

## IMPLEMENTATION OF COMMUNITY EMPOWERMENT PROGRAM POLICY IN KELUMU VILLAGE, LINGGA DISTRICT, LINGGA REGENCY IN 2024

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### Abstract

**Keywords :**  
*Policy Implementation,  
Community Empowerment,  
Kelumu Village,  
Public Policy,  
Village Government*

*This study analyzes the implementation of community empowerment program policies in Kelumu Village, Lingga District, Lingga Regency in 2024. Although this village has great potential in the fisheries, agriculture, and mangrove tourism sectors, human resource capacity, infrastructure, and market support are still limited. The study uses a qualitative descriptive approach based on Charles O. Jones's policy implementation theory, which emphasizes three aspects: organization, interpretation, and application. Data were collected through observation, in-depth interviews, and documentation with informants from village government officials, fishermen groups, and the community. The results show that the Kelumu Village Government has implemented empowerment programs, especially crab cage cultivation, which has had a positive impact on increasing income and community participation. However, its implementation faces obstacles such as lack of technical training, limited market access, and suboptimal mentoring and supervision. The village government is advised to strengthen cross-sectoral coordination, increase human resource capacity, and expand market access so that the empowerment program is sustainable and has a greater impact on community welfare.*

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### INTRODUCTION

Village government according to Law Number 6 of 2014 concerning Villages is a system for administering government affairs and the interests of local communities that has undergone significant transformation in terms of its position, authority, and management. This regulation stipulates that a village is a legal community unit that has certain territorial boundaries and is authorized to regulate and manage government affairs, the interests of local communities based on community initiatives, ancestral



rights, and/or traditional rights that are recognized and respected in the government system of the Unitary State of the Republic of Indonesia. The implementation of village government is carried out by the Village Government consisting of the Village Head and Village Apparatus, with the Village Consultative Body (BPD) as an institution that carries out government functions whose members are representatives of the village population based on regional representation and are determined democratically. Village government according to Febrina et al. (2025) is defined as an integral part of a broader government administration system, where villages are authorized to organize and manage various aspects of the lives of their communities.

Illahi & Salsabila (2023) state that village government is a form of government that is autonomous and has original rights. Village government is implemented by the village head and his staff, supported by village community institutions, such as the Village Consultative Body (BPD), traditional institutions, and other community organizations. Pasaribu (2023) explains that village government is a system of organizing government affairs carried out by the village government and the Village Consultative Body (BPD) as a working partner, in order to serve the interests of the community based on the principles of deliberation, participation, and openness. Village government functions as the spearhead of development, because it directly touches the real needs of the community at the lowest level.

Community empowerment, according to Ahmad et al. (2024), is a series of transformative efforts that provide opportunities, access, and control to communities, especially poor and marginalized groups, over various resources, information, and decision-making processes that affect their lives. This approach must be implemented through participatory mechanisms from the grassroots level ( *bottom-up* ) that are tailored to local needs and characteristics, with the aim of changing the imbalance of power and strengthening community self-confidence. Ariyanti et al. (2025) added that community empowerment is an approach in social work that aims to create social justice through the active involvement of communities in determining their own destiny. Empowerment occurs when communities are involved in the process of identifying problems, formulating solutions, and evaluating results, and have the power to influence existing structures.

Community empowerment regulations as stipulated in Law No. 6 of 2014 define empowerment as a series of initiatives aimed at building community independence and prosperity by improving community insight, competence, behavior, attitudes, capabilities, and awareness. In line with this, Government Regulation No. 72 of 2005 concerning Villages explains the concept of community empowerment by emphasizing that government operations and development implementation are oriented towards optimizing the welfare and improving the quality of life of village communities. Saleh et al. (2024) define community empowerment as a series of processes through which communities gain the trust to control the direction of development that aligns with their own needs and aspirations. Anisa et al. (2024) emphasize that empowerment is not merely assistance, but rather an effort to build power that includes self-confidence, abilities, access to opportunities, and the ability to influence policy.

Fauzan (2024) emphasized that policy implementation is the actions taken by individuals, officials, or groups, both government and private, aimed at achieving the objectives outlined in policy decisions. Implementation should be viewed as a dynamic process that requires adaptation and interpretation to various evolving situations in

society. Kembuan et al. (2023) divide the implementation process into three main activities: organization, interpretation, and application. Organization involves the restructuring of resources; interpretation relates to the translation of policies into operational guidelines; and application is the actual implementation of policies in the form of services or actions to targets. Roring et al. (2021) view implementation as the concrete manifestation of established decisions, involving two main entities: the formulators or decision-makers and the implementers in the field.

Kelumu Village is a coastal village located in Lingga District, Lingga Regency, with a wealth of natural resources that are quite potential, especially in the fisheries, agriculture, and mangrove tourism sectors. Kelumu Village was named an agrarian reform village as a form of the local government's commitment to managing land assets while encouraging mangrove ecotourism-based development in Lingga District. The mangrove ecotourism is utilized by the Kelumu Village Government as a place for crab cultivation or crab cages which are included in the community empowerment program. The crab cages are handed over entirely to a fishing group called "KELUMU BIJAK" and have provided benefits and income for the fishing group. Kelumu Village has 3 hamlets, namely Hamlet 1 Kelumu, Hamlet 2 Sertih and Hamlet 3 Penarik with a population of 896 people and 287 heads of families (KK), consisting of 490 men and 406 women.

The most obvious problems in Kelumu Village are limited road access between hamlets, uneven distribution of clean water, especially during the dry season, and the need for improvement in the quality of education and public health. The community's economic activities still rely on traditional primary sectors, such as fishing and small household businesses, without the touch of modern technology or regular training. These challenges emphasize the importance of implementing a systematic and sustainable community empowerment policy so that the community can transform into key actors in the development process in their own village.

The Kelumu Village Government has implemented a community empowerment program based on the law. In 2024, the Kelumu Village Government prepared the Village Budget (APBDes) for community empowerment by implementing a program for the construction, rehabilitation, and improvement of village-owned inland fish cages/ponds and providing fish seed/feed assistance aimed at improving the community's economy. This program has already provided benefits to the Kelumu Village community. The community empowerment program has been a breath of fresh air for the community's economy, especially for fishermen, while also helping the Kelumu Village community's economy.

Table 1.1 Community Empowerment Areas

Program	2022	2023	2024
<b>Community Empowerment Sector</b>	174,944,000.00	-	-
- Marine Affairs and Fisheries Sub-Sector - Agriculture and Animal Husbandry Sub-Sector	121,810,000.00	--	--
	53,134,000.00		
<b>Community Empowerment Sector</b>	-	8,000,000.00	-
	--	0.008,000,000.00	--



- Marine Affairs and Fisheries Sub-Sector - Village Apparatus Capacity Building Sub-Sector			
<b>Community Empowerment</b>	-	-	62,400,000.00
<b>Sector</b>	--	--	57,800,000.00
- Marine Affairs and Fisheries Sub-Sector - Village Apparatus Capacity Building Sub-Sector			4,600,000.00

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Source: 2025 Research Processing

Based on table 1.1 above, 2022 had the highest total budget of Rp. 174,944,000 divided into two sub-sectors, namely marine and fisheries Rp. 121,810,000 and agriculture and animal husbandry Rp. 53,134,000. In 2023, there was a significant decrease compared to 2022, only Rp. 8,000,000 where the entire budget was used for the sub-sector of increasing the capacity of village officials, while the marine and fisheries sub-sector did not receive a budget. In 2024, there was an increase from 2023 to Rp. 62,400,000 for the marine and fisheries sector Rp. 57,800,000 and for increasing the capacity of village officials Rp. 4,600,000. In 2022 towards 2023, there was a sharp decrease from Rp. 174,944,000 to Rp. 8,000,000, and a significant increase from Rp. 8,000,000 to Rp. 62,400,000 from 2023 to 2024. The marine and fisheries sub-sector received no funding in 2023, but saw a sharp increase in 2024. Meanwhile, the village apparatus capacity building sub-sector continued to receive funding from 2023 to 2024.

The implementation of the community empowerment program in Kelumu Village demonstrates the village government's systematic efforts to improve community welfare through the utilization of local potential, particularly in the marine and fisheries sector. Fernanto et al. (2022) conceptualize empowerment in two interrelated dimensions: a process and a target. The concept of empowerment integrates economic, social, political, and cultural dimensions in an effort to create a society that is competitive, resilient, and adaptable to various development challenges in the contemporary era. Lomboan et al. (2021) emphasize that community empowerment aims to create fundamental transformations in the socioeconomic structure by facilitating community access to productive resources, strategic information, appropriate technology, markets, and social networks that can strengthen their bargaining position within the economic and political systems.

The fluctuating dynamics of community empowerment budget allocations during the 2022-2024 period reflect the challenges in implementing policies at the village level. The existence of the "KELUMU BIJAK" fishermen group and the crab cage program demonstrate a positive direction for empowerment based on local potential. This research contributes to the development of public administration and public policy, particularly the literature on policy implementation at the village level. The research results can provide input for the Kelumu Village Government and local governments in designing policies that are more responsive to community needs and provide guidance for the management of sustainable local potential-based community empowerment programs. Community empowerment activities are expected to make the

Kelumu Village community more skilled and creative, and able to support the economy so that it can compete with other villages in Lingga Regency.

## **LITERATURE REVIEW**

### ***Policy Implementation***

The term implementation in the Big Indonesian Dictionary refers to the meaning of implementation or application. Implementation is not merely an action, but an implementation effort carried out based on careful planning to make a plan or policy truly operational in practice (Dwi et al., 2024) . Iswandi et al. (2021) explain that implementation is the execution of a plan that has been carefully prepared, while Mansur (2021) defines implementation as the implementation or application that becomes a concrete follow-up after the planning stage is completed. There are three main activities that need to be considered in implementing a program or policy: organization, interpretation, and application. An organization is understood as a forum formed to carry out activities in a directed manner to achieve certain goals that function as a formal structure as well as a coordination mechanism that connects various parts to work synergistically. Interpretation or understanding refers to a person's ability to interpret information, ideas, or policies so that they can be interpreted appropriately according to their context. This is important because every policy often requires further interpretation to be implemented effectively in the field. Application or implementation is the process of changing decisions in the form of policies into real activities in the field that do not merely carry out instructions but also require adaptation to the social, economic and cultural conditions of the target community, and involve aspects of monitoring and evaluation so as not to deviate from the initial objectives.

### ***Empowerment***

Empowerment is essentially defined as a process by which individuals and groups gain the ability to control their lives and make decisions that affect their well-being. Lomboan et al. (2021) state that empowerment is an important strategy for reducing inequality, increasing participation, and building long-term community independence. Fernanto et al. (2022) explain that community empowerment is a participatory approach that emphasizes independence so that implemented policies can be aligned with the real needs of the community. (Fithriyana, 2020) state that social capital in the form of networks, values, and trust within the community can be a major driving force for creating social change. Effective empowerment is empowerment that is able to measure the real impact on improving the quality of life of the community. Therefore, the success of empowerment is measured not only by the implementation of the program but also by the sustainability of the benefits felt by the community. Ariyanti et al. (2025) state that successful empowerment is empowerment that can increase individual capacity while strengthening community institutions, thereby producing comprehensive change and encouraging long-term community independence.

### ***Village Government***

Village government is a government organization at the lowest level in the government structure in Indonesia that has a strategic position because it is the front guard in public services, development, and community empowerment at the local level (Lindawaty 2023) . Law Number 6 of 2014 concerning Villages states that a village is a legal community unit that has territorial boundaries authorized to regulate and manage government affairs, the interests of local communities based on community initiatives,



ancestral rights, and/or traditional rights recognized in the national government system. (Wardhah & Prabaningrum, 2025) emphasizes that village autonomy provides space for broader community participation so that development can take place according to the real needs of the community and is an important element in creating effective and inclusive governance at the grassroots level. Government Regulation Number 43 of 2014 concerning the Implementing Regulations of the Village Law provides technical guidelines for the implementation of village governance that emphasizes participatory, accountable, transparent, and responsive governance to the needs of village communities (Lovisonnya et al., 2025) . (Aji et al., 2025) added that through village government, the values of mutual cooperation, solidarity, and local wisdom can be maintained, strengthened, and developed within a modern development framework and the presence of village institutions such as the Village Consultative Body (BPD) is evidence that participatory democracy is implemented in real terms at the local level.

## METHOD STUDY

This study uses a qualitative descriptive method that aims to describe systematically, factually, and accurately the facts and characteristics of the population or research object at this time (Waruwu, 2023) . This approach is used to solve the problem being studied by explaining the actual conditions of the research subject or object, whether individual, organization, or society according to the context. Afif et al. (2023) stated that case studies are very appropriate to use when researchers want to answer the questions "how" and "why" a phenomenon occurs in real life so that researchers can gain an in-depth understanding of the dynamics, processes, and factors that influence a particular event. The study was conducted in Kelumu Village, Lingga District, Lingga Regency, Riau Islands Province with a focus on studying in depth the implementation process of the crab cage fisherman group program initiated by the Kelumu Village Government in the context of community empowerment efforts. The data sources consist of primary data obtained directly through in-depth interviews with various parties involved, including the Village Head, Village Secretary, sub-district officials, Village Consultative Body (BPD), crab cage fishermen group, and the Kelumu Village community, while secondary data was obtained through various written sources such as books, journals, and other literature related to the implementation of community empowerment program policies.

Data collection techniques were conducted through interviews, observation, and documentation. Adil et al. (2023) emphasized that interviews are purposeful conversations conducted by interviewers to obtain information from informants, allowing researchers to directly explore the views, experiences, and understanding of research subjects (Darmawan, 2021) . Restu et al. (2021) explained that observation is a data collection method that involves systematic observation of the phenomena being studied so that researchers can see the empirical reality that occurs in the field. Sugiyono (2020) stated that documentation is a data collection technique through notes, archives, or documents that can provide supporting information about the phenomenon being studied. The informants in this study numbered 12 people, as shown in Table 2 below.

**Table 2. Informants**

Informant	Number of Informants
Head of Kelumu Village	1
Secretary of Kelumu Village	1
Kelumu Village BPD	2
Sub-district Office	1
Kelumu Village LPM	1
Public	3
Fishermen Group	3

Source: Researcher Data Processing, 2025

Data analysis was conducted through four stages: data collection, data reduction, data display, and conclusion drawing. The data collection stage consisted of words, phenomena, photos or images, attitudes, and daily behaviors observed by researchers during the study. Data reduction is the process of selecting and establishing a focus on simplifying, abstracting, and transforming data derived from field notes with the aim of categorizing, showing direction, sharpening, and eliminating unwanted data parts. Data display is the distribution of data as a collection of information that has been organized and allows data collection and conclusion drawing. Conclusion drawing is carried out very carefully to understand the meaning of the explanatory pattern through a review of the field notes of the data that have been obtained accurately.

## RESULTS AND DISCUSSION

### *Implementation of Organizational Empowerment Policy*

Kelumu Village has an organizational structure consisting of a Village Head, Village Secretary, Finance Section, Government Section, Welfare Section, Service Section, Administration and General Section, Planning Section, and Hamlet Head, who are tasked with implementing policies outlined in the Village Medium-Term Development Plan (RPJMDes) and Village Government Work Plan (RKPDDes). Community empowerment programs are not only implemented by Village Officials, but also involve the Kelumu Village BPD, the community, and beneficiary groups. Coordination runs quite well through regular meetings, village deliberations, and communication forums. The main obstacle lies in the capacity of program implementers, where there is still a lack of technical and administrative training. Village funds are the main source of sufficient funding for empowerment activities such as entrepreneurship training, small infrastructure development, and business group activities. Vertical communication from the district government to the village and horizontal communication between residents and village officials is carried out directly through regular meetings at the village office or at the village hall.

The Kelumu Village Government continues to communicate with relevant parties such as the district, sub-district, and the Kelumu Village BPD and the community so that this program becomes a program that enables the Kelumu Village community to live prosperously and creatively in the field of community empowerment. The Head of the Kelumu Village Community Empowerment Institute (LPM) confirmed that so far the Kelumu Village government continues to coordinate well with the

district, sub-district, BPD and village community in the field of community empowerment. LPM as a village partner in the field of empowerment continues to encourage community participation and accommodate and channel the aspirations of the village community so that village development continues to be carried out by the village government. Several obstacles found include the lack of internal training for village officials regarding program management, dependence on one or two key figures such as the village head and village secretary which can weaken the system if there is a change in leadership, and suboptimal coordination between hamlets, especially for the distribution of resources and information on the empowerment program.

#### ***Implementation of the Interpretation Aspect Empowerment Policy***

Interpretation in policy implementation refers to how implementing actors and the community understand and articulate the policy. Most Kelumu Village officials understand that the goal of the empowerment program is to increase the economic independence of the Kelumu Village community, especially vulnerable groups, but technical understanding of success indicators varies. The community views this program as an opportunity to improve their standard of living, but gaps in information and understanding prevent all Kelumu Village residents from participating optimally. The Kelumu Village community's response to the assistance with agricultural equipment and the formation of business groups was quite positive, but some villagers remained apathetic because they felt they were not involved or did not receive direct benefits.

Policy interpretation by implementing actors is quite good, where village officials understand that the main goal of this program is to improve the local economy, especially for fishermen. However, this understanding has not been transformed into a formal training system or written technical guidelines. The fishing community, especially the "Kelumu Bijak" group, understands how to operate crab cages independently but still requires further support such as training in natural feeding, cage sanitation, and post-harvest management. Training for the crab cage fishermen group was not conducted because the fishermen group already understands what to do with the crab cages independently. The Kelumu Village BPD stated that the lack of training is one of the shortcomings of this community empowerment program, because training for the crab cage fishermen group is very important for fishermen groups to understand how to care for and cultivate crabs better.

#### ***Implementation of Application Aspect Empowerment Policy***

The Kelumu Village Government has implemented a community empowerment policy program aimed at community welfare, where in 2024 the Kelumu Village Government has carried out community empowerment activities, one of which is establishing a crab cage fishermen group named "Kelumu Bijak". One crab cage plot has three crab cage fishermen groups that have been given boundaries. The application or implementation stage is the stage where the policy plan is translated into concrete actions that involve the implementation of planned activities and ensuring that the policy is truly implemented in community practice. This implementation must run well and correctly and in accordance with what has been planned by the RKPDes (Village Government Work Plan) of Kelumu Village.

The program's implementation has been quite successful, but not yet ideal, with the fishermen's group producing mud crabs and earning additional income. The main challenges in the field include weather-dependent cage maintenance, lack of access to



local markets, and irregular harvest and sales cycles. The crab cage fishermen's group welcomed the community empowerment program conducted by the Kelumu Village Government. The program's implementation has been good, but not yet perfect, as there are many things to learn, including maintaining the crabs so they are healthy and fit for sale. The fishermen's group has had a positive impact on the community's economy, although the results are not yet significant. Through crab cultivation activities in cages, they can earn sufficient income to meet their daily needs. This program is very suitable for the geographical conditions of Kelumu Village, which is a coastal area, so that marine and fisheries potential can be optimized sustainably to improve community welfare. The implementation of the community empowerment policy program can be said to be good, but there are still several things that need to be considered, including supervision of the crab cage fishing groups, training that needs to be carried out by the Village Government to increase creativity in carrying out crab maintenance, and the Kelumu Village Government must see the development of each crab cage fishing group every month and provide encouragement or moral support to motivate the fishing groups in Kelumu Village.

## CONCLUSION

Based on the results and discussions presented, researchers can draw the conclusion that the community empowerment program policy carried out by the Kelumu Village Government which uses indicators of organization, interpretation or understanding, and application is an important step in improving the welfare of the community in Kelumu Village, Lingga District, Lingga Regency. This study strengthens Charles O. Jones' theory that the success of the program is not only determined by planning but also by a strong local organization, the implementer's understanding of the policy, and adaptive implementation in the field. The Kelumu Village Government as the implementing organization has tried to carry out its duties and functions optimally, but the implementation of the community empowerment program has not been accompanied by training activities for the crab cage fishermen group who are more self-taught because most of their members already have a background as fishermen. The crab cage fishermen group as important actors in implementing the community empowerment program policy already understands what must be done in managing and caring for crabs even though they do not receive formal training from the village government, they are still able to manage these business activities effectively based on their experience and knowledge. The Kelumu Village Government has implemented a community empowerment program policy in 2024 in accordance with what has been planned in the RKPDes (Village Government Work Plan), namely the construction/rehabilitation/improvement of village-owned inland fish cages/ponds and assistance for fishery seeds/feed that provide benefits to the community through crab cage fishermen groups with monthly income that can improve the standard of living and provide a positive impact in the form of motivation for other communities to start developing crab cage businesses independently. The Kelumu Village Government shows serious efforts in empowering the community but still needs improvement in terms of monitoring, technical training, and business sustainability.

Based on the conclusion regarding the implementation of the community empowerment program policy in improving the welfare of the Kelumu Village community, the researcher provides the following suggestions. The Lingga Regency

Government is expected to provide further support in the form of mentoring programs, training, and assistance with equipment or business capital to village communities that have local potential so that the community empowerment program truly touches real needs and has a long-term impact. The Kelumu Village Government is expected to compile simple standard operating procedures (SOPs) for empowerment programs such as crab cages so that their implementation is more systematic, involve village youth, women, and traditional leaders in every program planning so that participation is wider and more inclusive, collaborate with third parties such as BUMDes and the Fisheries Service to strengthen markets and business capital, build better infrastructure between hamlets in Kelumu Village, support transparency processes in the administrative field and village fund management, take a persuasive approach to the community so that they can participate in advancing the village, and utilize natural resources, especially in the field of mangrove ecotourism. The Kelumu Village BPD is expected to be more active in supervising and evaluating the implementation of village programs and voicing community aspirations periodically, providing support to the Kelumu Village Government in improving services through providing adequate budgets, collaborating with the Kelumu Village Government to advance the village in various fields, and carrying out its duties in monitoring or supervising funding carried out by the Kelumu Village Government. The crab cage fishermen group is expected to carry out its duties as well as possible, increasing technical knowledge through training in cage management, group financial management and product marketing, developing a system for recording harvest results and operational costs so that they can conduct business evaluations independently, striving for the formation of a fishermen's cooperative as a sustainable productive economic institution, and being innovative and creative in seeing the market so that they can sell their harvest at a profitable price. The village community is expected to be more active in village deliberations and participate in providing input and social control over policies made by the village government, supporting what has been done by the Kelumu Village Government as long as it is good for the progress of Kelumu Village, and playing an active role in the MUSDes (Village Deliberation) development meeting because the contribution of the Kelumu Village Apparatus, the Kelumu Village BPD, the fishermen's group and the Kelumu Village community will determine progress in Kelumu Village.

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