
1.	Raren Batuah	9	1.072.425.550,00
2.	Paju Epat	9	1.524.709.498,00
3.	Petangkep Tutui	10	533.088.232,00
4.	Dusun Timur	17	1.944.088.456,00
5.	Awang	11	2.377.178.471,00
6.	Benua Lima	7	1.032.998.491,00
7.	Paku	12	1.108.431.340,00
8.	Pematang Karau	13	1.624.414.421,00
9.	Dusun Tengah	8	2.051.645.938,00
10.	Karusen Janang	7	1.518.800.601,00
J U M L A H		103	14.787.780.998,00

Source: BPMD 2017

Table 1.3
 Kelompok SPP Desa Balawa

No	Nama Kelompok	Nilai Pinjaman	Jumlah Anggota	Tahun Pinjam	Lama Pinjaman	
1.	Mawar Mekar I	Rp 210.000.000	9	01-Mar-17	24	bulan
2.	Mawar Mekar II	Rp 42.000.000	8	26-Mei-16	18	bulan
3.	Mawar Mekar III	Rp 81.000.000	7	26-Mei-16	18	bulan
4.	Mawar Mekar IV	Rp 225.000.000	10	27-Feb-17	24	bulan
5.	Merah Delima II	Rp 118.000.000	7	12-Apr-17	24	bulan
6.	Merah Delima I	Rp 83.000.000	4	04-Nop-16	18	bulan
7.	Maju Bersama II	Rp 158.000.000	8	07-Feb-17	24	bulan
Jumlah		Rp 917.000.000				

A preliminary research conducted by researchers on the channeling of funds revolved in the SPP program in Balawa village that to become a beneficiary of revolving funds it was enough to join groups that had members of women even though they did not have a business. The SPP group in Balawa village is 7 groups, more complete information can be seen in Table 1.3 above.

2. Method

The research design used was descriptive qualitative research. In this study researchers conducted in-depth research on the phenomena that occur in the object of research by analyzing the lending guidelines used by UPDB to determine the recipients of venture capital assistance and how the loans were used by groups that were given borrowed capital and the causes of these problems, in the hope obtain deep understanding and interpretation of the meaning, circumstances, relevant facts that occur in the object of research. Data collection methods used in research in the field are through observation, interviews and documentation. Observations focused on the behavior of UPDB managers, while interviews were conducted with group members as beneficiaries of a revolving fund loan program. The research instrument is in the form of interviews and secondary data documents, namely referring to books, rules and monthly report documents/UPDB SPJ. The study was conducted for 5 months, from March to July. The design of the research conducted can be seen in Figure 2.1.

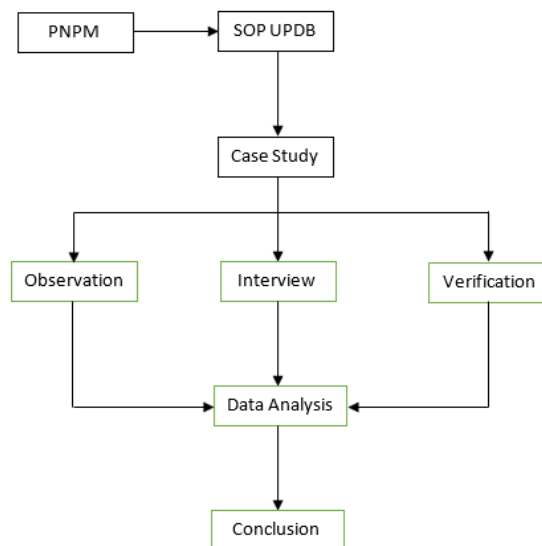


Figure 2.1: Desain Penelitian

3. Results and Discussion

3.1 Guidelines for Granting Loans

In determining the prospective beneficiaries of revolving funds, UPDB focuses more on the existence of the group than the type of business being carried out. Based on the

results of interviews with the UPDB chairman, information was obtained that prospective revolving fund borrowers had to form groups and be taught to save which was part of the initial steps to manage group money after the group understood the process so group members were allowed to borrow funds at UPDB with greater value while for use it is fully handed over to individuals.

Based on the SOP on the implementation of the SPP program which is actually the target of the beneficiaries of the program, there are groups that have productive economic businesses by prioritizing poor households, but when the researchers conducted interviews in the field precisely in the village of Balawa the households were economically not from the categories required in the revolving fund SOP, the implementation and use of loan funds are used for consumptive and other purposes. The reason was supported by a statement from a member of the Mawar Mekar I group, Ys (61 years old) who said that the use of loans originating from revolving funds was not clear for the first time because the guidelines for use were unclear, but after the next loan the funds used to buy assets in the form of land.

This was also stated by other members of Mawar Mekar I, namely resource persons Rr (40 years) who were also group treasurers and treasurers at UPDB. The resource person explained that the use of loans from revolving funds was also used to rehabilitate homes, and buy motorcycles twice. This shows that if the use of these funds is not in accordance with the SPP program SOP, loans from revolving funds should be used for business capital for poor households that have productive economic businesses.

The ease provided by UPDB turned out to be making a special interest for the community to use this institution as a solution to overcome the problem of funding difficulties. The requirement to borrow funds at UPDB is enough to attach a photocopy of SKT or STNK for group members who want to borrow funds and those requirements are adjusted to the size of the loan.

In accordance with the SOP of the SPP program which is the target of the revolving fund borrowing group, poor households have productive businesses. But in this case, the borrowing members are some of the people who in their educational and income backgrounds do not come from poor household economic circles, as the interview with one of the members who are also members of the Mawar Mekar I group, Ar (37 years). Information was obtained that, funds borrowed from UPDB were used to buy land for investment and at the same time serve as collateral to borrow funds from UPDB. Actually, for poor households they are unable to provide collateral for loan funds. For RTM, the funds borrowed are used to maintain their survival by running a small business.

Then the interview continued with members of the same group, namely Ar (43 years) also not from the poor group. Because it is seen from the family income that they still have a regular income in the form of a monthly salary as a village official, the first loan from UPDB was used to make brick but went bankrupt because there were no more orders so the business was not continued. After that the concerned borrowed

more funds that were used to buy land which was also used for collateral for loan funds at UPDB, in addition to the use of the above loans were also used to finance college children and to rehabilitate homes.

The explanation of the Mawar Mekar I group can be illustrated that the average borrowed funds are used for consumptive purposes and other purposes not to increase business capital. The Mekar I Rose Group does have a group business that is trying to make key chains from beads, but for marketing, it is just waiting for orders and sometimes just for souvenirs. The group business that is carried out is not in line with the magnitude of the value of the loan being rolled out.

To emphasize the problems that occurred in the implementation of UPDB management activities related to the use of loans, the next interview was conducted in the Mawar Mekar II group which had 7 members and was formed in 2011. As the results of the interview with the chairman of the Mawar Mekar II group, El (42 years) also not the poor economy because the family still has a steady income from the work of their husband as the head of Paju Epat puskesmas. From the interviewee El, information was obtained that, loans from UPDB were used for the purposes of children's tuition fees, the resource person El happened to be a member of the SPP group to coincide with his son entering a nursing school so that the loan funds were used to finance children's education. While the work is only as rubber tappers. Based on the results of interviews with resource person El as the chairman of the Mawar Mekar II group, information was obtained that the group did not have a business that was managed in groups.

The benefit of the loans managed by UPDB is that most of its members still have a steady income as expressed by group members, namely An (48 years old), where her husband is an employee of a palm oil company. The interviews with members of the Mawar Mekar II group, resource person An, as well as the group treasurer stated that the loan borrowed from UPDB was used to finance children's education, while the work concerned was only a rubber tapper.

Can be illustrated from the results of interviews with the Mawar Mekar II group that users of the funds were also for consumptive and other purposes as stated by several members of the group. So the utilization is not on target because it has not touched the actual beneficiaries.

The researcher also conducted interviews with members of the Mawar Mekar III group which had 7 members. An interview with the group leader namely Ra (46 years) obtained information that, the use of the loan was not to try but to finance school children and build a house to live in.

This was also stated by He (39 years) who was a member of the Mawar Mekar III group who was also the group treasurer. The resource person explained that a loan from UPDB was used to build a house while the business that was run was grated coconut and even then if there were people who carried out ceremonies such as worship, marriage or death as well as events that needed a lot of cuisine. For daily needs because the location in the village does not really need it.

Based on statements from several groups interviewed, it showed that there was a lack of supervision over the use of loans for the purpose of business capital, and the absence of sanctions for misuse of implementation guidelines in the field. Imposing sanctions only for late installments.

In determining the prospective loan recipients, the poor are targeted, where the category of poor people can be seen from various aspects, both in terms of age, education, number of dependents, income, expenses, and various other facilities. Members of the Mawar Mekar III group, Sr (40 years) obtained information that the loan from UPDB was only used to finance children's tuition. While for their daily needs they rely on the results of their work as rubber tappers. From the work of cutting rubber in their garden, the husband and wife received monthly income of IDR 2,000,000.00

Based on the results of the interview, the utilization has not been guided by the KSP SOP which is the reference for UPDB in managing revolving funds. Revolving funds according to Peraturan Menteri Keuangan No. 218/PMK.05/2009 Amendments to Peraturan Menteri Keuangan No. 99/PMK.05/2008 concerning Guidelines for Managing Revolving Funds in the State Ministries/Agencies, mentioning revolving funds are funds allocated by the Ministry of State/Institution/Public Service Agency Work Unit for business capital strengthening activities for cooperatives, micro, small, medium enterprises and other businesses which are under the guidance of State Ministries/Institutions. Based on the regulation above, revolving funds can be sourced from: a) APBD or APBN financing expenditures; b) grants; c) withdrawal of the revolving fund principal; d) income from revolving funds; e) the balance of the principal received from the APBN; and f) other legal sources.

Revolving funds aim to strengthen business capital to empower cooperatives, micro, small, medium enterprises and other businesses in efforts to reduce poverty, unemployment and national economic development. Article 3 Minister of Finance Regulation Number 218 of 2009 states that a fund is categorized as a revolving fund if it meets the following characteristics:

- a. Is part of state finance;
- b. Included in the APBN and/or financial statements;
- c. Owned, controlled, controlled and/or managed by PA/KPA;
- d. Distributed/loaned to the community/community groups, billed back with or without added value, and rolled back to the community/community group (revolving fund);
- e. Aimed at strengthening the capital of cooperatives, micro, small, medium enterprises and other businesses; and
- f. Can be withdrawn at some time.

The data of the poor who came from the Central Barito Regency BPS in 2016 showed that Paju Epat was one of the sub-districts that did not have a population that was in a pre-prosperous position from 10 sub-districts in East Barito Regency. In line with the statement from the UPDB chairman and several group members that there were no truly poor families in Paju Epat, because if the poor borrowed funds, of course

they would have difficulty paying installments from loans that were accompanied by interest. Along with the statement, they also said that the loan was not accompanied by a guarantee that the rate of return would always be delayed and could not even be paid, which resulted in the process of rolling.

The next interview was conducted in the Mawar Mekar IV group which had 10 members and this group was formed in 2013. Most of the members of this group did not come from poor household economics because when interviewed with their group treasurers, it turned out that the family still had a steady income from her husband who worked as an employee of the company PT. SEM and in terms of asset ownership, the resource person already has a permanent house, has 2 tronton truck operating in a mining company. As the results of interviews with group treasurers, namely Ja (26 years), information was obtained that, the business carried out was buying and selling rubber but for the family only, and the speakers were only housewives.

In this case, the loan is indeed used for business, but the target is that the recipient is not from the circle as criticized by the revolving fund management SOP. Like a business there is no limit to certain circles, the business is intended to benefit both themselves and others so that a good business climate is created.

To achieve effectiveness and efficiency in managing revolving funds, UPDB still ignores RTM. RTM can be fostered through a mentoring strategy to improve the ability of developing group management to transfer experience to disadvantaged groups of poor households. This economic activity is not only a matter of smooth installments being used as a measure, but there is a process of mutual learning from experience among fellow group members. Do not let the assumption that poor people who do not have a business emerge will certainly not be able to return and manage loan funds.

The results of interviews conducted with the chairman of the Mawar Mekar IV group, namely speaker Ma (32 years), obtained information that the loan originating from UPDB was used for economic business capital in the palm oil company area but the benefits he obtained were not sufficient due to the many competitors. While some of the loan funds are used for child medical expenses due to accidents.

The results of interviews with members of the same group, namely speaker Li (40 years) obtained information that, loans from UPDB were used to buy family rubber only, and the profits he earned every time the sale was not the same depending on the price of rubber at the sale. Sometimes the profits obtained are ± Rp. 200,000 to Rp. 300,000 in each sale. When the second loan is valued at Rp. 7,000,000, the resource person uses capital to sell gasoline and pulses, but experiences bankruptcy.

It was also stated by members of the same group, Ri speaker (48 years) that, the first loan of Rp. 10,000,000 was used for the drinking water depot business, but because the distance to take the water to Tamiang Layang was too far, the transportation costs became expensive. The second loan with a value of Rp. 20,000,000 was used by the resource person to sell basic needs but also failed, and finally borrowed another Rp. 20,000,000 which was used to make ponds and buy fish seeds.

The results of interviews conducted with informants Ja (42 years) obtained information that, the first loan from UPDB of IDR 3,000,000 was used to sell gasoline. But because the informant Ja worked as an employee in a palm oil company, no one ran his business so he was forced to stop, while the second loan of Rp. 30,000,000 was used by informants to buy a motorbike.

This should not happen if managing funds originating from a revolving fund loan is used for assistance. Based on the results of interviews conducted with resource persons Rr as treasurer of the UPDB stated that mentoring was carried out only for beginner groups (new group members) in terms of making proposals to borrow funds at UPDB. So it can be concluded based on the results of interviews conducted by researchers with SPP group members that the use of loans is used to meet the personal needs of members such as buying land, rehabilitating homes, building houses, buying transportation equipment and children's education costs.

The purpose of the empowerment program is to help empower or enable weak economic communities that have productive businesses, so that in taking various actions or decisions regarding their survival they can do or decide on their own. A process is said to be empowering if it is able to help and facilitate groups or communities to be able to develop capabilities so that they become entities that are able to solve problems independently and are able to make their own decisions. UPDB as the manager of the revolving fund through MAD made a guideline in the form of SOP which was used as a reference in the implementation of the empowerment program. In order for the weak economic circles who have productive businesses to enjoy or access empowerment programs in the form of SPP activities that provide loan funds for venture capital. To join in the utilization groups, of course, several requirements are needed that must be fulfilled as the requirements contained in the UPDB SOP and must also fulfill other requirements such as a business permit from the village head to prove the truth of his business. But the research findings in the field show that some members who are members of the SPP group are people who do not have a business and economically they are people who have a steady income both as State Civil Apparatus and company employees. The reason why the members of the group are the people mentioned above is also a statement from the UPDB manager that if a loan is given to a poor person, of course there is a possibility for the return to experience difficulties resulting in a hindrance in the revolving system and they also explained that in Paju sub-district There is no such epate for the poor. The KSP program should actually follow the SOP that has been made so that the program can be utilized by poor households who have productive economic businesses that ultimately manifest themselves in business and with their own capital ownership.

To show that the beneficiary of the loan is not from a poor family, it can be seen from the process of returning it to Balawa village 100%, even though most of the group members do not have a business. Basically, people will not be able to pay installments if they do not have income from the business they manage.

The rate of return set by UPDB managers regarding the smoothness of installments is classified into four categories, namely:

1. Collectibility I is categorized as smooth installments, where the collectability level has a risk of elimination of 1% of the total loan value with a reserve of 1% elimination.
2. Collectibility II is categorized as installments experiencing delays between 1 and 2 months, where the collectability has a risk of elimination of 10% of the loan value with a reserve of 10%.
3. Collectibility III is categorized as installments experiencing delays of 3 to 4 months, where the collectability has a risk of elimination of 25% of the loan value with a reserve of 25%.
4. Collectibility IV is categorized as having delayed installments of 5 to 6 months, where the collectability level has a risk of elimination of 50% of the value of the loan with a reserve of elimination of 50%.
5. Collectibility V is categorized as installments experiencing delays above 6 months, where the collectability level has a risk of elimination of 100% of the value of the loan with a reserve of elimination of 100%.

Based on the results of a case study of the use of loans originating from revolving funds, viewed from the perspective of actual collectibility for the Balawa Village area can be categorized as collectibility I. The formation of these groups should be to obtain a learning process on how to manage the activities of a group, develop cooperation/activities among members, build mutual trust, and develop a sense of concern for the needs of the poor. However, the results of the interview show that there is a discrepancy in the implementation of the revolving rules for the distribution of loan funds that are intended as business capital. The existence of this SPP is intended for the type of business that is jointly managed in a group but the practice in the field of funds is submitted to be managed independently by each member.

Implementation of the determination of prospective beneficiaries must be carried out according to the established SOP so that the process of determining beneficiary group members is on target, not only limited to administrative completeness but also field surveys related to the existence of group members and businesses, so that the SPP program becomes a solution for housing capital poor stairs that have productive economic businesses. Basically, the SPP program is a learning tool to create group economic strength, to provide capital loans for group businesses to stimulate economic improvements in poor families.

This SPP activity is actually more about instilling a culture of saving and social solidarity in the form of "Tanggung Renteng" or referred to as joint responsibility, for example for the installment payments of each group, UPDB only deals on behalf of the group. So if there are members in the group who cannot pay installments, the group leader is based on an agreement that has been decided together and will make a decision to take action in the form of taking savings with the group to cover the bills of his group mates.

3.2 Utilization of Loans as Business Capital

From the results of interviews with informants, information was obtained that the average capital loan user group in Balawa village was used to meet consumer needs, and other needs compared to trying. For example, one form of poverty reduction programs such as programs that are based on empowerment of micro and small economic businesses that provide capital access and strengthening for business people so that the sustainability of RTM economic life can continue and help accelerate the independence of poor people is the provision of loans from revolving funds. In an effort to reduce the poverty of loans provided by the government managed by UPDB in its use, recipient group members should be given capacity through mentoring and training so that the use of assistance in the form of capital loans is actually used to try to provide long-term benefits and increase family income.

Based on the UPDB SOP "Mandiri" Paju Epat said that the use of revolving funds was only for the SPP group capital and capital of productive economic businesses. In order to be useful, the revolving fund must be channeled to the SPP group by taking into account the basic rules of funding and organization.

The rules of funding and revolving principles state that funding originating from revolving funds is only intended for groups not for individuals and groups funded as SPP groups. From the concept of the revolving fund, the utilization of the revolving fund is only used as a business capital to support the economic sustainability of low-income communities with the intended beneficiaries of RTM.

From the results of interviews with several groups above, it shows that in terms of the use of capital loans more on utilizing the loan facilities provided by the government not on the loan function of the capital itself. Basically an effort is made to get added value from borrowed capital, with the added value one will get additional capital from the business they manage (developing) so that in the end each member of the group can reduce dependency with the help of government loans because it is considered appropriate for try with your own capital.

If the beneficiaries of the funds from the managed savings and loan activities are considered capable of running a business with their own capital, then they can be replaced with other beneficiaries, so that the funds will always be rolling and become a solution for providing funding for other poor households (weak economies) who have a productive business. Table 5.2 shows the loan value of the Mawar Mekar I SPP group, it can be seen that the accumulation of revolving values for the Mawar Mekar I group from 2009 to 2017. This shows that the activity has been running for ± 9 years, from the perspective of empowerment the activity is only a facility for accessing government programs is not the meaning of building group independence.

The concept of the group in the context of the UPDB is manifested in the form of cooperation and interaction in order to expand the opportunity to strive for profit. Based on the interview results, it can be seen that the revolving of SPP loan funds through UPDB has been channeled to group members, but in terms of beneficiaries the

loan funds have not been used to increase group members' business but are used to meet other needs, this is not in line with the SOP which manages revolving fund. The SPP program is principally aimed at improving welfare and business opportunities for the poor, participation of poor households and/or women's groups in poverty reduction and environmental improvement efforts through savings and loans activities.

Based on the empowerment concept proposed by Sulistiyani that empowerment is a process towards empowering or the process of gaining strength / ability. Empowerment itself can be interpreted as a condition experienced by the community which is characterized by the ability to think, decide and do something that is deemed appropriate to solve the problems faced by using the capabilities and resources owned by the community.

In terms of managing the revolving fund at UPDB "Mandiri" Paju Epat, the concept has not been fully implemented because the beneficiaries of the fund are not among those who become the SOP criteria for revolving funds. The loan does provide financial strength for its members, but because of its use not for business activities, on the other hand it makes its members dependent on the loan lending system.

The stages of community empowerment here are only at the stage of awareness and behavior formation where empowering actors try to create preconditions in order to facilitate an effective empowerment process by providing an overview of the conditions faced and efforts to improve these conditions to create a better future. While the approach taken based on the above stages is through a conative approach where at this stage the empowering actors try to take part and position to develop themselves and their environment.

In the management of revolving funds in the form of savings and loan activities at UPDB "Mandiri" Paju Epat is not fully in line with planning because it can be seen from the implementation of the empowerment program that there is no situation analysis that provides an overview of the target group members. In determining and formulating problems that are obstacles in the implementation of the empowerment program, UPDB as the manager has not fully identified the potential of SPP members to expand the network because the savings and loan programs that they manage are limited to lending funds to the SPP group. In determining the purpose of the UPDB empowerment program as the manager of the revolving fund, there is no clear purpose, savings and loan activities should be aimed at providing business capital but from the results of interviews in the field, the loan is mostly used to meet the needs of individuals in groups such as for the cost of school children, college, buying transportation equipment, building a house, rehabilitating a house and buying land not for business improvement.

To determine the empowerment program the manager needs to understand how culture, custom adaptation, potential and resources, economic access and ownership of facilities and infrastructure to solve the problems faced by group members in carrying out their business. So that group members can be independent both in terms of capital ownership and the business they run.

Implementation of the "MANDIRI" empowerment program at UPDB Paju Epat to achieve empowerment levels is through group formation, mentoring, group organizing and group development. The formation of the group is based on the same goals between several people in the group as outlined in the form of an organization in order to have norms that govern the functions of the group itself. The concept of the group is implemented in the form of cooperation, interaction, togetherness and group dynamics.

The characteristics of the group proposed by Zander (1971) that are relevant to the concept of UPDB include the same motives, solidarity, group structure and group norms. In order to carry out the duties of the group, the members have the same goal, the attitude of solidarity between fellow group members, has a clear system regarding the relationships of its members regarding roles and status in groups and has guidelines that regulate individual behavior in groups.

The concept of a revolving fund is that the funds are financial support whose utilization is carried out in a rolling manner and with the revolt, it is expected that each target group will have equal opportunities to access government programs aimed at creating independence. Independence in developing behavior is intended so that people have the knowledge, perceptions, attitudes and abilities to improve the household economy by utilizing the potential and opportunities they have.

4. Conclusion

The implementation of the empowerment program in Paju Epat in the form of women's savings and loan (SPP) activities not guided by SOP was caused by several things such as UPDB managers not understanding the concept of community empowerment. The UPDB manager also did not conduct field surveys related to the existence of the business but only paid attention to the existence of the group in determining the target of the loan recipient group. The implementation of the empowerment program in the form of providing capital loans to be in accordance with the SOP, UPDB managers should conduct socialization and assistance to groups on how to use loans.

Based on the research findings in terms of utilizing loans obtained from revolving funds managed by UPDB, not all SPP group members use loans for productive purposes. Loans obtained from UPDB totaling 126.67% were used by group members for other purposes such as buying land, building houses, rehabilitating homes, paying for education and buying transportation equipment. Used for consumptive purposes as much as 26.67% and for medical expenses as much as 13.33%.

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